

East Lancashire Strategic Cycleway Network

Strategic Outline Business Case

March 2015

Executive Summary

Introduction:

This report presents the Strategic Outline Business Case (SOBC) for the East Lancashire Strategic Cycleway Network scheme. The scheme, which is being promoted by Lancashire County Council, is seeking Full Approval from the Lancashire Local Enterprise Partnership (LEP) and funding via the Local Growth Deal.

In line with LEP's Accountability Framework, a proportionate approach to the development of the Transport Business Case has been applied. Given the scheme is seeking a Local Growth Fund (LGF) contribution of less than £5m a Full Business Case will not be required, instead the scheme only requires a Strategic Outline Business Case to seek Full Approval.

Scheme Overview:

The scheme provides the framework for the development of an East Lancashire Strategic Cycleway Network. In Blackburn this will involve the creation of the Weavers Wheel route circling the town. In Rossendale and Hyndburn the scheme will be focused on three projects which involve turning disused railway lines in to high quality cycleways upon which future networks can be built. All of the projects which make up this programme have their origins from within with the local community as well as conforming to national and local strategies. In addition to their use as commuting routes these new cycleways will also act as multiuser greenways providing great additional value for leisure, health and tourism. They are focused on connecting missing gaps in present networks, to maximise connectivity and deliver high-quality, end-to end cycle networks.

Running in tandem with this scheme (but funded separately) will be the Connecting Lancashire revenue project which will provide grants for businesses and community groups to improve their facilities for cyclists.

A Benefit Cost Appraisal (BCA) and Gross Value Added (GVA) assessment has been undertaken to calculate the economic benefits of the East Lancashire Strategic Cycleway Network scheme.

The scheme has an **Overall BCR of 2.2 (2.8 now?)** based on conservative demand uplifts, which rises above 3 if the highest levels of demand uplifts for cyclists, as observed on other adjacent schemes are realised. This indicates that the overall package of schemes delivers 'High' Value for Money (VfM), based on a traditional transport benefit cost appraisal and Department for Transport (DfT) VfM categories.

The BCA assessment has been undertaken using a spreadsheet based tool which has been developed in line with the principles contained within the DfT's Transport Appraisal Guidance and WebTAG active model appraisal guidance. The journey time and distance savings generated by the scheme have been used to calculate the Journey Time benefits as well as the Vehicle Operating Cost savings and Marginal External Cost savings.

The delivery of the project will be managed in line with the principles of PRINCE2. The project specific governance is based on established and operating governance arrangements for schemes currently being delivered by Lancashire County and Blackburn with Darwen Councils, adapted to reflect the specific requirements of devolved Local Major Scheme governance.

The success of the scheme and the associated benefits will be measured against a set of identified metrics and reported through the Growth Deal monitoring and evaluation strategy.

Contents

1	Strategic Case	1
2	Economic Case	27
3	Financial Case	35
4	Commercial Case	38
5	Management Case	43
 Appendices		
Appendix A:	Scheme Location Plan	
Appendix B:	Air Quality Management Areas in East Lancashire	
Appendix C:	Key Employment and Housing Sites close to the network	
Appendix D:	East Lancashire Strategic Cycle Network and IMD	
Appendix E:	Extract from DfT Local Area Walking and Cycling Statistics 2012/13	
Appendix F	Public Health England Health Profiles	
Appendix G:	Risk Register	
Appendix H:	Weavers Wheel preliminary assessment report for Arts & Community Engagement	
Appendix I:	Stakeholder and Partner letters of support	
Appendix J:	Draft Communications Strategy & Action Plan	
Appendix K:	Economic Assessment Technical Report (Jacobs)	
Appendix L:	Distributional Impact Appraisal Screening Proforma	
Appendix M:	S151 Officer Letters	
Appendix N:	Project Governance Structure	
Appendix O:	Senior Responsible Owner Declaration	
Appendix P:	Project Programme	
Appendix Q:	Monitoring and Evaluation Plan	
Appendix R:	Logic Model	

1 Strategic Case

The strategic case helps to determine the need for a scheme. It must demonstrate the case for change, presenting a clear rationale for making an investment against the strategic objectives of the organisation proposing it and other relevant Government objectives. It provides important evidence and sets out robust assumptions at an early stage in the development of a business case and explains how various options have been sifted and distilled into a preferred scheme.

1.1 Strategic Context

Please explain the wider strategic context for the proposed scheme by describing the aims and objectives of the promoting organisation. Consider what is driving the need for change at a strategic level, including external factors such as new legislation, technology.

1.1.1 Scheme Overview

The East Lancashire Strategic Cycleway Network scheme proposes the creation of an improved and extended cycleway network in the area that will give increased opportunities for communities to access places of employment and education, as well as contributing towards the visitor economy.

There have been recent improvements in cycling provision in Lancashire including the Guild Wheel in Preston, the Burnley and Padiham Greenways network and the Hyndburn Greenway. However, these improvements have been patchy and the creation of 4 new routes will help to complete some of the key missing links in the network, making cycling a more attractive means of transport as part of sustainable end-to-end journeys.

The network will provide improved links to the Enterprise Zone at Samlesbury the Strategic Employment Sites at Huncoat, Whitebirk, Blackburn Town Centre, Waterside and Hollins Mill and other existing key employment sites at Rising Bridge, Haslingden and along the Rossendale Valley. These are key locations and industries in terms of the LEP's Strategic Economic Plan, with which there is strong alignment of the scheme.

The project proposes the creation of 4 new key cycling routes across East Lancashire. The routes are:

1. The Valley of Stone (Rossendale)
2. The National Cycle Route 6 (Rossendale and Hyndburn),
3. The Weavers Wheel (Blackburn with Darwen); and
4. The Huncoat Greenway (Hyndburn).

The disused railway lines in Rossendale provide the logical starting point for a strategic cycleway network. They link the main towns and communities in the district and follow routes with the minimum number of barriers in terms of land ownership and topography.

The cycleway network will also help to complete a missing section of National Cycle Route 6 (NCN6) that runs from London to Keswick and in Rossendale link to nationally recognised mountain bike trails; the Pennine Bridleway and Lee and Cragg Quarries near Bacup.

A location plan of the 4 routes is available in **Appendix A**.

The **Valley of Stone** is a 16.5km long route from Rawtenstall in the west to the Lancashire border with Rochdale at Healey Dell. It is a largely, off road route following a former railway line and when completed will provide a viable

sustainable travel alternative to the A671, A681 and A6066 main roads which run along the main valley floor. The route will connect the settlements of Rawtenstall, Waterfoot, Bacup and Whitworth as well as many employment sites along the valley. Although Rossendale has good mountain biking facilities the options for commuters and less adventurous cyclists are very limited. This route will provide a continuous mostly off road route with low gradients generally along the valley floor that will attract these users. The idea for the Valley of Stone has been put forward by the local community and some sections have been completed, although the full potential of the route will only be realised once it is completed in its entirety.

The **National Cycle Network (NCN) Route 6** scheme runs in a roughly north-south direction from Accrington in the north to the Lancashire border at Ramsbottom in the south. NCN6 runs nationally from Watford to Threlkeld (Near Keswick), and more locally from Manchester to Preston. However, the route in the north west is not yet complete and the Strategic Cycle Network will add a missing link 12km in length. The route also follows the line of a former railway, although large sections no longer exist, such as around Haslingden. As well as the implications for the wider National Cycle Network, the additions will also play an important role in connecting Accrington, Haslingden and Ramsbottom. The route has great potential for commuter use, especially to the significant employment areas on the west side of Haslingden close to the A56 and can contribute towards the tourist economy by linking to the East Lancashire Railway and Irwell Sculpture Trail to the south.

Compared to other areas of Lancashire to the west and north, Rossendale has had a lack of recent investment in cycling facilities. Public transport in the area is limited and there are no commuter rail links in the district so the above two routes will help to provide a viable alternative means of transport to access employment and education opportunities. These two routes utilise the two main valley floors keeping gradients for cyclists to a minimum and some design work has previously been completed on these routes meaning that they can be implemented quickly.

The development of the local cycle network in Blackburn with Darwen to date has been described as somewhat sporadic, since it has largely been developed in an uncoordinated fashion following opportunities presented thanks to local highway improvements, road safety schemes and development management decisions. However, the **Weavers Wheel** will be an important step change offering residents and visitors direct access to local employment, education, retail and leisure opportunities by bike thanks to a convenient and coherent 26km route encircling Blackburn town centre.

The concept of the wheel has been suggested by residents and is based on the existing Guild Wheel around Preston which now attracts over 93,000 cyclists per year, as well as many thousands of walkers. Evidence gathered from the Guild Wheel suggests upwards of a 120% increase in cyclists since the start of the scheme, which is important in the context of both connectivity and future congestion reduction in towns like Blackburn. There will be spurs radiating out from the Weavers Wheel to key employment locations such as Samesbury Enterprise Zone & Whitebirk as well as spokes into Blackburn Town Centre providing direct access to local employment, education, retail and leisure opportunities by bike. In short, the route offers direct connectivity to key employment and growth locations.

The **Huncoat Greenway** scheme will connect Huncoat (including the Strategic Employment Site) and Accrington to the south west. Three sections of the Greenway are already in place but the central part of the route is currently missing which compromises its usefulness and limits the number of potential users. Completion of the Greenway will provide cyclists and pedestrians a continuous, safe, off road route avoiding the busy A679 Burnley Road and will connect housing to Huncoat Industrial Estate, the proposed Strategic Employment Site at Huncoat and employment areas and nearby schools. It will also complement the Hyndburn Greenway running from the boundary with Blackburn in the west to Rossendale in the south by creating an attractive route to the east of the Borough. As with the Rossendale routes, previous design work has taken place on the Huncoat Greenway which will help it to be implemented quickly, which is important given 2015/2016 spend.

1.1.2 Links to the Connecting East Lancashire Programme

On 10th July 2014 Lancashire County Council (LCC) and Blackburn with Darwen Borough Council (BwDBC) were notified by the DfT that the joint Connecting East Lancashire bid was one of 44 successful projects to be supported through the Local Sustainable Transport Fund programme 2015/16.

In total, £64m of revenue funding has been made available by the Department for Transport to support investment in sustainable transport solutions that will bring environmental, health and economic benefits to communities across England with £1.8m allocated to Lancashire.

The Connecting East Lancashire bid sets out how it would build on the experiences and strengths of previous LSTF investment in Blackburn with Darwen and Lancashire and how this would support the development of the East Lancashire strategic cycle network.

The successful bid highlighted how parallel capital investment for cycling supported through the Lancashire Local Growth Fund could enhance the overall interaction across all modes of travel contributing to economic growth, reduced carbon emissions, health improvements and other wider social and environmental benefits.

Connecting East Lancashire is therefore intrinsically linked with Lancashire's Strategic Economic Plan to maximise benefits through the Local Growth Fund.

Ultimately, revenue funding has now been secured to develop a package of sustainable transport measures which will compliment the East Lancashire strategic cycle network development for the period 2015/16. The LSTF funding will support the development of links between employment, housing, towns, and public transport along with the potential for recreation and tourism.

LSTF funding will enable both authorities to promote the much needed capital investment in the cycle network, develop community projects and work with local businesses , colleges and schools to ensure a lasting legacy.

1.1.3 Benefits of the National Cycle Network (NCN) and the scheme's connectivity to this

The NCN routes provide the basis for the development of local area networks, such as the proposed East Lancashire Strategic Cycleway Network. The principal aim is to encourage people to take up cycling for the first time, or to start to cycle again. There are numerous additional associated benefits, such as offering a resource that can be used for health improvement, providing a socially inclusive facility for the entire community, offering a means of regenerating economies in some areas through recreation and tourism and offering an alternative to environmentally damaging modes of transport.

There are also additional other ways in which a cycle network can benefit areas through which it passes, for example as an educational resource, as a mechanism for delivering art to a wider audience, as a way of encouraging greater social interaction within the community, as a means of engendering a sense of pride and ownership within a community, as a resource well-suited to the needs of some groups of disabled users, and as a safe area where potential cyclists can gain experience.

While the NCN provides leisure opportunity for cyclists wishing to experience rural and off-road cycling in designated areas, there is a significant minority of users accessing the NCN by car in the absence of a supporting network facilitating access by bicycle from the town or city. A comprehensive Strategic Cycle Network will enable this access to rural routes, providing greater, cheaper leisure options and provide synergistic connections to other similar urban networks both near and far.

The comprehensive coverage offered by the Strategic Cycle Network will help to connect areas considered amongst the most deprived in the country to employment otherwise inaccessible, as well as providing numerous health benefits in tackling local issues such as obesity, respiratory issues and coronary heart disease. Additionally, the modal shift towards cycling and walking has the potential to reduce congestion on roads suffering heavy demand, with associated benefits to emissions, health and air quality, including within some AQMA sites. The plan in **Appendix B** shows the location of AQMA's close to the proposed cycle network.

