



Access Fund for Sustainable Travel Revenue Competition - Application Form

Applicant Information

Local transport authority name(s):

Lancashire County Council (Lead); and
Blackburn with Darwen Borough Council.

Bid Manager Name and position:

Andrew Mullaney, Head of Planning and Environment, Lancashire County Council

Contact telephone number: 01772 530696

Email address: Andrew.Mullaney@lancashire.gov.uk

Postal address:

Planning and Environment Service
Lancashire County Council
County Hall
Fishergate
Preston
PR1 8XJ

Website address for published bid:

www.bwdconnect.org.uk; and
www.lancashire.gov.uk.

When authorities submit a bid for funding to the Department, as part of the Government's commitment to greater openness in the public sector under the Freedom of Information Act 2000 and the Environmental Information Regulations 2004, they must also publish a version excluding any commercially sensitive information on their own website within two working days of submitting the final bid to the Department. The Department reserves the right to deem the business case as non-compliant if this is not adhered to.

SECTION A - Project description and funding profile

A1. Project name: Connecting East Lancashire: Active Travel Access to Opportunity

A2. Headline description

Industrial decline combined with poor connectivity has led to significant areas of entrenched unemployment and deprivation in East Lancashire.

Despite previous economic underperformance East Lancashire offers significant latent growth potential underpinned by its industrial heritage, education/advanced manufacturing sectors, and significant LEP investment.

Connecting people to employment/skills in Lancashire through projects contained in this bid is a key piece in the jigsaw which will address barriers to using improved infrastructure. This will generate additional value from wider infrastructure/skills investment and realise a step change in regional economic performance, adding over 20,000 new jobs¹ and over £500m GVA².

A3. Type of bid

a) This bid is:

- Revenue only, and I confirm we have made provisions for a minimum additional 10% matched contribution
- Revenue & Capital, and I confirm we have sourced the capital funding locally and have made provisions for a minimum additional 10% matched contribution.

b) If your bid is reliant on capital funding, please select one of the following options:

- Reliant on new bid to Local Growth Fund. This bid is reliant on capital funding from the Local Growth Fund and work cannot progress if LGF funding is not secured. (If so, please indicate the page number(s) in the Strategic Economic Plan that corresponds with the relevant capital investment(s):
- Contains Local Growth Fund contribution, but not reliant on it. This bid contains a local contribution from the Local Growth Fund, but the work can still progress as planned if LGF funding is not secured.
- Does not contain any Local Growth Fund contribution. The local contributions in this bid have been secured from sources other than a new bid to the Local Growth Fund, and there are therefore no relevant links to the LGF.

A4. Total package cost (£m): £2.349

A5. Total DfT revenue funding contribution sought (£m): £1.94

A6. Local contribution (£m): £0.409

¹ Pennine Lancashire (2016) *Pennine Lancashire Growth and Prosperity Plan 2016 – 2032* *(incorporating additional data for the Samlesbury Enterprise Zone)

² Ekosgen (2014) *Economic Impact Forecasts for Lancashire Employment Sites*

A7. Equality Analysis

Has any Equality Analysis been undertaken in line with the Equality Duty?

Yes No

A8. Partnership bodies:

Table 1: Partners and their role in delivery

Partner	Partner responsibility	Role in delivery
Lancashire Enterprise Partnership (LEP)	<p>The LEP is a partnership between business leaders and local politicians which directs economic growth and job creation. The LEP has contributed to the development of this programme and strongly endorses this bid as an important enabler of growth in East Lancashire.</p> <p>Letter of support attached (Appendix D).</p>	<p>The LEP is delivering an ambitious programme of investment in East Lancashire and the wider County. This bid will complement the LEP's investment, not least in strategic cycling and walking routes in East Lancashire through LGF1 & 3. The LEP is also developing an ambitious Active Travel Strategy to be published later this year which demonstrates its commitment to supporting growth through active travel. Implementation of this strategy will build upon the success of this programme and secure legacy benefits. The LEP will promote this programme across multiple sectors.</p>
East Lancashire Chamber of Commerce & Businesses	<p>The East Lancashire Chamber of Commerce represents over 800 local businesses. The Chamber has contributed to the design of this programme based on business need.</p> <p>The Chamber has provided a letter of support, as have a number of other East Lancashire business community representatives (Appendix D).</p>	<p>The Chamber will promote this programme to its members and the wider business community, including major employers such as BAE Systems, allowing the business community to benefit from the substantial support this programme provides.</p>
Job Centre Plus and other critical employment partners	<p>Job Centre Plus and other critical employment partners (e.g. Bootstrap Enterprises) support people to access employment and skills. They are vital partners to achieving increased economic participation in East Lancashire.</p> <p>Letter of support from Bootstraps attached (Appendix D).</p>	<p>Effective working relationships have already been forged with these partners facilitating access to employment and skills through projects which successfully tackled unemployment. These partners will identify those people where transport acts as a barrier to moving people into employment or skills programmes.</p>
Re:fresh	<p>Re:fresh is a successful, longstanding partnership between Blackburn with Darwen Borough Council and the Care Trust Plus aimed at increasing levels of physical activity. Re:fresh offers people opportunity to access a range of leisure, health and well-being activities and health and dietary advice.</p>	<p>Re:fresh will utilise established communication channels and links with centres of excellence (e.g. Witton Park Cycle Centre) to support engagement with NEETs, job seekers, employees, those in education, and those undergoing a transition year.</p>
Arriva Rail North	<p>Northern is the main train operator in Lancashire. As such they are vital partners in supporting growth through the provision of an effective, multi-modal transport network.</p> <p>Letter of support attached (Appendix D).</p>	<p>A strong and effective working relationship based on high quality delivery has been established with Northern. This relationship will facilitate programme implementation of improved accessibility to rail stations, particularly by cycling and walking.</p>

Further education and training providers	<p>East Lancashire has five colleges: Blackburn College, Accrington and Rossendale College, Burnley College, Nelson and Colne College, and UCLan Burnley Campus. With a combined 25,000 students and 1500 employees.</p> <p>Letter of support from The Lancashire Colleges attached (Appendix D).</p>	The programme team will work closely with the five colleges and further education and training providers (e.g. Training 2000) to provide work placement learners with a personalised travel plan and to allow them to qualify for travel assistance when undertaking work placements.
NHS	<p>East Lancashire Hospitals NHS Trust provides healthcare across East Lancashire with five hospital and various community sites. They are committed to improving health in East Lancashire and are important partners in this programme.</p> <p>Letter of support from the East Lancashire Hospital Trust attached (Appendix D).</p>	East Lancashire Hospitals NHS Trust is providing significant resources in terms of time and money to deliver this programme. The Trust will be instrumental in delivering personalised travel planning and led walks and rides to their staff, patients, and visitors.
Public Health	<p>Lancashire County Council and Blackburn with Darwen Borough Council have significant statutory duties relating to public health. This programme will complement wider investment promoting active transport and physical inactivity.</p> <p>Letters of support attached (Appendix D).</p>	Both Public Health Teams will collaborate in the delivery of this programme. Each Public Health team will feed into the programme management processes to ensure that complementary activity is delivered in a joined up way bringing maximum benefit and value for money. They will bring best practice from Public Health England and other national bodies.
Local Transport Authorities	East Lancashire comprises two LTAs (Lancashire County Council and Blackburn with Darwen Council)	Both LTAs will manage the funding programme, monitoring and evaluation as well as the procurement of delivery agents.
Blackpool Council	<p>Supportive neighbouring LTA.</p> <p>Letter of support attached (Appendix D).</p>	Residents from Blackpool travel into East Lancashire and vice versa, particularly by rail and car. Blackpool Council is supportive of this programme and has been engaged in the development of this bid. Blackpool is keen to learn lessons from the implementation of this package to inform county wide delivery.
Borough Councils	<p>Lancashire County Council is the highway authority for Lancashire which comprises 12 Borough Councils including five in the East of the County who will be central to this project: Burnley, Pendle, Hyndburn, Rossendale and Ribble Valley.</p> <p>Letters of support from a number of Borough Councils attached (Appendix D)</p>	These Borough Councils have fed into the design of this programme based on local need. Whilst the programme will be delivered by Lancashire County Council and Blackburn with Darwen Borough Council, alongside key delivery partners, Borough Councils will support local delivery.
Community Rail Lancashire Ltd	<p>Community Rail Lancashire Ltd acts as the umbrella organisation for Lancashire's five Community Rail Partnerships.</p> <p>Letter of support attached (Appendix D).</p>	Local community rail development officers will facilitate events designed to encourage rail travellers to consider more sustainable and active travel options when accessing stations.