Analysis of the 4 proposed routes within the network undertaken using GIS data illustrates the comprehensive nature of the scheme. **Table 1-1** below shows the number of various sites within 100m and 1km of the route. These sites are:

- The number of current housing applications (over 10 dwellings);
- the number of employment sites;
- the number of proposed housing sites;
- the number of leisure centres; and
- the number of primary and secondary schools

Table 1-1 Number of Sites within 100m and 1km

	Weavers Wheel		Valley of Stone		National Cycle Route 6		Huncoat Greenway		EAST LANCS CYCLEWAY TOTAL	
	100m	1km	100m	1km	100m	1km	100m	1km	100m	1km
Current Applications	33	198	8	38	4*	27*	0*	0*	45	263
Employment	15	107	10	12	5	9	1	1	31	129
Housing	5	6	3	16	0	8	0	2	8	32
Leisure Centres	2	10	0	3	0	2	0	0	2	15
Primary Schools	10	92	1	15	1	15	0	3	12	125
Secondary Schools	1	23	0	4	0	4	0	0	1	31

* Planning application figures not currently available for Hyndburn District

Figure 1-1 Number of Sites within 100m

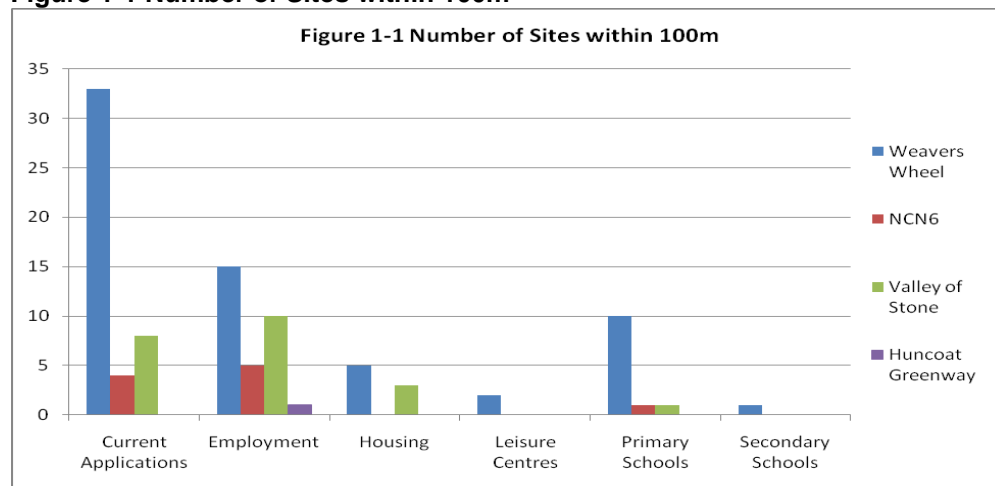
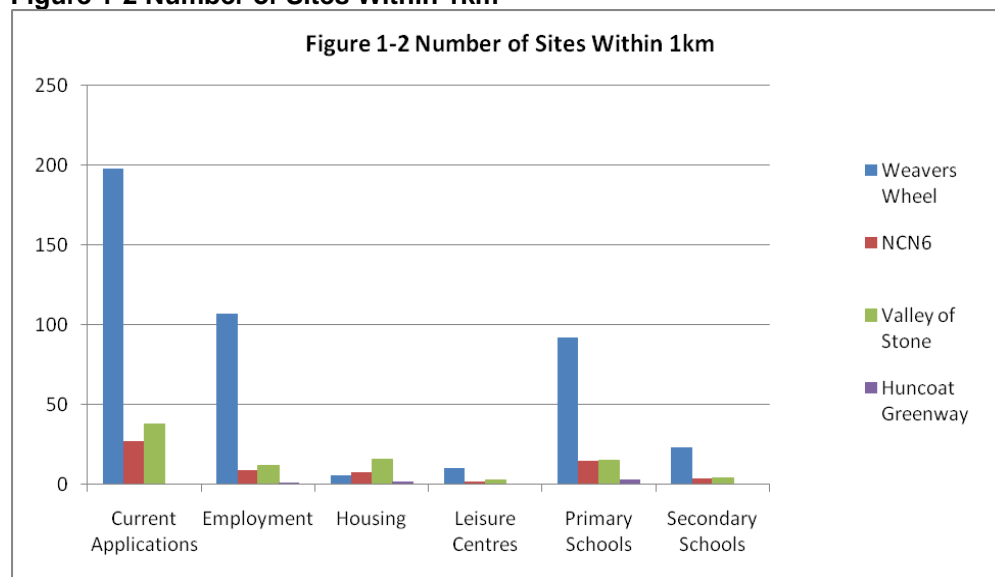


Figure 1-2 Number of Sites Within 1km



Analysis of the results shows there are 156 schools within 1km of the network, including 1 secondary school and 12 primary schools within 100m. The Bikeability schemes operating across Lancashire and Blackburn with Darwen will further enhance the potential for modal shift within these schools. The East Lancashire Strategic Cycleway Network will also increase access to leisure opportunities, with 15 leisure sites within 1km of the proposed routes.

Further analysis shown in **Table 1-2** and **Table 1-3** illustrates the area (ha) dedicated to housing or employment within 100m and 1km of the 4 routes. This analysis shows over 389 ha of housing lies within 1km of the proposed East Lancashire Cycleway network, providing vital links between communities, as well as the potential to commute to 197 ha of employment.

Table 1-2 Housing Area

Housing Area (Ha)		
Route	100m	1km
Weavers Wheel	37.33	341.90
Valley of Stone	1.47	12.03
National Cycle Route 6	0	10.47
Huncoat Greenway	0	24.9
Total	38.8	389.3

Table 1-3 Employment Area

Employment Area (Ha)		
Route	100m	1km
Weavers Wheel	15.07	94.23
Valley of Stone	19.99	29.83
National Cycle Route 6	21.76	43.92
Huncoat Greenway	28.28	28.8
Total	85.1	196.78

Additionally, **Table 1-4** below shows the current housing application sites within 100m and 1km of each of the 4 routes, although this time by the number of houses proposed within these applications. This illustrates that an additional 4,196 houses will potentially be created within 1km of the East Lancashire Cycleway routes, further enhancing the connectivity of the network.

Table 1-4 Number of houses proposed

Current Applications (Capacity)		
Route	100m	1km
Weavers Wheel	134	3077
Valley of Stone	194	911
National Cycle Route 6	77*	208*
Huncoat Greenway	0*	0*
Total	405	4196

* Planning application figures not currently available for Hyndburn District.

Plans showing the key employment and housing areas close to the routes are shown in **Appendix C**.

Although there is a lot of work being done to improve and extend cycling facilities, the cycling network in East Lancashire is far from complete and does not provide adequate links between housing, towns and employment. It also doesn't necessarily give good access to visitors. For cycling to become a widespread choice for travel, particularly for commuting, there needs to be a good cycle network serving key centres and destinations in East Lancashire, that it is well maintained and well known. The benefits of a Strategic Cycle Network, and the connectivity with the National Cycle Network, can only be fully realised through the simultaneous development and promotion of the various schemes, filling in essentially missing pieces of the Network and creating true connectivity; as delivered by this scheme.

1.1.4 - Policy Alignment

The proposals are strongly aligned to various National and Local policies, helping to achieve both their immediate goals and contribute to longer-term aims. Details of these policies and the scheme's contributions are presented below.

DfT Cycling Delivery Plan October 2014

The Cycling Delivery Plan is a national strategy to increase cycling levels across the country over the next 10 years. The delivery plan is currently a consultation draft with the consultation ending in November 2014; a final version of the Plan is expected shortly.

The Plan states that there are currently 0.8 billion travel stages made by bike per annum (identified by the National Travel Survey), and presents an over-arching aim to increase this to 1.6 billion travel stages by 2025. To facilitate this, the plan proposes an increase in the amount of spending on cycling from £5 to £10 per person per year.

A recent DfT assessment¹ on the value for money of various Cycle City Ambition Grant and Cycling in the National Park Grant schemes found that the combined

¹ DfT (2014) Value for Money Assessment of Cycle Grants.

	<p>BCR for the funding stream as a whole (both under Cycle City Ambition Grant and Cycling in National Park Grant) is 5.5:1, which suggests that for every £1 of public money spent, the funded schemes provide £5.50 worth of social benefit. This shows that a quality scheme can more than justify the cost through the benefits, and supports the Cycling Delivery Plan's aims to increase spending on cycling provision.</p> <p>The plan is clear on the necessity for leadership and vision at a local level to encourage sustainable modal shift in every region, stating "This plan is therefore a call to action to local authorities and LEs to affirm their commitment to drive up cycling across the country."</p> <p>Additionally, the Cycling Delivery Plan discusses the Prime Minister's desire to cycle-proof the road network, and provide high-quality infrastructure that considers the needs of cyclists (and therefore pedestrians) first, avoiding these vulnerable groups from coming into contact with vehicles. Through doing so, this will also help address perceptions of safety, increasing confidence in potential and current Network users. Through the delivery of the Strategic Cycle Network, East Lancashire will have a sustainable network in line with the aims and desires of the DfT and Prime Minister.</p> <p><u>Healthy Lives, Healthy People:</u> <u>A call to action on obesity in England Government White Paper 2011</u> This Central Government plan to tackle obesity in England recommends encouraging active transport and ensuring there are opportunities to become physically active through the provision of public open space.</p> <p>The trend across the UK and other developed nations is for physical activity levels to decline. This is associated with obesogenic environments, widespread use of the private car, and an increase in sedentary leisure activities and greater mechanisation in the home, workplace and public places.² This decrease in physical activity has led to obesity levels reaching a point where projections suggest that indirect costs could be as much as £27 billion by 2015.² In 2006/07, obesity and obesity-related illness was estimated to have cost £148 million in inpatient stays in England.³</p> <p>A Foresight study into obesity concluded that the causes of obesity are complex and varied, yet stated that the top five policy responses assessed as having the greatest average impact on levels of obesity across the scenarios include increasing walkability and cyclability of the built environment⁴.</p> <p>Numerous other reports and studies confirm that the trend in obesity can be reversed through an increase in physical activity levels and even a small increase in weekly activity can have an impact on physical fitness and health. The Department for Health recommends that every person participate in at least 2.5 hours of</p>
--	--

² DfT (2014) Claiming the Health Dividend: A summary and Discussion of Value for Money estimates from Studies of Investment in Walking and Cycling.

³ NHS (2010) The Economic Burden of Obesity.

⁴ Foresight: Tackling Obesity: Future Choices – Project Report.

	<p>moderate intensity aerobic activity every week, or a 30-minute two-way cycle journey each day⁵. In 2010 the CMO for England called for a doubling of walking and an eight-fold increase in cycling. A study by public health economists found that within 20 years this increase would lead to savings of roughly £17 billion (in 2010 prices) for the NHS in England and Wales⁶.</p> <p>The DfT confirmed that investment in infrastructure or behaviour change programmes which enable increased activity levels amongst local communities through cycling and walking is likely to provide low cost, high-value opportunities providing benefits for our individual health. This improvement also has major benefits for the NHS in terms of cost savings, for the transport system as a whole, and for the economy through more efficient use of our transport networks⁷.</p> <p><u>Lancashire SEP</u></p> <p>The Lancashire Strategic Economic Plan (SEP) 2014 sets out the economic growth priorities for Lancashire for the period 2015 – 2025. The SEP states that many urban areas in Lancashire have serious levels of congestion that have reduced the effectiveness of local bus networks and despite developing cycle networks and pedestrian facilities, the car is still the main modal choice across the county. The SEP highlights the impacts this congestion has on road safety, and the social and environmental implications, concluding that people are less likely to have a desire to walk or cycle with concerns about safety and personal health.</p> <p>The SEP also states that Lancashire has failed to secure crucial investment in critical transport infrastructure for sustained business success over the past few decades, accounting for one-quarter of Lancashire's current economic performance gap with the rest of the UK.</p> <p>The SEP concludes that a comprehensive cycle network such as that proposed supports their aims by providing the necessary infrastructure for sustainable travel options between communities and work place, as well as school trips, other and leisure trips. Enhanced connectivity and access to a greater workforce are strong positives when securing new employment opportunities and investment, and the associated reduction in congestion supports the wider capacity of the network, essential for longer journeys and the transport of goods.</p> <p>The proposed schemes create the foundation to an East Lancashire Strategic Cycle Network, providing a coherent cycling network that is safe and well maintained. Independent GVA analysis (quoted in the SEP) suggests that the economic benefits simply related to health alone are nearly £3m to 2024.</p> <p>Other schemes around the region and country have recorded excellent uplifts in demand and modal shift, suggesting that the East Lancashire Strategic Cycle Network has the potential for great impact in the region:</p> <ul style="list-style-type: none"> • The 21-mile circular 'Guild Wheel' cycle route recently opened around
--	---

⁵ Public Health England (2013) Obesity and the Environment: Increasing Physical Activity and Active Travel.

⁶ Sustrans: Physical Activity and Health – Facts and Figures.

⁷ DfT (2014) Claiming the Health Dividend: A summary and Discussion of Value for Money estimates from Studies of Investment in Walking and Cycling.

	<p>Preston has seen approximately 93,000 cyclists per year utilising the route, both for commuting and leisure, attracting cyclists from out-of-town locations due to the quality of the infrastructure, and route selection⁸.</p> <ul style="list-style-type: none"> • Investment in high quality cycling facilities at Padiham Greenway in Burnley and recent improvements to National Cycle Route 6 in Bury show a significant increase in cycle use following their completion. Between 2010 and 2012 a 69% annual increase in cycling trips was recorded at Padiham and 15% at Bury.⁹ • Results of the Cycling Demonstration Towns initiative show that all six towns (Aylesbury, Brighton & Hove, Darlington, Exeter and Lancaster with Morecombe) saw an average increase in cycling of 27%¹⁰. • Sustrans provided a safe walking and cycling path along a canal towpath between Sale and Stretford in Greater Manchester, crossing the M60 and providing an alternative to using the busy and often congested A56 that runs parallel. As a result, the number of people using this section of the National Cycle Network has more than doubled, including a ten-fold increase in the number of commuters¹¹. <p><u>Local Transport Plan 2011-2021: A Strategy for Lancashire (LCC May 2011)</u></p> <p>The Local Transport Plan for Lancashire was published in May 2011 and set out priorities for transport in the country over the next 10 years until 2021. The East Lancashire Strategic Cycleway Network will help to meet a number of priorities in the Local Transport Plan including 'Providing Better Access to Education and Employment', 'Improving People's Quality of Life and Wellbeing' and 'Providing Safe, Reliable, Convenient and Affordable Transport Alternatives to the Car.'</p> <p><u>Blackburn with Darwen Local Transport Plan 3 (2011-2021)</u></p> <p>Blackburn with Darwen Borough Council's third Local Transport Plan (LTP3) is a long term strategic document covering the period 2011-2021 and is the key mechanism for articulating and delivering transport policy at a local level. The plan highlights a number of key issues within the borough to be address over the lifespan of the plan, including:</p> <ul style="list-style-type: none"> • The borough's young population and its relationship to the growth of car use and road accidents; • Peak time congestion and traffic levels; • The impact on and the effects of the changing climate; • Chronic health issues; • Poor localised air quality and intrusive noise; • Car dependence; • The effects of long standing deprivation; • The ongoing requirement to generate jobs, improve wage and skill levels; and • The need to create sustainable communities through economic restructuring and regeneration.
--	---

⁸ BlogPreston: Guild Wheel Survey: results show rift between cyclists and walkers on Preston's circular route.

⁹ Sustrans Connect 2 Evaluation Reports (2012)

¹⁰ DfT: Making a Cycling Town: a compilation of practitioners experiences from the Cycling Demonstration Towns.

¹¹ Sustrans: The Real Cycling Revolution.

	<p>As discussed in detail in section 1.2, the Strategic Cycle Network has the potential to address all these key issues and have a great impact on the quality of life in Blackburn with Darwen; the LTP specifically states that cycling schemes and infrastructure will be part of a toolkit of measures designed to tackle issues of health, air quality and congestion, while improving access to employment and increasing social cohesion.</p> <p>The proposals for the Strategic Cycle Network are closely aligned with the specifics of the LTP3; Blackburn with Darwen's LTP3 mentions improved connectivity with Samlesbury, Whitebirk and Freckleton Street employment areas as a priority for economic regeneration. The Weaver's Wheel will improve access to these areas.</p> <p>Additionally, the LTP3 states that "The Council will improve air quality and provide greater opportunities for exercise through walking and cycling", and that "modal shift to walking and cycling will help to reduce traffic congestion [which will] improve air quality and reduce respiratory disease", showing further the strong alignment between the proposals and the intent of the BwDBC.</p> <p><u>East Lancashire Highways & Transport Masterplan.</u></p> <p>The Masterplan was adopted in February 2014, and aims to align economic and transport objectives across East Lancashire. The Masterplan is designed around 5 core principles, all of which will be supported by the implementation of the East Lancashire Strategic Cycleway Network proposed.</p> <p>These five principles are:</p> <ul style="list-style-type: none"> • To support the economic development of the county and of East Lancashire specifically; • to work to address deprivation; • to promote community resilience; • to increase healthy behaviour; and • To reduce our carbon footprint. <p>The Masterplan discusses the importance of Local Travel, and of ensuring every person has equal access to services and opportunities ranging from education and employment to leisure and health. The Masterplan identifies that cycling and walking are an essential part of this, and therefore the networks to enable this need to be well maintained, and people educated on the best ways to utilise this infrastructure. Creation of a comprehensive East Lancashire Strategic Cycle Network will ensure there are high-quality, well maintained and promoted links between towns, employment, education and housing. In discussing this Strategic Cycle Network the Masterplan specifically identifies the Valley of Stone, NCN6 and Huncoat Greenway as potential routes to form part of this larger network.</p> <p>The Masterplan states that certain public health profiles for 2013 show are significantly worse than the national average, including <i>obese children</i>, <i>physically inactive adults</i>, and <i>life expectancy</i>. The plan states that in Blackburn, the priorities for addressing this include 'improving the quantity and quality of physical activity', 'improving the quality of the physical environment', and 'making healthy choices'. Active travel, either by walking or cycling, is of key importance in tackling obesity and encouraging healthy choices. Additionally, enabling communities to better</p>
--	--

	<p>access employment, education and other services will influence deprivation, a statistic closely linked to life expectancy. The introduction of the high-quality comprehensive cycle infrastructure proposed will provide this choice and improvement to the majority of individuals in the area, and show a positive alignment to the principles of the Masterplan.</p> <p><u>Lancashire Cycling Strategy 2015 -2021</u></p> <p>The emerging Lancashire Cycling Strategy provides a template for major scale cycling infrastructure improvements throughout Lancashire. Replacing previous policies of piecemeal infrastructure dependent on developer contributions and short term funding opportunities, the Lancashire Cycling Strategy aims to plan an active travel (predominantly cycling and walking) network around, and with, the people who use it - the dedicated cyclists who want a direct on road route, the less confident who want quiet roads or off road facilities and the families who need a wholly safe environment for leisure.</p> <p>The guiding principle of the Lancashire Cycling Strategy is to:</p> <p><i>Support sustainable access to economic activity, including urban centres, employment and education and the leisure economy.</i></p> <p>The Lancashire Cycling Strategy proposes three main types of strategic link which will each have a common design and maintenance standard so that users know what to expect of each type of link:</p> <ul style="list-style-type: none"> • Superhighways will be on road, dedicated routes aimed at confident cyclists who are likely to be travelling to employment or education, where speed and convenience are the primary concern. • Quiet roads will be just that, on road routes chosen that are safe, with limited traffic on them and which will be suitable for less confident cyclists or those who are in less of a hurry. • Greenways will be off-road dedicated multi-user routes which can be used by everyone as by their nature they will be free from motorised traffic; greenways will provide a key leisure and tourism facility. <p><u>Cycle Pennine Lancashire (Mouchel, 2010)</u></p> <p>This baseline report produced in 2010 by Mouchel for Lancashire Sports Partnership made an assessment of cycling in Pennine Lancashire including an assessment of the local population, economy, cycling infrastructure and accessibility. The report concludes with an analysis of current cycling provision in Pennine Lancashire and identifies one of the weaknesses as being the 'current fragmentation of cycle service and infrastructure delivery'. The report also sets out the vision for Cycle Pennine Lancashire as Pennine Lancashire will be the premier cycling destination in the UK with a first class inclusive network of people, facilities and support services.'</p>
--	---

<p>1.2 Challenge or Opportunity to be addressed</p> <p><i>Please describe the key characteristics of the challenge to be addressed and the opportunity presented. Provide an overview of the evidence supporting this and the impact of not progressing the proposed scheme.</i></p>	<p>1.2.1 Opportunities to be addressed by the scheme</p> <p>The route of the East Lancashire Cycleway passes either through or near to over 20 census output areas identified as being part of the most deprived 10% nationally, and more than 30 identified as being part of the most deprived 20%¹².</p> <p>Cycling and walking are low-cost transport options that have potential to increase access to local employment opportunities, significantly so for these deprived wards but also for every area in the vicinity. The plan attached in Appendix D shows the 4 routes and their relationship to areas of deprivation.</p> <p>Following the decline of traditional manufacturing in East Lancashire many of the new centres for employment are located on the edge of, or away from town centres. These sites are often difficult to reach for people without access to a car and have poor public transport links, especially for those working shifts. Providing access to these sites with new cycle routes will create significant additional employment opportunities for local communities who will be able to walk or cycle to work with greater ease. As shown previously in Table 1-2 and Table 1-3, the Weaver's Wheel in Blackburn will link over 389ha of housing to 197ha of employment land less than 1km from the Network.</p> <p>Certain more isolated areas (e.g. Rossendale) have no links to the strategic rail network, and often have less frequent bus services, further impacting on those who have no access to a car or cannot gain employment near enough to justify the running costs of a private motor vehicle. The introduction of a Strategic Cycle Network will help to address this imbalance and provide an alternative to those who currently have little or no choice.</p> <p>Residents in East Lancashire have poor health compared to the rest of the country; the life expectancy for both males (82.6 years) and females (85) in East Lancashire is lower than the national averages, at 83.6 & 86.1 years respectively.¹³</p> <p>Inactivity of residents of East Lancashire is also an issue. The UK Active report <i>Turning the Tide of Inactivity</i> (2014) ranked 150 local authorities in order of inactivity of their residents (150 being the worst). Blackburn with Darwen was ranked 143rd with 37% of the population identified as being physically inactive, at a cost to the area of approximately £22M per annum. Lancashire was ranked 103rd with 30% of residents identified as being inactive, at a cost of approximately £20M per annum.</p> <p>Only 1.2% of those aged 16-74 in employment cycled to work in Blackburn with Darwen, while just 13.2% walked, revealing great potential for change in the region.¹⁴</p> <p>Each local authority in the UK carries out an assessment of air quality in their area. The Government has established national targets which focus on nine key air pollutants such as Nitrogen Dioxide (NO₂), Carbon Dioxide (CO₂) and Particulate</p>
---	---

¹² Neighbourhood Statistics: Indices of Multiple Deprivation.

¹³ Office for National Statistics.

¹⁴ Neighbourhood Statistics

	<p>Matter (PM10). If an authority finds an air quality issue in a particular locality, it must declare an Air Quality Management Area (AQMA) as shown in Appendix B. Air quality has been found to exceed the health-based National Air Quality levels for NO_x at a number of monitoring sites in the vicinity of the proposed Strategic Cycle Network, due to the demand of traffic and congestion, associated emissions, and constraints of the built-up area.</p> <p>Cycle use in East Lancashire is low when compared to other areas of the country; Blackburn, Hyndburn and Rossendale are in the lowest 10% of Local Authorities for commuting to work by cycle¹⁵. The climate and topography are seen as barriers to cycling; the region is characterised by a steep and hilly geography, and the inclement weather is often cited as a reason not to walk or cycle¹⁶. Opening up the disused railway lines for cyclists will go some way to addressing this as they will provide relatively flat easy to use routes. The 2011 Census identified Rossendale as having the 7th lowest rate for commuting by cycle in England and Wales, while in TRL Report 481 70% of residents in Blackburn with Darwen had 'little interest in cycling'.</p> <p>Additionally, residents in Blackburn with Darwen felt there was a lack of safety and signage; the lack of a coherent network and signage directing potential cyclists onto safer or dedicated routes engendered a lack of confidence in what network exists, further discouraging residents from cycling that the scheme also directly seeks to address.</p> <p>1.2.2 Significant Positive impacts of the scheme</p> <p>The National Travel Survey results (2012) indicate that across East Lancashire 61% of the economically active population and those in receipt of Job Seekers Allowance can access employment centres by bicycle, yet less than 2% actually do, showing great potential for change in modal choice.</p> <p>The Local Area Walking and Cycling statistics produced by the DfT (Appendix E) show that in 2012/13 the percentage of people who cycle once a week is 9.6% in Rossendale, 5.6% in Hyndburn and 6.2% in Blackburn and Darwen, compared to a national average of 9.5%. However, this doesn't translate to more regular cycle use with all three districts having a lower figure for those who cycle 3 times a week.</p> <p>The Department for Transport publishes walking and cycling rates for adults at the local authority level; analysis of their recent releases shows an increase in cycling levels in Preston from 11.7% in 2010/11 to 15.9% in 2012/13, the years immediately pre and post the Guild Wheel cycle network. The <i>2014 Air Quality Progress Report for Preston City Council</i> found that cycle use had increased by 28% during 2013 alone, and further that this was mainly associated with the completion of the Guild Wheel. The report concludes that this increase was likely to be in leisure cycling rather than commuting, and that the impact upon the air quality in Preston is unknown but that there will have been a wider public health benefit. The Preston Guild Wheel now attracts a reported 8,000 cyclists every month¹⁷.</p>
--	--

¹⁵ Census Data, Office for National Statistics.

¹⁶ Blackburn with Darwen Cycling Strategy

¹⁷ Lancashire Evening Post: Award for the Preston Guild Wheel

	<p>Results from the Cycling Demonstration Towns programme showed that the average increase in cycle counts was 27%. Other key statistics showed that the proportion of adults doing any cycling increased by 14%; the proportion of adults who took no exercise at all decreased by 10%; and that the biggest increase in cycling was seen in those aged over 34, those more associated with health risks and therefore more likely to benefit from increased exercise¹⁸.</p> <p>Anticipating similar success to various other schemes across the country, not least the Guild Wheel in nearby Preston, it can be reasonably expected to see 14-27% annual increase in cyclists and walkers utilising the Strategic Cycle Network.</p> <p>PPG13¹⁹ states that cycling is a viable option for many journeys, in particular those up to 5 km (or under 30 minutes) and potentially for longer ones or as part of a whole with public transport integration. Although many sites for employment are located away from the town centres and can be difficult to access by public transport, The Weaver's Wheel in Blackburn is designed to include key employment sites designated in the LTP3, as well as provide 'spurs' to out-of-town employment sites at Mellor and Samlesbury. This further demonstrates how the implementation of the Strategic Cycle Network will greatly enhance links between employment and residential sites within this distance, encouraging commuters through high-quality infrastructure.</p> <p>Cycling has great potential to tackle issues of inactivity, and associated diseases such as obesity, cardio-vascular disease and respiratory issues, all of which are highlighted as areas of concern in the region. Page 4 of the 2014 Health Profiles for Rossendale, Hyndburn and Blackburn with Darwen produced by Public Health England (Appendix F) show that the Indicators relating to % of physically active adults (13), obese adults (14), life expectancy (25 & 26) and under 75 mortality rate (cardiovascular (30)) are worse than the national average in all 3 districts. With the exception of indicators 13 & 14 in Rossendale the indicators are 'significantly worse' than the national average for England.</p> <p>Cycling is ideally placed to contribute to overall activity levels, as it is one of the few activities that can be carried out as part of daily life, without the need for separate time to be put aside for exercise. A cycle ride of fifteen minutes (at least two miles for most cyclists) to work, to the shops or to a friend's house and back would meet the daily recommendation for adults (based on recommendations made by the WHO)²⁰. The introduction of a comprehensive Strategic Cycle Network not only enables modal shift for commuters, but also for leisure cyclists, whether amateurs or children looking for a short easy route or keen enthusiasts utilising the network across the county and into the countryside.</p> <p>With zero emissions, cycling has an important role to play in reducing pollution and thereby improving air quality. The global benefits of reducing greenhouse gas emissions are becoming increasingly recognised. However, at a local level it is the adverse air quality consequences of emissions that are of most concern, especially emissions of fine particles (referred to as particulate matter –PM10 and PM2.5)</p>
--	---

¹⁸ Cycling England (2009) Lift-off for Cycling: Cycling Demonstration Towns Report.

¹⁹ DfT Planning Policy Guidance 13: Transport.

²⁰ Cavill and Davis (2007) Cycling England: Cycling and Health: What's the Issue?

that have potential for the greatest damage to the health and wellbeing of those who live and work in urban areas. A study by the World Health Organisation in 13 Italian cities has shown that particulate matter can be responsible for up to nine per cent of the deaths of people over the age of 30 within modern industrialised cities²¹. Overall, transport contributes some 30% of total nitrogen oxide (NOx) emissions and 20% of total PM emissions, but these are concentrated on the road network in towns and cities, where the majority of air quality limit breaches occur, and where the population density is often high.²²

In addition to the immediate and considerable health benefits brought about through walking and cycling, modal shift plays a vital role in conjunction with other schemes in reducing carbon dioxide emissions, conservation of land, air pollution and noise as well as traffic congestion – which contributes to economic prosperity. The DfT confirmed in their research summary *Claiming the Health Dividend* that the second most significant benefit of cycle schemes (after health benefits) is decongestion and the related environmental benefits. As a result, these impacts are directly monetized in the economic case section of this bid.

The East Lancashire Strategic Cycle Network is designed to follow natural contour lines and provide easy, convenient routes to encourage potential cyclists onto the system. The coherent and well-placed signage across the route, in conjunction with online route planners and downloadable maps, will help keep cyclists on dedicated paths and build confidence in the Network. A similar system was utilised in the Preston Guild Wheel, confirming the success of such an approach.

The introduction of cycle lanes clearly demarcating space on the road also contributes to increased confidence in would-be cyclists and therefore increased usage of the Network. Manual for Streets states that cyclists are often discouraged from using roads with high speeds or high volumes of traffic, and supports use of separate lanes in these circumstances.

Reports issued by Sustrans also support this approach for increasing cyclist confidence. A leading researcher was quoted in The Guardian²³ as saying “*The Netherlands manages to achieve high levels of cycling with low risks, not by focusing on helmets and hi-vis, but by providing high quality infrastructure that physically protects cyclists from busy, fast moving traffic*”, supporting the need for a Strategic Cycle Network that provides this segregation from motor vehicles.