Marketing Lancashire (Visit Lancashire)	<p>As a destination management organisation for Lancashire it works very closely with Visit England and a wide range of public and private sector agencies. Their activities in marketing and communications, commercial membership and place marketing are all designed to grow the visitor economy and develop Lancashire as a place to visit, work, and invest.</p> <p><u>Letter of support attached (Appendix D).</u></p>	The Visit Lancashire website has developed a bespoke section providing information on walking and cycling activity across Lancashire which will be further developed assisting the establishment of the brand.
Living Streets	<p>Living Streets started life as the Pedestrians' Association in 1929 and have been campaigning and delivering for pedestrians ever since.</p> <p><u>Letter of support attached (Appendix D).</u></p>	Living Streets are a key partner in Lancashire, delivering, in partnership with local councillors, businesses and residents, community street audits and pilot neighbourhood agreements to encourage a more active, engaged, and prosperous community.
British Cycling	<p>British Cycling is the nation's largest cycling organisation. They deliver international sporting success, grow and effectively govern cycle sport, and inspire people to cycle regularly in Lancashire as part of a longstanding partnership.</p> <p><u>Letter of support attached (Appendix D).</u></p>	Through our agreed partnership with British Cycling which runs until 2019, cycling activity is being developed and encouraged across Lancashire. British Cycling will be a key delivery partner for elements of our programme and will contribute to the future success of the Lancashire Cycling and Walking Strategy.
Delivery partners	<p>Our programme delivery partners have a history of successful joint delivery across previous LSTF and Cycling Demonstration Town projects.</p> <p>A number of delivery partners have provided letters of support (Appendix D).</p>	We have established excellent working relationships with delivery partners. Procurement is complete and contractual arrangements are well established with partner resources in place for delivery.

SECTION B – The Business Case

B1. Project Summary

Introduction

Lancashire's economic strengths, and more importantly its economic potential, are arguably one of the least understood dimensions of the emerging Northern Powerhouse vision. With an economy of over £25bn, Lancashire is home to over 40,000 businesses³. We are the UK's leading region for aerospace manufacture and related industries, and have rapidly growing clusters across energy, advanced manufacturing, chemicals, and automotive sectors. We also have a strong visitor economy, three world-class universities, and some of the country's most outstanding rural and coastal beauty.

But Lancashire also faces the challenge of maintaining our considerable competitive advantages and unique assets whilst capitalising on the opportunities offered by the Northern Powerhouse. This is especially acute in East Lancashire's M65 Growth Corridor

³ Lancashire County Council and Blackburn with Darwen Borough Council (2014) *East Lancashire Highways and Transport Masterplan*

where ambitious development linked to growth sectors is planned but transport provision and accessibility is poor. Ambitious growth planned in East Lancashire is set against the backdrop of deprivation and poor health, the impacts of which are compounded by high levels of physical inactivity. Indeed, life expectancy in East Lancashire is significantly lower than both the Lancashire and national averages, with Burnley having the third lowest male life expectancy in England⁴.

Target Area

This Access Fund programme will focus on East Lancashire and particularly the M65 Growth Corridor, as shown in Figure 1.