1.2.3 Significant Negative impacts of the scheme

Study respondents often discuss safety as a reason to not cycle, and while statistically their fears may be unfounded, there are associated risks. Police statistics released in the Lancashire Evening Post show 461 cyclists were injured in 2013, including 103 killed or seriously injured. Provision of dedicated off road greenways may however mitigate some of this risk by separating cyclists from motorists.

²¹ TfL Cycling for Businesses

²² RAC Foundation (2014) Air Quality and Road Transport: Impacts and Solutions.

²³ Guardian (2014) Boris bikes benefit older cyclists more.

However, studies such as that published in the BMJ²⁴ show that the associated health benefits outweigh the potential for exposure to pollutants or injury. Research has shown for 10,000 people taking up regular cycling (aged between 20 and 60 years) for commuting, it would result in 50 fewer deaths per year aggregated between health benefits and road traffic accidents.²⁵ Also, regular cyclists have the fitness of someone at least 10 years younger, they have a reduced risk of heart disease, are 27 per cent less likely to have a stroke, and will live, on average, over 2 years longer.²⁶

Some studies have concluded that cyclists are exposed to much greater levels of pollutants than pedestrians, as they follow in the wake of diesel cars, buses and HGVs. Cyclists by nature will take deeper breaths, and further increase the potential for associated diseases. However, it has also been shown that motorists suffer four times the exposure levels of cyclists and are most at risk, and that providing segregated cycle lanes and utilising less busy routes, especially avoiding AQMA sites, can lessen the effect.^{27,28}

Cycling also has certain negative impacts associated with the cost of purchasing and maintaining a bicycle in addition to any required safety gear, bike locks, insurance, etc. The cost may alienate certain groups, especially the low-paid or unemployed. The availability of workplace cycle-to-work schemes, which provide tax-free salary-sacrifice loans to purchase bicycles and equipment, may help to alleviate this somewhat. The Connecting East Lancashire project mentioned previously will also impact on this.

1.2.4 Impact of not progressing the scheme

Investing in cycling infrastructure represents a 'quick win' in many respects. The infrastructure required is considerably easier to develop and build than additional highway works, and much cheaper in costs. A wide connective network, such as that proposed, can be installed in a relatively short period of time in comparison with other modes, and link areas that would be impractical to connect via other methods. A strategic network with clear routes and signage can generate confidence in cycling and encourage a population in need of a healthy alternative to make a sustainable change. This change can be seen within just a few years, as evidenced in the Cycling Demonstration Towns.

However, this 'quick win' is only gained through quick and decisive action. Without a cohesive strategy across the region a network can only be created piecemeal as funding becomes available, resulting in smaller unconnected sections, lacking overall cohesion. Current evidence already shows that the disjointed network already existing has resulted in the region having some of the lowest numbers of cyclists in the country, and engendered a lack of confidence in the safety of other

24 Woodcock, J (2014) Health effects of the London bicycle sharing system: health impact modelling study

25 Value for Money: An Economic Assessment of the Health Benefits of Active Travel. Davies, A, NHS Bristol / Bristol City Council, 2009

26 TfL road Taskforce Technical Note 20: what are the main health impacts of roads in London?

27 Rank, J Differences in cyclists and car drivers exposure to air pollution from traffic in the city of Copenhagen

28 RAC Foundation (2014) Air Quality and Road Transport: Impacts and Solutions.

	<p>road users.</p> <p>Through the implementation of the Strategic Cycle Network across the region cyclists can return with confidence to a dedicated network, and only through the uptake of the scheme can the real benefits be felt in the health, air quality, congestion, employment, social deprivation and cohesion.</p>
<p>1.3 Strategic Objectives <i>Please present the SMART (specific, measurable, achievable, realistic and time-bound) objectives that will resolve the challenge or opportunity identified in Section 1.2 and explain how these contribute towards achieving the wider context set out in Section 1.1.</i></p>	<p>The principle aim of the East Lancashire Strategic Cycleway Network is to create an improved, integrated, and safe network of cycle routes across East Lancashire that provide a viable alternative to people using the car, and that is focused on providing direct access to jobs, growth locations and leisure opportunities.</p> <p>As a result, the routes in this bid will provide key links from residential areas to existing and proposed places of employment, education, and other services, as well as contribute towards the visitor economy. Appendix C1 shows the 4 routes and key strategic employment sites close to the network. Appendices C2 - C5 show the routes and housing sites in greater detail.</p> <p>Specific objectives of the project include to:</p> <ul style="list-style-type: none"> • Create an integrated network of high quality strategic cycle routes in East Lancashire by linking together sections of existing infrastructure and creating new links to form coherent, easily identifiable routes. • Provide increased opportunities for communities to access employment and education opportunities by providing connections to existing and proposed employment sites. • Create a significant increase in cycle use in East Lancashire following completion of the network. • Provide improved access to education and other facilities. • Complete National Cycle Network Route 6 in East Lancashire to a high standard from the western boundary of Blackburn with Darwen to the west, through Hyndburn and Rossendale to the Greater Manchester boundary to the south. • Facilitate the development of a sustainable transport corridor between East Lancs, South Ribble and Central Lancashire. • Improve the health and wellbeing of residents by providing facilities that allow people to be more active and access the natural environment. • Reduce CO2 emissions and improve air quality in areas close to the proposed cycle routes by reducing the number of car journeys and thereby congestion.
<p>1.4 Achieving Success <i>Please describe how the success of the proposed scheme will be assessed and/or quantified.</i></p>	<p>Reporting on the success of the scheme and the associated benefits will be through the Growth Deal monitoring, implementation and reporting arrangements.</p> <p>The scheme will be considered a success in terms of the monitoring and evaluation of the scheme if :</p>

	<ul style="list-style-type: none"> • The programme to deliver a network of new (23km) and improved (95km) cycleways across East Lancashire is implemented between 2015 and 2019. • The newly established cycle network provides connection within 1km of 197 ha of employment sites, and cycle use in East Lancashire significantly increases (by 10% per annum) following the completion of the cycle network. • The newly established cycle network provides connections to 156 schools and colleges and other facilities. • Cyclists can ride the length of National Cycle Route 6 through East Lancashire on a high quality, well signed and largely segregated route. • Cyclists can ride through East Lancashire connecting to other routes in South Ribble and Central Lancashire and access railway stations and other public transport hubs using a high quality, well signed and largely segregated route. • There is an improvement in the health of communities living close to the route including a decrease in inactivity levels and a reduction in the number of people whose daily activities are limited by poor health. • Air quality is improved, including reductions in NOx levels in the 12 designated Air Quality Management Areas close to the route. <p>Further details on the Monitoring and Evaluation strategy for the scheme and metrics selected to assess the scheme's success are contained within Section 5.8.</p>
<p>1.5 Delivery Constraints <i>Please describe any high level internal/external constraints or other factors that present a material risk to the delivery of this scheme.</i></p>	<p>A full Risk Register for the scheme is attached in Appendix G. This has been compiled by the project delivery team and will be updated on a monthly basis at project delivery team meetings.</p> <p>The key delivery constraints for the scheme are highlighted below:</p> <ul style="list-style-type: none"> • It is a short programme to deliver the sections on site in 2015/16. • Several sections of the route in the programme are on private land so it will be necessary to progress agreements with landowners at an early stage. • It is likely that some sections of the new cycleway will need regulatory approvals including planning permission, listed building consent, Environment Agency consent etc and these require identification early on in the programme. • Agreeing a maintenance model(s) for the project is important especially as indicated above some of the route is on private land. It will be difficult to agree with landowners that routes can be built across their land unless agreements on how it is to be maintained afterwards can be reached. • Gaining funding approval from the LEP.

<p>1.6 Stakeholders <i>Please outline the main stakeholder groups/organisations and their relevance or involvement in the development of the scheme. Identify any specific requirements, constraints or conflicts between stakeholders.</i></p>	<p>The main stakeholder groups affected by the overall cycleway network are:</p> <p>Local Councils The proposed routes are located within Rossendale, Hyndburn and Blackburn districts and as major landowners they will be affected by some of the routes.</p> <p>County and District Councillors - As local elected representatives they will be a point of contact for local residents who live near the proposed routes. The consultation process is to commence shortly and this will include specific consultation on those sections of the routes that require planning permission, as well as wider consultation on the wider project.</p> <p>Sustrans One of the main aims of Sustrans is to promote the creation of the National Cycle network across the country. As the East Lancashire Strategic Cycleway will help to complete and improve NCN6 through Lancashire, Sustrans are a key partner in the scheme. They also offer design guidance which may be useful and are the landowner of some of the sections of the proposed route.</p> <p>Local businesses & landowners There are several sections of the proposed network (especially the Valley of Stone and NCN6 routes) that pass through private land mostly occupied by local businesses. It will be necessary to negotiate permission to construct the routes with some specific landowners.</p> <p>Cycling groups This includes British Cycling and the Cycling Touring Club (CTC) who currently offer training and other bike skills courses including Bikeability that may make use of the routes on the network. There are also Cycling Forums established in Rossendale, Hyndburn and Blackburn who have been, and will continue to be, good groups to consult with on proposals.</p> <p>Public Health The public health teams at Lancashire and Blackburn offer various programmes to improve people's health and discussion have already started with them about what design features can be incorporated in the routes to best assist them.</p> <p>Arts / Environment /Community Groups A key determinant of the success of the network will be the use and ownership of routes by the local community. Arts and other community organisations will play a key role in generating interest from local communities and getting them involved in how the routes are developed and used in future. A preliminary report assessing the potential for Arts and community involvement on the Weavers Wheel is attached in Appendix H.</p> <p>LCC Sustainable Travel This team based at LCC are responsible for managing the Connecting East Lancashire Programme funded by the Local Sustainable Transport Fund. They are offering grants to businesses to improve cycling facilities and providing cycle hire and training, all initiatives which will benefit from an integrated approach with the capital investment proposed in the East Lancashire Strategic Cycleway Network.</p>
---	--

	<p>Local Communities</p> <p>General public who use parts of the network now and will use it in the future but also members of the public that will be affected by the proposals</p> <p>Letters of support for the East Lancashire Strategic Cycleway Network from some of the key stakeholders are included in Appendix I.</p> <p>Stakeholders identified specifically for the 4 routes are:</p> <p><u>Valley of Stone</u></p> <ul style="list-style-type: none"> - Rossendale Borough Council (key landowner and partner) - Landowners (including local businesses) such as Slingco, Ormerods and Buckhurst Plant Hire - Local Community Groups including Stacksteads Countryside Park, Waterfoot Forward - Bridleways/Horseriding Groups including Forest of Rossendale Bridleway Association (FORBA) - Pennine Mountain Bikers Association (links to Lee & Cragg Quarries and Pennine Bridleway) - Local Schools & Colleges including Whitworth High School & Fearn's Community College <p><u>National Cycle Route 6</u></p> <ul style="list-style-type: none"> - Sustrans- owners of some of the route including Lumb & Helmshore Viaducts - Landowners (including local businesses) such as Voith, Hollands Pies & Baxenden Chemicals - Highways Agency – landowner and potential partner in delivering sections of the route close to the A56 - Rossendale and Hyndburn Borough Councils, landowners & partners - Irwell Vale & Lumb, Woodnook Residents Associations – local community groups - Local Schools & Colleges including Hollins Technology College & Haslingden High School - Bridleways /Horseriding groups including Forest of Rossendale Bridleway Association (FORBA) <p><u>Weavers Wheel</u></p> <ul style="list-style-type: none"> - Canal and Waterways Trust - landowner & partner for some of the route - Young Weavers Club - formulated the idea for the Weavers Wheel - Community Rail Lancashire – support the creation of the route connecting to railway stations/facilities - Schools and colleges including Blackburn College <p><u>Huncoat Greenway</u></p> <ul style="list-style-type: none"> - Hyndburn Borough Council who are landowners of 3 of the 4 sections - Huncoat Community Forum – local community group, part of Prospects Panel - Businesses on Huncoat Industrial Estate including Senator & Taskers (long leaseholders)
--	--

	<ul style="list-style-type: none"> - Accrington Cricket Club – adjacent landowner <p>A draft Communications Strategy setting out how these stakeholder groups will be engaged in the project is attached in Appendix J.</p>
--	---

1.7 Strategic Assessment of Alternative Option(s) (Number of options can be amended as required)

	Option 1	Option 2	Option 3	Option 4 (Proposed Scheme)
Option Name <i>Please insert the name by which the option is known</i>	Do Nothing	Implement Reduced Scheme (Low Cost Option)	Implement scheme over a longer period of time (10 years +) <i>(Long Term Option)</i>	East Lancashire Strategic Cycleway Network. (Current Proposed Scheme)
Infrastructure Type <i>Please provide if different from the proposed scheme.</i>	Small, isolated sections of route with a mix of surfacing and design standards. These are likely to deteriorate and become unusable without additional investment	Routes developed on an 'ad hoc basis' over a number of years with differing surfacing, signage and treatment. No identifiable network created although provision in specific areas will be improved.	This option will provide the same or similar infrastructure as Option 4 but over a longer timescale.	This option would implement the 4 routes creating the basis of a strategic cycleway network across East Lancashire. It will complete the National Cycle Route 6 through East Lancashire and link to the Samlesbury Enterprise Zone and other Strategic Employment Sites in the area. It will use design standards promoting an easily identifiable East Lancashire Cycleway.
Variation from Proposed Scheme <i>What are the key differences (characteristics) between the proposed scheme and this option? How is it different?</i>	Reliance on existing routes, the provision of which is patchy, poorly signed and in need of investment. Existing infrastructure would deteriorate and be increasingly difficult to use; would not be fit for purpose. No coherent network created with this option	The 4 strategic routes will not be developed in their entirety with isolated sections often under 1km in length created and lack of connectivity. Routes will have a mix of surfaces, different specifications and signage with no coherent feel. This approach is heavily dependent on the availability of external funding such as landfill tax and S106 developer contributions so creation of sections unlikely to be based on need or a strategic plan.	Minimal. Some sections may use newly developed materials that may not be available for Option 4. Exact line of routes may differ slightly due to additional time to investigate detailed options and potential change in some landowners.	None. This is the proposed scheme.
Technical Assessment & Appraisal <i>Please describe the level of technical appraisal or assessment undertaken – including previous studies and relevant data – to assess this option, including application of the Early Assessment and Sifting Tool.</i>	There has been no formal appraisal or assessment of this option. However, feedback from local communities and other stakeholders including district councils has indicated that this is not a desirable option to pursue.	With the lack of significant investment this has been the option pursued for creating cycling infrastructure in East Lancashire over recent years. This has delivered good local benefits in certain areas but not the wider strategic benefits. Studies of high quality infrastructure created have shown a significant increase in usage figures – see Section 2.	As with Option 4, assessment of similar, recently completed cycleway schemes has shown the benefits that can occur if a high quality network of strategic cycle routes is created. This option will provide the connections and benefits but at a slower rate than stakeholders and partners have expressed as being desirable.	Assessment of recent similar, nearby cycling schemes including the Guild Wheel, Padiham Greenway and a section of National Cycle Route 6 in Bury have shown the significant increase in usage that can be generated by providing quality infrastructure. By providing connections to workplaces and provision of strategic longer routes, the East Lancs Cycleway also provides a viable opportunity for people to cycle to work.
Consultation <i>Please explain the extent of any stakeholder or wider consultation on the option and summarise the key findings.</i>	No consultation has been undertaken on this option. However, all feedback received from consultation on other options is that significant investment in cycling provision in the area is required	Feedback from consultation on recent schemes has been positive but the overwhelming view is that this investment should be extended to create a more strategic network.	No specific consultation on this option has been undertaken. There is support for the overall network (as outlined in Option 4). However, feedback received so far on the other options show that the community and stakeholders are in favour of creation of a strategic cycleway network in the short – medium rather than long term	Detailed consultation has taken place previously on some sections of the Valley of Stone, National Cycle Route 6 and Huncoat Greenway schemes. There has been strong support for the creation of the routes and a more strategic cycle network through this consultation. Letters of support from a range of local businesses and community groups are attached in Appendix I. The ideas for the Valley of Stone and Weavers Wheel