Industrial decline combined with poor connectivity has led to significant pockets of entrenched unemployment and deprivation in East Lancashire.

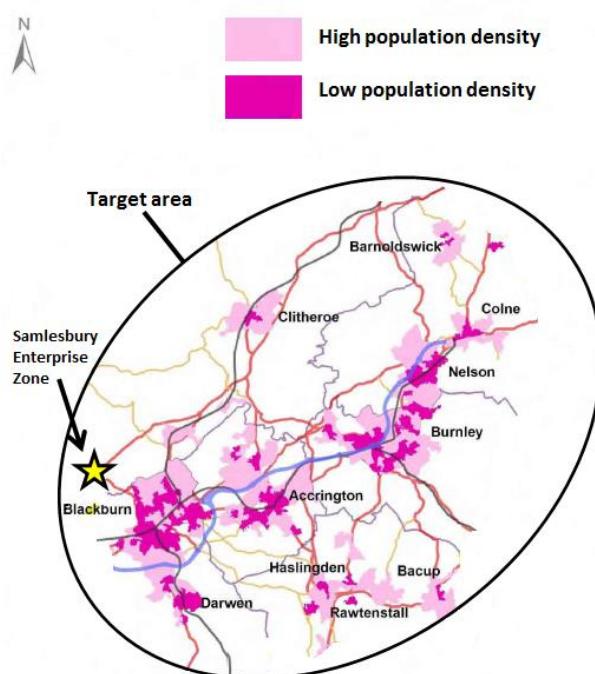
60.5% of East Lancashire's population live in deprived conditions⁵, and four of the five most deprived wards in Lancashire are along East Lancashire's M65 Growth Corridor⁶.

One outcome of this deprivation is poor levels of public health in East Lancashire, especially in relation to obesity. 21% of Pendle's population is obese and the East Lancashire Clinical Commissioning Group has been found to have a significantly high proportion of its patients on the obesity register than the England national average⁷.

East Lancashire is primed for transformational growth with a population of 530,500 and an economy valued at almost £10 billion, a quarter of which is in high value engineering⁸. This programme will complement LEP driven investment in East Lancashire, including £130 million in transport infrastructure⁹. Targeted investment will facilitate the development of key employment sites along the M65 Growth Corridor (including the Samlesbury Enterprise Zone) which are forecast to generate 20,000 additional jobs¹⁰ and over £500m in GVA growth¹¹.

East Lancashire has 332,000 working age residents, which is the highest number across Lancashire's sub-geographies¹². This large pool of potentially economically active residents

Figure 1: Programme Area



4 Lancashire County Council (2014) Joint Strategic Needs Assessment Data, available at:

<http://www.lancashire.gov.uk/lancashire-insight/health-and-care/health-inequalities/life-expectancy.aspx>

5 Census 2011

6 Lancashire Enterprise Partnership (2015) *Skills in Lancashire: A comprehensive evidence base on skills and employment*

7 Lancashire County Council (2015) *Excess weight and obesity: Lancashire 12*

8 Lancashire Enterprise Partnership (2013) *Pennine Lancashire Investment Plan*

9 Lancashire County Council and Blackburn with Darwen Borough Council (2014) *East Lancashire Highways and Transport Masterplan*

10 Pennine Lancashire (2016) *Pennine Lancashire Growth and Prosperity Plan 2016 – 2032 *(incorporating additional data for the Samlesbury Enterprise Zone)*

11 Ekosgen (2014) *Economic Impact Forecasts for Lancashire Employment Sites*

12 Census 2011

highlights the scale of opportunities lost as a result of economic underperformance. East Lancashire also has a relatively high proportion of children and young people¹³, providing a once in a generational opportunity to invest in the creation of a large, productive workforce who travel sustainably. East Lancashire has great potential for modal shift, as despite the relatively young population, over 62% of trips less than 10km are by car¹⁴.