		Option 1	Option 2	Option 3	Option 4 (Proposed Scheme)
					schemes emerged from consultation with local community groups.
Indicative Cost (£M) & Economic Appraisal <i>Please provide indicative costs if known or provide information on the likely affordability against the headings 'high' 'medium' or 'low.' Also explain any economic appraisal undertaken, including benefit/cost analysis</i>		£0	£600,000* * Calculation based on the lifetime of the programme (until 2018/19) securing an average of £150k of external funding a year	£8.0M* * Estimate based on additional investment required in some sections of existing routes because of deterioration, lack of efficiencies delivered by a shorter programme (as Option 4) and at least six years of additional inflation will need to be taken into account with this option..	£5.85M An economic assessment of this option has been undertaken (See Section 2) which suggests that the scheme could deliver High Value for Money, along with additional GVA benefits directly supporting future development and economic growth.
Impact against Strategic Objectives <i>Please describe how this option delivers against the strategic objectives set out in Section 1.3. Make reference to the outputs of the Early Assessment and Sifting Tool process.</i>	Create an integrated network of high quality strategic cycle routes in East Lancashire by linking together sections of existing infrastructure and creating new links to form coherent, easily identifiable routes.	Network of existing incomplete routes will continue to deteriorate without additional investment.	Network could be improved to its current condition but there will still be significant gaps as a result.	Routes could be created but potentially lose identity as a coherent network as will take a long time to establish.	This option would create the basis of a coherent East Lancashire Cycleway Network over 4 years.
	Provide increased opportunities for communities to access employment opportunities by providing connections to existing and proposed employment sites;	No additional links to employment areas provided by this option. Access could be restricted further than it is currently as some route may have to be close due to poor condition.	There could be localised improvements to access specific sites but no significant overall benefits to increase employment opportunities.	Could achieve these links in the long term but benefits will take longer to be realised.	Will provide significantly improved access to existing and proposed employment sites - See S1.1.2.
	Create a significant increase in cycle use in East Lancashire following completion of the network	Very unlikely to achieve additional use. Potentially a decrease in use if the condition of routes is too poor to use.	Potential small increase in cycle use on individual sections, unlikely to have a significant overall positive benefit.	Potential increase in use but longer timescale to achieve this and maybe not as significant without a more immediate impact.	The creation of high quality routes and overall network has potential to significantly increase cycle use in the area from a traditionally low base. Demonstrated by other similar schemes – e.g. Guild Wheel. Providing the routes over a shorter period of time will generate more media attention and provide easier opportunities for promotion of the routes.
	Provide improved access to education and other facilities	Access to education will remain as it is currently, or potentially decrease.	Potentially improved connections to individual education establishments	Could be achieved but in the longer term.	Will provide improved access to schools, colleges and other places of education. See 1.1.2
	Complete National Cycle Network Route 6 in East Lancashire to a high standard from the western boundary of Blackburn with Darwen to the west, through Hyndburn and Rossendale to the Greater Manchester boundary to the south	This will not be achieved as the existing gaps in the network will not be completed by this option.	Limited impact in terms of completing National Cycle Route 6.	As above. Could be achieved but in the longer term.	Implementation of programme will complete National Cycle Route 6 to a high standard through East Lancashire.
	Facilitate the development of a sustainable transport corridor between East Lancs, South Ribble and Central Lancashire	This objective won't be achieved as the existing network of routes will remain the same or even reduce under this option.	Unlikely to achieve a sustainable transport corridor by ad hoc development of new routes under this option.	Could help to create a sustainable transport corridor but over the longer term.	A network of safe, attractive cycling routes that also connect to railway stations will help to create a comprehensive sustainable transport corridor across East and Central Lancashire.
	Improve the health and wellbeing of residents by providing facilities that allow people to be more active and access the natural environment	No positive impact upon health. Could encourage more people to use the car /other means of transport if existing network of routes deteriorates and actually have a negative impact upon health.	Limited impact upon the health and wellbeing of local communities.	Could generate positive health benefits but over a longer term.	A network of safe, attractive off road routes has potential to be used by people not currently cycling and thereby have a positive impact upon health.
	Reduce CO2 emissions and	As above. If anything, CO2	Unlikely to have a significant	Could reduce CO2 emissions	A network of safe, well

		Option 1	Option 2	Option 3	Option 4 (Proposed Scheme)
	improve air quality in areas close to the proposed cycle routes by reducing the number of car journeys and thereby congestion.	emissions likely to increase as a result of existing routes being in too poor a condition to use.	positive impact upon CO2 emissions as network won't attract current car users.	and improve air quality but these benefits would be realised in the longer term.	signed and largely off road routes connecting to workplaces has potential to attract current car users to commute by cycle to work.
Key Risks <i>Please identify the key technical, funding and delivery risks associated with this option.</i>		<ul style="list-style-type: none"> - Increase in ongoing maintenance costs. - Major investment may be required at some stage if some improvements do not take place now - Condition of existing routes deteriorates - Potential for increased accidents/ potential injury claims 	<ul style="list-style-type: none"> - Approach dependent on location and amount of external funding available, not a strategic plan - Routes delivered are isolated and have a lack of connectivity - Lack of common design standards across new routes - Major investment may be required at some stage if some improvements in existing infrastructure does not take place now 	<ul style="list-style-type: none"> - Securing commitment for additional funding over a longer period of time - Some existing parts of the network deteriorate and require additional investment - Lack of community support for proposals as there is little evidence of scheme being progressed - Technical, design and landownership issues to overcome (as Option 4) 	<ul style="list-style-type: none"> - Potential delay in implementing the programme due to unforeseen technical and design issues - Potential cost overrun as detailed design not completed on all sections yet - Potential delay in implementing programme due to difficulty in agreeing route with private landowners - Potential lack of community support for proposals
Rationale for Rejection <i>Please explain why this specific option has been rejected in favour of the proposed scheme.</i>		<p>This option has been rejected for the following reasons:</p> <ul style="list-style-type: none"> - It will lead to a continued deterioration in the quality of routes in the existing network - Use of routes decrease leading to perceived safety issues - Negative impact upon the areas where the current routes are - No Strategic Cycleway Network created - No positive impact upon the local economy - Will make no positive impact upon the health of local residents - No added value created to the LSTF Programme 	<p>This option has been rejected for the following reasons:</p> <ul style="list-style-type: none"> - The creation of individual sections of differing standards may provide localised benefits to some communities but won't deliver wider health & wellbeing and increased access to employment - Use of routes will be low and localised - Existing infrastructure may deteriorate in quality if limited investment - No completion of the National Cycle Route through Blackburn and Lancashire - No strategic, longer routes created - Limited added value created to the LSTF Programme 	<p>This option has been rejected for the following reasons:</p> <ul style="list-style-type: none"> - A delay in improving some existing sections of the network may lead to more deterioration and added costs - The longer timescales to implement this option will have increased costs compared to the preferred option and therefore provide lower Value for Money - The benefits of the scheme including improved health and increased access to employment opportunities will take longer to be realised - More uncertainty in terms of securing funding over a longer period - Less support from local communities because of slow progress in creating the network - Limited added value created to the LSTF Programme 	<p>Proposed scheme</p> <p>This option has been selected as the proposed scheme as it has a strong fit with the scheme objectives.</p> <p>In addition, this option has a much lower cost than Option 3, will be implemented in a shorter timescale and therefore subsequently likely to offer better Value for Money, as well as enhanced economic output.</p>

Strategic Case Summary

The East Lancashire Strategic Cycleway project will provide the frame work upon which a comprehensive cycleway network can be built over the coming years.

The scheme has a strong fit with the provision of direct connectivity to a large number of key growth, SEP and Local Plan employment and residential locations, as well as having a strong fit with national policy documents such as the DfT Cycling Delivery Plan (Oct 2014) which aims to get more people cycling and Government White Papers such as Healthy Lives Healthy People which aims to get more people using active transport.

The programme also fits within the, the Local Transport Plans for Lancashire and Blackburn as well as the East Lancashire Highways and Transport Master Plan. All of these documents are positive about active travel and encouraging cycling as a viable mode of transport. Increased levels of cycling can ease congestion, improve public health and provide an affordable alternative to the car and public transport.

The East Lancashire Cycleway project has strong support from a wide range of stakeholders ranging from the Local Authorities, Health Professionals, East Lancashire Chamber of Commerce through to schools and community groups. The original ideas for many of the sections have come from the local community.

2 Economic Case

The Economic Case assesses options to identify all their impacts and the resulting value for money. This is a key requirement in fulfilment with HM Treasury's requirement for appraisal. In line with HM Treasury's appraisal requirements, the impacts considered are not limited to those directly impacting on the measured economy, nor to those which can be monetised. The economic, environmental, social and distributional impacts of a proposal are all examined, using qualitative, quantitative and monetised information. In assessing value for money, all of these are consolidated to determine the extent to which a proposal's benefits outweigh its costs.

2.1 Value for Money

Please describe to what extent the proposed scheme has been assessed in terms of value for money. Also explain how this will be developed through the Outline Business Case to provide accurate benefit-cost ratio information.

Where applicable, please include details of all options that have been appraised.

VfM should also include reference to the proposed scheme's economic, social, environmental and public accounts impact. (in line with the DfT's Transport Appraisal Framework)

[The Transport Appraisal Process](#)

The approach to assessment of the East Lancashire Strategic Cycle Network has been undertaken in accordance with the WebTAG Unit A5-1 'Active Mode Appraisal'. This guidance advocates a proportionate scale of assessment in relation to the funding amount sought, with methodologies developed commensurate to the type of scheme being appraised.

The approach to appraisal follows the standard approach as outlined in WebTAG Unit A1-1 'Cost Benefit Analysis', however includes the impact of the active modes on physical activity and work absenteeism, with the benefits from these monetised in the same appraisal methodology; as outlined in WebTAG and the HM Treasury (2011) 'Greenbook: Appraisal and Evaluation in Central Government'.

A supporting Technical Report has been produced which further outlines the use of these methodologies in formulating the scheme benefits, including available observed data, cost benefit analysis, benefit cost ratio and the value of money category the scheme falls within. This Technical Report is included in **Appendix K** of this Business Case documentation.

The appraisal of the East Lancashire Strategic Cycle Network consists of four scheme elements across the two local authorities of Lancashire County Council and Blackburn and Darwen Council, with the former being the project lead authority. These four elements consist of:

- *Element A:* Cycle access mitigation measures to Huncoat Greenway;
- *Element B:* Upgrading of the existing National Cycle Network (NCN6) route between Accrington and Ramsbottom;
- *Element C:* Corridor improvements to the Valley of Stone Cycleway; and
- *Element D:* The Weaver's Wheel Cycleway improvement package.

Taken together, these four elements have been identified to 'fill the gaps' of the existing cycle network, supporting existing cycle

	<p>infrastructure and providing additional connectivity to the National Cycle Network (NCN). Should the scheme be given funding, this will provide a strategic 'backbone' network from which future funding will be sort, in stages, to further supplement the network and build on the existing network.</p> <p>Full details of this assessment are provided in the Scheme GVA & BCA Technical Note contained in Appendix K and the impact of the scheme's economic, social, environmental and public accounts impact is further detailed in the following Appraisal Summary Table.</p>
<p>2.2 Economic Assumptions <i>Please describe any economic assumptions made or that will be made as part of future appraisal work and the development of the Outline Business Case.</i></p>	<p>Capital costs have been derived from LCC and BwDBC cost estimates and benchmarked against the costs of delivery of other walking and cycling schemes promoted by the local authorities in the recent past, including the Guild Wheel Scheme.</p> <p>Capital Costs have been discounted to 2010 values, in 2010 prices, as required by guidance. The costs have been developed for the purposes of the value for money appraisal to be inclusive of:</p> <ul style="list-style-type: none"> • A 2% inflation rate applied to the risk adjusted capital cost, from the 2014 cost estimate to the 2016 opening year of the scheme; • A 15% risk allowance is included within the cost estimate • Costs were adjusted from resource costs to market prices, applying an uplift of 19.1%; • A 44% optimism bias has been applied to the costs, in line with a Stage 1 scheme of this nature seeking full approval, as outlined in WebTAG Unit A1-2 'Scheme Costs'; Paragraph 3.5.6, Table 8. • Maintenance costs have been calculated as 50% of the capital costs, discounted to the 30th appraisal year of the scheme. <p>These costs, when discounted, formulate the <i>Present Value of Costs</i> (PVC), for inclusion in the cost benefit analysis.</p> <p>Benefits for the scheme have been formulated from the methodology outlined in WebTAG Unit A5-1 'Active Mode Appraisal'. These benefits, when discounted formulate the <i>Present Value of Benefits</i> (PVB).</p> <p>Full details of the treatment of costs and benefits, as well as observed data used in the calibration of the scheme and other bench marking processes, are outlined in the supporting Technical Report in Appendix K.</p>

<p>2.3 Sensitivity & Risk Profile</p> <p><i>If applicable, please describe how changes in economic, environmental and social factors could affect the impact of the proposed scheme in terms of its benefit and costs.</i></p>	<p>Several sensitivity tests have been undertaken on the future levels of growth from the scheme, commensurate to the likely impact on future use based on growth levels observed in similar schemes within the locality.</p> <p>Levels of demand growth have been taken from three similar schemes, including:</p> <ul style="list-style-type: none"> • Sustrans Connect2 Bury scheme, where the percentage uplift in cycling was observed as 15%. • Sustrans Connect2 Padiham scheme, where the percentage uplift in cycling was observed as 69%. • Guild Wheel circular route (Preston), where automatic counters have recorded an increase in daily counts of 129% (over a 5-year period from 2009 to 2013). <p>Additional existing count data for the locality and other schemes was supplied to better estimate the quantum of existing cyclists using similar schemes in the area.</p> <p>To calibrate the base input demand and ensure a robust estimate of cycle trips was used, a 'permeability factor' was used to translate the number of people travelling by cycle modes (obtained from the ONS census area statistics) to an actual observed number of trips on similar cycle schemes within the locality. This ensured a robust approach to demand calculation was undertaken and that future levels of growth are evidence based and benchmarked observed data, both before and after a scheme has been implemented.</p> <p>Baseline forecasts for the scheme's value for money appraisal have taken the lowest level of observed demand uplift from these case studies- at 15%.</p> <p>Further BCR tests have then also been undertaken at 30% (the average increase from the DfT cycling demonstration towns evidence, and the a 60% increase from the Padiham example, combined with a 120% increase for the Weaver's Wheel element, given the evidence from the Guild Wheel in Preston.</p> <p>Results of these sensitivity tests are outlined in the supporting Technical Report included in Appendix K. For emphasis, as a measure of robustness, the lowest demand growth (from the sensitivity tests) has been reported in the supporting economic appraisal presented here.</p> <p>The higher sensitivity tests, whilst still a reasonable projection, benchmarked against other schemes in the locality, have been</p>
---	---

	included as sensitivity tests for the purposes of the economic appraisal.								
<p>2.4 Value for Money Statement <i>Using the Appraisal Summary Table (AST) (see section 2.5), please include a summary of the conclusions from the Value for Money assessment. The statement should provide a concise summary of the proposed scheme's economic, environmental, social and public accounts impact.</i></p>	<p>The results of the assessment indicate that the overall package of schemes produces a high value for money, based on a traditional transport benefit cost appraisal and DfT VfM categories.</p> <p>This is based upon the total PVC and PVB of the schemes as outlined below:</p> <table> <tr> <td><i>Overall Package PVB</i></td><td><i>£21,057,910</i></td></tr> <tr> <td><i>Overall Package PVC</i></td><td><i>£9,525,857</i></td></tr> <tr> <td><i>Overall Package NPV</i></td><td><i>£11,532,053</i></td></tr> <tr> <td>Overall Scheme BCR</td><td>2.2</td></tr> </table> <p>The above BCR is inclusive of the monetised economic (excluding GVA), environmental, social and public accounts impacts as outlined in the supporting Technical Report in Appendix K.</p> <p>These figures, as stated, represent the lowest projected level of demand increase, benchmarked against observed data from other scheme in the locality.</p> <p>Should the higher estimates be used, a BCR of 2.60 and 3.28 is achieved for each of the two other sensitivity tests undertaken.</p> <p>However, and as noted in the strategic case, the scheme also provides direct connectivity to over 200 local sites with planning permission, and significant quantum of employment and residential land.</p> <p>Clearly not all of this development is unlocked by the scheme, so for the purposes for the value for money case, we have assessed what level of car traffic is removed as a result of mode share created by the scheme; and then converted this demand into an equivalent land use.</p> <p>This provides a much better, and direct correlation between the scheme, and the level of development it is able to support in transport terms.</p> <p>We have then only used this much smaller figure in the analysis of the enhancement to the local economy provided by the scheme; along with ensuring that the overall benefit remains net of displacement, leakage and substitution- in short, what DfT term additionality.</p> <p>From this analysis, a net GVA benefit over the appraisal period of</p>	<i>Overall Package PVB</i>	<i>£21,057,910</i>	<i>Overall Package PVC</i>	<i>£9,525,857</i>	<i>Overall Package NPV</i>	<i>£11,532,053</i>	Overall Scheme BCR	2.2
<i>Overall Package PVB</i>	<i>£21,057,910</i>								
<i>Overall Package PVC</i>	<i>£9,525,857</i>								
<i>Overall Package NPV</i>	<i>£11,532,053</i>								
Overall Scheme BCR	2.2								

	<p>approximately £130,773 per annum is realised, averaged over a 60-year appraisal period (based on locally adjusted GVA values in 2010 prices). For the high assessment, this increases to £219,425 per annum.</p> <p>Over the full assessment period, the total, net GVA benefits amount to £7.846 million and £13.166 million for the lowest and highest scenarios respectively (2010 prices and values).</p> <p>Importantly, it should be noted that the benefits accrued from the GVA assessment <i>have not been</i> included within the benefit cost ratio of the scheme, as advised by guidance, but captures the wider regeneration and growth potential of the scheme in line with the Strategic Economic Partnership and Local Growth Fund bid objectives.</p> <p>A Distributional Impact Appraisal Screening Proforma of the scheme is attached in Appendix L.</p>
--	---

2.5 Appraisal Summary Table

Appraisal Summary Table		Date produced: 10 03 2015			Contact:	
Name of scheme:		East Lancashire Strategic Cycle Network				Name
Description of scheme:		Several elements make up the wider Strategic Cycle Network. These four elements of the schemes have been appraised, the results of which are outlined in this Business Case documentation and supporting Technical Report of the GVA and Economic Appraisal methodology. These scheme elements have been identified to 'fill the gaps' of the existing network, supporting existing infrastructure and providing additional connectivity to the National Cycle Network (NCN) as part of the wider East Lancashire Strategic Cycle Network. Should the scheme be given funding, this will provide a strategic 'backbone' of the network from which future funding will be sort, in stages, to further supplement the network and enhance cycle connectivity across Lancashire.				Organisation
Impacts		Summary of key impacts		Assessment		
				Quantitative	Qualitative	Monetary £(NPV)
				7-pt scale/ vulnerable grp		
Economy	Business users & transport providers	The scheme will provide several benefits to the local and sub-regional economy by: <ul style="list-style-type: none"> Reducing congestion for existing transport users along several key corridors across East Lancashire; Improved health of work force and reducing the instances of work absenteeism; Provide enhanced accessibility for lower income workers by more sustainable modes of transport. 		Value of journey time changes (£)		£1,696,373
				Net journey time changes (£)		
				0 to 2min	2 to 5min	
	Reliability impact on Business users	Modal abstraction from car to cycle modes is expected to reduce congestion on the route, therefore improving journey time reliability for business users. Estimation of journey time reliability benefits have been calculated from guidance as outlined in the DfT's (Dec 2013) 'Value for Money Assessment: Advice Note for Local Transport Decision Makers', Section 3: Adjusted BCR, paragraph 3.7. A 'Slight' rating has been applied, commensurate to 5% of the calculated business benefits of the scheme.				£84,819
Environmental	Regeneration	No regeneration impact assessment has been undertaken as part of this appraisal, however it is expected that cycleway improvements will facilitate the wider regeneration aspirations of Lancashire County and Blackburn and Darwen Councils.				£0
	Wider Impacts	No WITA analysis has been undertaken for the scheme, however a GVA assessment of the local impacts has been undertaken as part of the economic assessment. This is included within the supporting Technical Report.				£7,846,374
		The scheme supports regeneration and unlocking of development capacity through the abstraction of road traffic onto the cycle network.				
	Noise					£128
Social	Air Quality	Effects of noise impacts, local air quality and greenhouse gases have been calculated using the methodology outlined in WebTAG Unit A5-4, 'Marginal External Costs'. Quantification of noise impacts, local air quality and greenhouse gas emissions is not undertaken within this method of measurement, however a monetised value has been calculated from the change in vehicle kilometers saved from journeys abstracting from private car to cycle.				£4
	Greenhouse Gases			Change in non-traded carbon over 60y (CO2e)		£667
				Change in traded carbon over 60y (CO2e)		
	Landscape	No impact is expected on the landscape as the proposed improvements make use of existing derelict and unmaintained routes, and in most cases will have a positive impact on the these locations due to the improved management and maintenance of currently derelict sites and routes.				£0
Social	Townscape	A slight improvement in the townscape is expected through the use of legible, new clear signage and an improvement in the provision of streetscape infrastructure.				£0
	Historic Environment	As part of the cycle way improvement, it is expected that there may be a slight improvement in several adjacent historic industrial elements through the improvement of disused or currently unmaintained railway and quarrying features.				£0
	Biodiversity	No impact on biodiversity is expected as part of the scheme.				£0
	Water Environment	No impact on waterways or the water environment is expected as part of the scheme.				£0
Social	Commuting and Other users	The scheme is expected to improve journey times for existing cycle users through the provision of improved cycle infrastructure, safer and more direct routes, as well as increasing the number of places connected to the existing cycle network. Indirectly, the scheme will enable people to cycle thus reducing reliability on public transport, potentially negating timetabling mismatches between public transport times and employment start/finish times.		Value of journey time changes (£)		£1,678,446
				Net journey time changes (£)		
				0 to 2min	2 to 5min	
	Reliability impact on Commuting and Other users	No quantitative assessment of journey time reliability has been undertaken for commuting or other users, however is expected that modal abstraction to cycle will improve reliability on the highway network by reductions in congestion for existing commuter and other journey purposes. It is also expected that existing and new walking/cycling are less likely to be disrupted by traffic jams, road works, accidents etc... therefore having a positive impact on journey reliability for these modes.				£0
Social	Physical activity	Further details of the calculation of health benefits from physical activity are included in the Technical Report supporting this Business Case documentation.				£17,663,363
	Journey quality	Journey quality has been monetised based on the improvement to existing highway users and the improvement in journey quality to cycle users. No quantitative assessment has been undertaken for the latter.				£20,015
	Accidents	Journey quality and accident savings have been calculated using the methodology outlined in WebTAG Unit A5-4, 'Marginal External Costs'. Quantification of decongestion and accident saving benefits have been monetised calculated from the change in vehicle kilometers saved from journeys abstracting from private car to cycle.				£1,723
	Security	No impact on security is expected as part of the scheme.				£0
Social	Access to services	No quantitative accessibility assessment has been undertaken as part of this assessment, however it is expected that the scheme will have a positive impact on accessibility for existing and new cycle users, opening up new origins and destinations for cyclists across East Lancashire.				£0
	Affordability	No quantitative affordability assessment has been undertaken as part of this assessment, however it is expected that the scheme will improve accessibility by cycle and walking modes across East Lancashire: a mode of travel that is cheaper than private car and public transport modes.				£0
	Severance	No assessment of severance has been undertaken as part of this appraisal, however it is expected the improved cycle infrastructure will improve connectivity between adjoining land uses. No severance is directly caused by proposed cycle way improvements.				£0
	Option and non-use values	No option and non-use value assessment of has been undertaken as part of this appraisal.				£0

Public Accounts	Cost to Broad Transport Budget	Further details of the treatment of costs and the Broad Transport Budget are included in the Technical Report supporting this Business Case documentation.			£9,525,857	
	Indirect Tax Revenues	Indirect Tax Revenues have been calculated using the methodology outlined in WebTAG Unit A5-4, ' <i>Marginal External Costs</i> '. A monetised value has been calculated from the change in vehicle kilometers saved from journeys abstracting from private car to cycle, producing an overall reduction in tax revenues due to a reduction in fuel duties.			-£2,810	

Economic Case Summary

The approach adopted for the value for money appraisal of the East Lancashire Strategic Cycle Network has been undertaken in accordance with the WebTAG Unit A5-1 '*Active Mode Appraisal*' and the standard approach as outlined in WebTAG Unit A1-1 '*Cost Benefit Analysis*'.

Capital Costs have been discounted to 2010 prices and values, as required by guidance. The costs have been developed for the purposes of the value for money appraisal to be inclusive of:

- A 2% inflation rate applied to the risk adjusted capital cost, from the 2014 cost estimate to the 2016 opening year of the scheme;
- A 15% risk allowance is included within the cost estimate
- Costs were adjusted from resource costs to market prices, applying an uplift of 19.1%;
- A 44% optimism bias has been applied to the costs, in line with a Stage 1 scheme of this nature seeking full approval, as outlined in WebTAG Unit A1-2 '*Scheme Costs*';
- Maintenance costs have been calculated as 50% of the capital costs, discounted to the 30th appraisal year of the scheme.

Additional existing count data for the locality and other schemes was used to better estimate the quantum of existing cyclists using similar schemes in the area, and levels of demand increase associated with the scheme benchmarked against the levels of demand growth taken from three similar, recently evaluated schemes, and national demonstration town evidence.

The results of the assessment indicate that the overall package of schemes produces a **high** value for money, based on a traditional transport benefit cost appraisal and DfT VfM categories. This is based on usage of the lowest level of demand uplift observed from the three case studies used; a 15% increase in cycling demand.

The BCR is based upon the total PVC and PVB of the schemes as outlined below:

<i>Overall Package PVB</i>	<i>£21,057,910</i>
<i>Overall Package PVC</i>	<i>£9,525,857</i>
<i>Overall Package NPV</i>	<i>£11,532,053</i>
Overall Scheme BCR	2.2

Should higher estimates of demand increase be used at 30% and 60% (120% for the Weavers Wheel) from the observed case study evidence, a BCR of **2.6** and **3.3** is forecast respectively.

However, due to the direct connectivity provided to over 200 development locations by the scheme, the scheme also provides enhancement to the local economy. A net GVA benefit over the appraisal period of approximately **£130,000** per annum for the low growth scenario has been calculated based on locally adjusted GVA values (in 2010 prices, adjusted for additionality). For the high growth sensitivity assessment, this increases to **£219,000** per annum, and is primarily driven by the potential growth benefits of encouraging mode share away from car; thereby freeing up road space for other future development to be accommodated on the networks.

Over the full assessment period, the total benefits amount to **£7.9 million** and **£13.2 million** for the lowest and highest growth scenarios respectively (in 2010 prices). However, and as recommended in guidance, these are not incorporated within the above BCR.

3 Financial Case

The Financial Case concentrates on the affordability of the proposal and its funding arrangements. It presents the financial profile of the proposed scheme and any associated risks. It determines the project costs per year and over its lifespan.

3.1 Affordability Assessment

Please explain how the affordability of the proposed scheme has been assessed.

The overall scheme costs of delivering 118.7 km of new or improved cycleways across East Lancashire between 2015 and 2019 is £5.85M, with 2.6M to be funded by the Lancashire Growth Deal (see Section 3.3 for further details) and the remaining £3.25M (55%) local contribution from Lancashire County Council and Blackburn with Darwen Borough Council.

£3M funding will be provided by Lancashire County Council which was approved by the Cabinet Member for Highways and Transport in December 2014.

£0.25M will be provided by Blackburn with Darwen Council as part of their Local Transport Plan allocation.

The works cost estimate has been calculated using the following assumptions:

- Previous detailed design has already taken place on some sections including Lumb Mill (NCN6), Newchurch Tunnels (VofS) and sections of the Weavers Wheel, leading to the production of robust cost estimates.
- Outline design has been carried out on other sections including Helmsore Viaduct (NCN6) and Accrington Cemetery (Huncoat Greenway) to give some indication of costs.
- On other sections estimates have been based on the delivery of recent, similar size and nature cycleway schemes across Lancashire using current day prices
- An additional 15% risk allowance has been added.
- Value Added Tax (VAT) is excluded.

3.2 Financial Costs

Please provide details of the Whole Life Costs of the proposed scheme and a profile of the costs over the period shown.

See [Scheme Costs Guidance](#)

Whole Life Costs (£m)						
Year	2015/16	2016/17	2017/18	2018/19	>2019	
Profile	2.75	0.85	0.55	1.65		

3.3 Financial Cost Allocation

Please illustrate how the Whole Life Costs (WLC) will be allocated between the organisations involved in the delivery of the proposed scheme. Also provide a cost profile of the costs allocated to each organisation over the period shown.

Local Growth Fund (WLC £m)					
Profile	2.60				
Private Sector (WLC £m)					
Profile					
Other Public Sector (WLC £m)					
LCC Design	0.1	0.088	0.017		
LCC Works		0.712	0.483	1.60	
BwDBC Design	0.005	0.005	0.005	0.005	

	BwDBC Works	0.045	0.045	0.045	0.045	
3.4 Financial Risk <i>Please provide details of any financial risks associated with the delivery of the proposed scheme. Explain how these have been assessed and quantified. Have funds been committed? Identify any known shortfall in funding and provide evidence of how this shortfall will be addressed.</i>	<p>A detailed risk register is provided in Appendix G.</p> <p>Key financial risks are summarised below:</p> <ul style="list-style-type: none"> • Significant variation in works cost versus current cost estimates as detailed design work has yet to be completed • Increase in costs of land agreements/acquisition as some private landowners have yet to be approached • Extraordinary material/fuel price increases <p>In line with the LEP's Accountability Framework, budget overspends will be accommodated by the LCC & BwDC Local Transport Plan. Appendix M contains letters confirming this from the appropriate 151 officers.</p> <p>The timescales to spend the Local Growth Fund monies in 2015/16 are tight so the matching public sector contribution has been spread over the last 3 years of the programme (2016 – 2019).</p>					
3.5 Financial Risk Management <i>Please provide details of any risk allowance or contingency built into the Whole Life Costs of the project. Explain the rationale for the level of risk/contingency allocated and how this will be managed.</i>	<p>Design, legal and property work is now underway to ensure work can be started promptly in Summer 2015 to deliver the Growth Deal Programme in 2015/16. To achieve this it is intended to present the business case to the LEP Board for approval on the 21st April 2015. Each of the four strategic routes in the programme has been split into sections based on their different characteristics and allocated a red, amber or green risk rating. For example a section in local authority ownership has been identified as having a different risk rating to a section across privately owned land.</p> <p>A risk assessment of the deliverability of each section has taken place and mitigation measures identified to reduce these risks. The works in 2015/16 will focus on those sections that have a 'green' rating following the use of mitigation measures. Different route options for those sections with an amber rating have also been identified to ensure that the programme can be delivered successfully. These include the use of existing highways to ensure route continuity and the potential for using the council's compulsory powers.</p> <p>A 15% risk allowance has also been applied to the cost estimates for the programme to cover the uncertainties regarding construction and land acquisition costs.</p>					
3.6 Financial Accountability <i>Please explain who will be responsible for managing the finances of the project. What arrangements are in place to ensure diligent financial management is in place?</i>	<p>Lancashire County Council will be responsible for the financial management of the project.</p> <p>A project board has been established to oversee the project and ensure diligent financial management is put in place.</p>					

	All procurement processes will follow the Council's Standing Orders and comply with National and European financial regulations.
--	--

Financial Case Summary

The overall cost of the scheme is estimated at £5.85m, which includes a 15% risk allowance.

Funding for the scheme will be via the Local Growth Fund (£2.6m), Lancashire County Council (£3m) and Blackburn with Darwen Borough Council (£0.25m).

4 Commercial Case

The Commercial Case provides evidence on the commercial viability of the proposed scheme and the procurement strategy. It should clearly set out the financial implications of the procurement strategy. It presents evidence on risk allocation alongside implementation timescales and details of the capability and skills of the delivery team.

4.1 Commercial Viability

Please outline the approach taken to assess commercial viability.

Lancashire County Council has recently embarked on the delivery of a significant transport investment programme worth £250M for the five year period to 2020/21. This is through the successful Preston, South Ribble, and Lancashire City Deal and the Lancashire Growth Deal which includes the Burnley-Pendle Growth Corridor Study. This work has involved considerable collaboration with the Highways Agency, Network Rail and others including the Lancashire Enterprise Partnership. The County Council is also currently delivering the £130M Heysham to M6 Link Road scheme, one of the largest local authority road projects in the country, due for completion in summer 2016.

We have learned a number of lessons from our experience of preparing DfT funded bids for projects and delivery of those projects. Principally, the importance of a clear project plan properly costed with a sound delivery plan. We have learned that preparation work to support the scope and delivery of projects is invaluable to ensure schemes are ready when submitted to the DfT. A crucial lesson has been to ensure the phasing of project delivery is appropriate and sufficient time is allowed for any detailed planning phase following a successful bid.

The County Council and Blackburn with Darwen also has experience in delivering similar cycleway projects to the East Lancashire Strategic Cycleway Network. The completion of the 21 mile Guild Wheel around Preston has been very successful, as have other routes in Lancaster, the Padiham Greenway and recent sections of the Valley of Stone. We have learnt that it is essential that an adequate maintenance model through the TAMP is adopted to ensure that new infrastructure is maintained and therefore continues to be used to its maximum potential.

We believe we understand and have practical experience of the problems we are likely to encounter and have a realistic deliverable project plan to make sure the allocated resources are used on time.

4.2 Procurement Strategy

Please summarise potential procurement options available (e.g. partnership, framework, new competitive tender). Details of the intended procurement strategy and the rationale behind selecting it should be provided.

Lancashire County Council Procurement Arrangements-

The project will use existing framework contracts which are compliant with the Public Procurement Regulations 2006 and the scale and scope and the project.

Works on the existing adopted highway are likely to be carried out by LCC's in-house operational services who will also be responsible for the

	<p>relevant notifications under the New Road and Street Works Act. Costs will be based on the Framework schedule of rates which have been market tested for value for money. The potential use of operational services will reduce the time needed as part of a formal tender process and allow an early start on work without a full package of contract drawings to be produced, when the 2015/16 delivery programme is very short.</p> <p>Works in areas remote from the adopted highway may be procured via a competitive tendering process in accordance with the authorities procurement rules and adhering to the OJEU thresholds published by the European Commission. Any works procured by this method will follow a pre-qualification and competitive tendering process.</p> <p>Blackburn Procurement Arrangements - The Weavers Wheel element of the East Lancashire Strategic Cycle Network is being designed by the Councils partner Capita with works carried out by BwDBC's in-house operational services (HAMIS) who will also be responsible for the relevant notifications under the New Road and Street Works Act. The project will also use existing framework contracts which are compliant with the Public Procurement Regulations 2006 and the scale and scope of the project. Costs will be based on the Framework schedule of rates which have been market tested for value for money. The potential use of operational services will reduce the time needed as part of a formal tender process and allow an early start on work without a full package of contract drawings to be produced, when the 2015/16 delivery programme is very short.</p> <p>Works in areas remote from the adopted highway may be procured via a competitive tendering process in accordance with the authorities procurement rules and adhering to the OJEU thresholds published by the European Commission.</p>
<p>4.3 Identification of Risk <i>Please outline the main commercial risks associated with the scheme (e.g. at-risk funding (capital and revenue)) and what strategy is in place to monitor and review these risks.</i></p>	<p>The main risk of this scheme is unexpected additional costs either due to errors in the original costings or due to unanticipated technical problems.</p> <p>The Valley of Stone and National Cycle Network Routes follow the line of disused railway lines with a number of old structures and drainage systems. There needs to be some further investigations of these structures before costs are firmed up and work commences, although this only applies to less than 8% of the overall network proposed in this phase of the East Lancashire Strategic Cycleway.</p> <p>There has yet to be detailed design work carried out on some sections of the route so costs are indicative, based on similar recent schemes.</p>

	<p>A contingency / risk allocation of 15% has been applied to cover any unexpected increases in cost.</p> <p>Undertaking the work in phased sections will allow for modification of the programme should a significant overspend on a particular section occur.</p> <p>As well as the risk management strategy set out in Section 5.7, an overall risk register and management plan for the Cycleway network is attached in Appendix G and a more detailed risk register of each section is currently being prepared. The detailed risk assessment will assess the risks on each section, how they can be mitigated and who is the owner of each risk.</p>
<p>4.4 Risk Allocation <i>Please describe how the risks identified in section 4.3 will be apportioned and shared to demonstrate that risks are allocated to the organisation / body best placed to manage them to ensure cost effective delivery.</i></p>	<p>Risk will be allocated to either Lancashire County Council or Blackburn with Darwen Borough Council depending on location.</p> <p>Ownership of the overall risk will lie with the Project Board which is comprised of representatives from the two highway authorities.</p> <p>The Project Board has overall responsibility for governance and risk associated with the delivery of the scheme and will meet on a quarterly basis. The Project Executive is responsible for managing and overseeing the Risk Management Strategy and where appropriate agreeing and undertaking actions to mitigate key risks. The Project Manager is responsible for maintaining and updating a Quantified Risk Register and undertaking actions to mitigate the risks that do not require escalation to the Project Executive. The project governance structure, as outlined in Section 5.1, and Appendix N includes arrangements for decision making and approvals, and information on roles and responsibilities such that responsibilities with regard to risk are well defined.</p>
<p>4.5 Contract Management <i>Please explain the contractual arrangements for delivering the proposed scheme. A high level overview of the implementation timescales should be included (append MS Project Programme, if preferred).</i></p>	<p>Lancashire County Council Contract Management Some sections of the project will be undertaken by in house direct works teams based on a framework agreement.</p> <p>Close working between the scheme designer and the direct works supervisor will ensure value for money and will enable a flexible approach to implementation.</p> <p>The remainder will be delivered by contractors appointed using a competitive tender two stage process Quality and Price NEC3 Option A.</p> <p>The stated objective of the NEC is to stimulate good management. The principles upon which it is based are that foresight applied collaboratively mitigates problems and shrinks risk and that a clear division of function and responsibility helps accountability and</p>

	<p>motivates people to play their part. The contract places particular emphasis on the importance of planning/programming and a transparent and collaborative approach to risk management.</p> <p>The Option A: Activity Schedule establishes a lump sum price for a range of activities according to the defined activity schedule set out in the tender documentation.</p> <p>This form of contract means that risk is transferred to the contractor. The contractor would also take on the risk of programme overrun on the basis of a target date-of-completion contract.</p> <p>Blackburn Contract Management</p> <p>The Weavers Wheel element of the East Lancashire Strategic Cycle Network is being designed by the Council's partner Capita and delivered by the Highways Asset Management Integrated Service (HAMIS). Blackburn with Darwen Borough Council and Capita have been working together through a strategic partnership since July 2001. The partnership provides the full range of highways and property services and through the HAMIS team an integrated consultancy service and operations function.</p>
--	---

Commercial Case Summary

The project will use existing framework contracts which are compliant with the Public Procurement Regulations 2006 and the scale and scope of the project.

Lancashire

Works on the existing adopted highway are likely to be carried out by LCC's in-house operational services who will also be responsible for the relevant notifications under the New Road and Street Works Act. Costs will be based on the Framework schedule of rates which have been market tested for value for money.

Works in areas remote from the adopted highway may be procured via a competitive tendering process in accordance with the authority's procurement rules and adhering to the OJEU thresholds published by the European Commission. Any works procured by this method will follow a pre-qualification and competitive tendering process.

Blackburn

Work on the Weavers Wheel will be designed by Blackburn with Darwen Borough Council's partner Capita and delivered by the Highways Asset Management Integrated Service (HAMIS).

The identified Project Board has overall responsibility for governance and risk associated with the delivery of the scheme.

5 Management Case

The Management Case assesses whether a proposal is deliverable by reviewing the project planning, governance structure, risk management plan, communication and stakeholder management. The Management Case should be clearly defined, concise and sufficiently robust to enable cost-effective delivery.

5.1 Governance

Please describe the Project Governance arrangements in relation to the Project Team; Project Sponsor/Project Manager; Project Board/Executive and their suitability to the role based on previous programmes of work.

The project specific governance structure is presented in **Appendix N**. This structure is based on established and operating governance arrangements for schemes currently being delivered by LCC, adapted to reflect the specific requirements of devolved Local Major Scheme governance.

The governance structure includes the following levels of management.

Corporate / Programme Management

The Lancashire Local Enterprise Partnership (LEP) will adopt the corporate / programme management role. The LEP is a creative collaboration of leaders from business, universities and local councils, who direct economic growth and drive job creation.

Lancashire's LEP is led by a Board of 16 directors who contribute a wide range of expertise. The majority are from the private sector, representing major employers and small and medium enterprises, while the public sector is represented by experts from higher education and political leaders from local authorities.

Project Board

LCC have established a Project Board specifically for the East Lancashire Strategic Cycleway Network project. The board will help to support the delivery and also take ownership of the scheme through regular quarterly meetings.

The Project Board consists of the Project Executive, Senior User and Senior Supplier. The representative for each role and their responsibilities are described below.

Role	Representative	Responsibility
Project Executive (Senior Responsible Owner)	Mike Kirby	Will have overall responsibility for delivering the scheme. Ensures that the project / programme meets its objectives, delivers the projected benefits, maintains its business focus and is well managed with clear authority, context and control of risk.
Senior Users	James Syson, Blackburn with Darwen Borough Council Stuart Sugarman, Rossendale Borough Council Dianne Gardner, LCC Public Health Saf Munshi, LCC Communications Peter Green, Sustrans Beckie Joyce, LCC Economic	Will work with the Project Executive and Project Board to ensure that the specification for the scheme meets the needs of its users within the constraints of the business case.

		Development	
	Senior Suppliers	Andrew Mullaney, LCC Environment & Community Projects Gary Pearse, LCC Property Laura Sales, LCC Legal Dave Colbert, LCC Transport Chris Hadfield, LCC Sustainable Hazel Walton, LCC Strategy & Policy	Agree a delivery programme with the Project Board which achieves £2M of spend on new and improved cycle routes during 2015/16. Accountable for the quality of products delivered by the supply chain and has the authority to commit or acquire the necessary supplier resources.
	Project Managers	Tony Lund & Roy Halliday LCC Environment & Community Projects	The Project Managers will provide the interface between the Project Board and the Design Teams. The Project Managers will be the main point of contact for the day to day management of the scheme
A declaration letter in support of the East Lancashire Strategic Cycleway Network from the project's Senior Responsible Owner is attached in Appendix O .			
5.2 Go/No-Go & Decision Milestones <i>Please describe any outstanding Go/No-Go processes and Decision Milestones in relation to the progression of the proposed scheme.</i>	<p>The business plan needs to undergo independent scrutiny before being submitted to the LEP for approval. This will occur during March 2015.</p> <p>The key go/no-go date for the scheme will be the 21st April 2015 LEP meeting when the scheme will seek full approval for funding from the Lancashire Growth Deal.</p>		
5.3 Project Programme <i>Please set out an indicative delivery programme, including key milestones. Any programme / project dependencies should be referenced. If applicable, please explain how the programme is aligned to relevant delivery strategies and plans.</i>	<p>A detailed programme showing the proposed route sections to be delivered between 2015/16 and 2018/19 is shown in Appendix P.</p> <p>The outline programme of spend is as follows –</p> <p>2014 /15 - £0.1 M 2015/16 - £2.84 M 2016/17 - £0.85 M 2017/18 - £0.55 M 2018/19 - £1.65M</p> <p>Some key dates are shown below:</p> <ul style="list-style-type: none"> 13/01/2015 - First meeting of project team Jan /Feb 2015 – Site visits with designers, ecologists March 2015 - Priority sections of network identified and agreed March 2015- Design work commences on priority sections April 2015 - Approval decision from LEP 		

	<ul style="list-style-type: none"> • June 2015 - Legal agreements on first sections finalised • June 2015 - Procurement process • July 2015 - Contractor Appointed • August 2015 - Works on first sections of the network start on site • Sept 2015 – March 2016 - Work on sections identified in 15/16 Programme completed
5.4 Assurance and Approvals Plan <i>Please document any key assurance and approval milestones (including any independent assurance).</i>	<p>An overall framework has been adopted at the Corporate / Programme Management level which defines an assurance role to oversee the governance and working arrangements of the LEP. The framework sets out that, as the accountable body for the LEP, LCC provide the overall assurance role. The purpose of this role is to ensure that:</p> <ul style="list-style-type: none"> • All decisions and activities comply with legal requirements; • The use of all funds is accounted for and reported; • Appropriate records of decisions and proceedings are published; and • The assurance framework is being adhered to. <p>Given that LCC are the promoter and applicant for the scheme, an independent local audit of the business case work which guides investment decisions will also be carried out prior to the approval decision by the LEP.</p>
5.5 Communications & Stakeholder Management <i>Please explain how key stakeholders will be engaged throughout the delivery of the scheme, including details of proposed consultation events.</i>	<p>A comprehensive communications strategy and action plan will be developed to support the delivery of the project. Activity will focus on the following key areas:</p> <ul style="list-style-type: none"> • Engaging with stakeholders - timely and effective engagement with stakeholders to ensure continued support for the scheme. • Engaging with the public - effective engagement throughout the delivery of the scheme. • Engaging with the media - harnessing use of media channels to communicate benefits of the scheme and key information to those affected by the scheme. <p>See Appendix J for draft communications strategy and action plan.</p> <p>Communications activity will involve proactively engaging with the stakeholders, public and media and will include hosting community drop in events. These will aim to answer any key questions from the public and explain the construction process as well as focus on what is being done to reduce the impact of the works and how to keep updated.</p> <p><u>Lancashire Economic Partnership</u> Quarterly reports will be produced by the Project Manager in line with the agreed monitoring and evaluation plan Appendix Q.</p>

Local Authorities

In addition to the programme board, a project team has been established to ensure that each cycleway and element of the Strategic Cycle Network is delivered to the agreed programme. The project team contains the project manager, designers, property and legal representatives and will meet formally on a monthly basis. In addition there will be ongoing communication and meetings between members of the team over individual design issues.

Local Members

A process of briefing local Councillors about the project is underway and they have shown a lot of support both on a County and District level. Councillors will be given regular updates on the project as it progresses and will be important for assisting to keep the general public informed about the project, making links with other initiatives going on in the area and for providing feedback from the local community about the scheme.

Cycling Groups

The project has also already been presented to a Lancashire wide Cycling Forum in November 2014. This group will be kept updated on progress at their quarterly meetings and designs for individual sections of the schemes will also be presented to a monthly design group of this Forum. An outline of the project has also been presented to the Rossendale Cycling Forum and the Hyndburn Cycling Forum. Both groups have asked to be updated on a regular basis and this will occur at their quarterly meetings.

Sustrans

Meetings have taken place with Sustrans to discuss the proposed project and they have offered a letter of support. It has also been agreed to invite a representative from Sustrans to become a member of the Project Board.

British Cycling

Blackburn with Darwen Council have been working in partnership with British Cycling since 2011 to increase cycling participation in the borough and develop grass route cycling initiatives. The partnership agreement with British Cycling is set to be expanded to cover all of Lancashire so the benefits of the work noted below will be spread across the region for a three year period from 2015.

Since 2011 in Blackburn with Darwen 1873 people have taken part in 246 British Cycling bike rides.

- 4 new social cycling groups have formed using our Ride Social tool to organise their own social bike rides.
- 197 people in Blackburn have signed up as Ride Social buddies
- 996 people have taken part in 116 Ride Social rides
- 1 new British Cycling-affiliated club has been formed: The Witton Park Community Cycling Club
- 32 women have taken part in Breeze bike rides

Workforce and volunteer development:

- Since 2011, 176 people have been trained with a British Cycling Level 1 Ride Leader Qualification and have signed up to lead rides in Blackburn with Darwen.
- British Cycling provide the following:
 - Training and employment of Ride Leaders
 - Support for Breeze champions
 - Day to day management and deployment
 - Dedicated eCRM portal for communication and planning
 - Insurance and liability cover for workforce
 - Ambassadors to support programmes

Brand reach, national and local:

Nationally:

- 75% of the population are now aware of at least one element of the British Cycling / Sky campaign
- 42% are aware of Sky Ride campaign
- The British Cycling goskyride.com conversion rate (proportion of people visiting the website who go on to register for a ride) is industry-leading at 9%
- In terms of influence, for every 1 person we get on a ride, at least 90 people have visited the web page. Even more have been influenced by our promotional campaign.

Locally:

- Blackburn with Darwen, based on the 9% conversion rate, the programme throughput and the ride attendance rate in Blackburn with Darwen, we estimate the campaign has reached more than 46,000 people since 2011.

Case Studies:

Blackburn College is a key partner of BwD CONNECT project

- Cycling initiatives have been delivered for staff and students in a 3 way partnership between the College, BwD CONNECT and British Cycling:
 - Bikeability
 - British Cycling Level 1 Ride Leader training for College staff
 - Sky Ride Local rides for staff and students delivered by staff who are qualified as Level 1 Ride Leaders

The work with Blackburn College during 2013-14 established that there is a demand for further cycling opportunities for staff and students.

This helped lead to the creation of the Witton Park Community Cycling Club, a partnership between BwD Council, CONNECT, Blackburn College and British Cycling. "The Cycling Centre at Witton Country Park has enabled over 400 students and staff the opportunity to access a variety of cycling opportunities that some may never have had the chance to if it wasn't for the partnership that existed between the College, Blackburn with Darwen Council and British Cycling. The club has provided access to bicycles for those that don't have them as well as guidance and tuition on

	<p>developing cycling proficiency, a life skill that students can take away with them alongside their formal qualifications when progressing from college.” <i>Matthew Hinchley, Sport Maker, from Blackburn College</i></p> <p><u>Local Communities.</u> A process of mapping and identifying local communities along each of the 4 routes has begun and once individual sections start to progress then a programme of consultation will begin. The type and extent of consultation events will be determined by the proposals for that area and the nature of surrounding communities. LCC's Community Projects Team has an existing and active facebook page which will be used to provide regular updates on the progress of the project and invite feedback and comments from the public, in addition to more formal consultation events.</p> <p>The project team is currently working up an arts based project to enhance the consultation work and facilitate better engagement and encourage ownership from local communities. This approach has been used successfully by Lancashire County Council previously, including on the Padiham Greenway scheme which won a European Greenways Award for Community Engagement in 2011 http://www.greenwayseurope.org/showovv.php?lng=en&ovv=506. The intention is to work with Arts organisations such as Mid Pennine Arts to secure external funding (from sources including the Arts Council, National Lottery) to add value to the overall project.</p> <p><u>Public Health</u> Discussions have taken place with the public health team, now based within Lancashire County Council. The East Lancashire Strategic Cycleway has a key role to play in improving the health of some of the most deprived communities in the country in terms of health deprivation. The public health teams have local contacts and current active programmes such as 'Active East'. We are exploring how we can make sure these projects make good use of the new sections of trail as and when they become available. We are also exploring with the public health team how design features may influence the use of the routes and ways of making them more attractive to groups currently considered hard to reach.</p>
<p>5.6 Programme / Project Reporting <i>Please describe the proposed reporting and approvals process. This must cover technical, financial, commercial and management elements.</i></p>	<p>The Project Managers will report to the Project Board at quarterly meetings. Appendix N - the Organisation Structure sets out the named roles and responsibilities for the project. During these meetings, key risks, programme management and the financial position of the project will be discussed.</p> <p>The Project Executive will be supported by the Project Manager at these meetings as appropriate. Any corrective actions or decisions will be agreed by the Project Board and cascaded to the Project Team via the Project Manager.</p>

<p>5.7 Risk Management Strategy <i>Please describe the scope of the Risk Management Strategy for the proposed scheme. Include details of the key risks including organisational accountabilities.</i></p>	<p>Risks associated with the overall delivery of the LEP's investment programme will be managed according to the overall monitoring responsibilities set out in the LEP's Governance and Accountability Assurance Framework. This framework requires risk registers to be produced and maintained for individual schemes once approved.</p> <p>A risk register highlighting the key risks to scheme cost and programme is presented in Appendix G.</p> <p>The Project Board has overall responsibility for governance and risk associated with the delivery of the scheme. The Project Executive is responsible for managing and overseeing the Risk Management Strategy and where appropriate agreeing and undertaking actions to mitigate key risks. The Project Manager is responsible for maintaining and updating a Quantified Risk Register and undertaking actions to mitigate the risks that do not require escalation to the Project Executive. The project governance structure, as outlined in Section 5.1, includes arrangements for decision making and approvals, and information on roles and responsibilities such that responsibilities with regard to risk are well defined.</p>
<p>5.8 Monitoring and Evaluation <i>Please summarise outline arrangements for monitoring and evaluating the performance of the proposed scheme.</i></p>	<p>A requirement of the LEP Accountability Framework is that each scheme will have an active monitoring and evaluation plan produced prior to Full Approval.</p> <p>The success of the scheme will then be measured by the Growth Deal monitoring and evaluation indicators which have been selected for the scheme.</p> <p>Using methodology agreed at the Lancashire Growth Deal Monitoring and Evaluation Learning Workshop (January 2015) a Logic Model has been produced for this scheme (see Appendix R). This led to the development of the following metrics which will be used to evaluate and monitor the project.</p> <ul style="list-style-type: none"> • In kind resources provided • Total length of resurfaced roads (km) • Total length of new cycleways (km) • Pedestrian counts on new/existing cycleways • Cycle journeys on new/existing routes • Total length of improved cycleways (km) <p>A full Monitoring and Evaluation Plan has been produced - see Appendix Q.</p>
<p>5.9 Project Management <i>Please summarise the overall approach for project management at this stage of the project.</i></p>	<p>The project will be managed in line with the principles of PRINCE2.</p> <p>PRINCE2 is a de facto process-based method for effective project management. Used extensively by the UK Government, PRINCE2 is also widely recognised and used in the private sector, both in the UK and internationally.</p> <p>To ensure consistency with the principles of PRINCE2, a defined organisation structure for the project management team has been agreed. In addition, the project will be divided into manageable and controllable stages.</p>

	A project management structure is attached in Appendix N .
--	---

Management Case Summary

The project will be managed in line with the principles of PRINCE2.

A project specific governance structure has been created. This structure is based on established and operating governance arrangements for other schemes currently being delivered by LCC.

An indicative delivery programme for the scheme has been created. The key go/no-go date for the scheme will be the LEP meeting on the 21st April 2015, at which the scheme will seek Full Approval for Growth Deal funding.

Risks associated with the overall delivery of the LEP's investment programme will be managed according to the overall monitoring responsibilities set out in the LEP's Governance and Accountability Assurance Framework.

The success of the scheme and the associated benefits will be measured against a set of identified metrics and reported through the Growth Deal monitoring and evaluation strategy.

Appendix A: Scheme Location Plan

Appendix B: Air Quality Management Areas in East Lancashire

Appendix C: Key Employment and Housing Sites close to the network

Appendix D: East Lancashire Strategic Cycle Network and IMD

Appendix E: Extract from DfT Local Area Walking and Cycling Statistics 2012/13

Appendix F: Public Health England Health Profiles

Appendix G: Risk Register

Appendix H: Weavers Wheel preliminary assessment report for Arts & Community Engagement

Appendix I: Stakeholder and Partner letters of support

Appendix J: Draft Communications Strategy & Action Plan

Appendix K: Economic Assessment Technical Report (Jacobs)

Appendix L: Distributional Impact Screening Proforma

Appendix M: S151 Officer Letters

Appendix N: Project Governance Structure

Appendix O: Senior Responsible Owner Declaration

Appendix P: Project Programme

Appendix Q: Monitoring and Evaluation Plan

Appendix R: Logic Model