Despite previous underperformance East Lancashire's population profile and its latent economic potential identified by the LEP in their Strategic Economic Plan¹⁵ demonstrate significant scope for economic regeneration and increased levels of physical activity through active transport.

Significant levels of LEP driven capital investment are being invested in a range of infrastructure projects to support economic regeneration including:

- East Lancashire Strategic Cycle Network (LGF1) and additional investment proposed through LGF3;
- Improved rail connectivity with Greater Manchester;
- Significant housing and employment growth;
- Strategic road network investment; and
- Step change in bus provision provided through the Pennine Reach bus rapid transit programme.

This Access Fund revenue investment programme will address the remaining access barriers which prevent residents from using improved infrastructure, therefore representing the missing piece in the jigsaw connecting people to economic opportunities. This will also generate additional value from wider infrastructure investment in East Lancashire, including significant active and public transport investment. Section B2 expands on these themes and outlines key evidence to support the strategic case for investment.

Our programme is formed of two mutually supportive packages which will drive economic growth through increased active travel. To achieve this it will build on the skills, experience, and partnerships developed through the successful delivery of previous sustainable transport projects in Lancashire (LSTF and Cycling Demonstration Towns) aligned with the economic development programmes being led by the LEP, a number of which include transport, and specifically cycling and walking investment.

Package One: Access to Skills and Employment

Whilst Blackburn is the largest town in East Lancashire the wider area comprises of numerous settlements. Building on the DfT's draft *Cycling and Walking Investment Strategy*¹⁶ this package will improve access to skills and employment through walking and cycling for shorter journeys and as part of longer multi-modal journeys. It will achieve this through targeted projects which build on established partnerships with organisations such as British Cycling, Living Streets, and Cycling UK.

We will deliver projects with Job Centre Plus and other referral organisations to employment (e.g. Bootstrap Enterprises) to **enable job seekers to overcome transport barriers to work and training**, as expanded upon in Section B2. These projects will provide resources and support for partner organisations to locally deliver targeted help to people seeking employment or training, including: bike loans; travel advice; and public transport tickets for

¹³ Lancashire Enterprise Partnership (2015) *Skills in Lancashire: A comprehensive evidence base on skills and employment*

¹⁴ Census 2011

¹⁵ Lancashire Enterprise Partnership (2014) *Lancashire Strategic Economic Plan*

¹⁶ DfT (2016) *Draft Cycling and Walking Investment Strategy*

those who have obtained interviews or placements but are struggling with the initial unaffordability of public transport.

'Customers have benefited in significant numbers from support to access transport to interviews, training, and new employment. The expertise of Connect staff has helped to demonstrate to our customers that many opportunities that might not have been immediately regarded as accessible actually were' – Mr Dave Wyllie – Work Programme Manager – Bootstrap Enterprises

(Extract from letter of support attached in Appendix D).

This programme will **provide advice and resources to improve the accessibility of key employment and skills sites** supporting the delivery of their growth and success through increased access for employees. This will include advising and supporting employers and colleges to implement measures to enable sustainable travel access to their sites. Direct support will also be provided to commuters including the provision of personalised travel advice at employment and skills sites. The programme will also provide **targeted grants** to businesses and colleges providing match funding for facilities and measures to increase active travel e.g. cycle parking, shower/changing facilities etc. acknowledging that trip end facilities can be important determinants of modal choice and accessibility, and that there are still large numbers of businesses and colleges that have not been engaged with previously. This latent demand has been identified by the business and educational communities in the

Case Study: Workplace Active Travel Challenge

The Love to Ride Challenge was run in Lancashire in 2013, 2014, and 2015. In this time it engaged with 187 employers through 2656 participants, 1285 of which were new cyclists.

Case Study: Enabling Economic Participation

The successful Connect LSTF programme in Blackburn with Darwen made travel advice and assistance available to 5,000 job seekers at local Job Centre Plus offices, 3,500 attending Bootstrap Enterprises, and a further 2,000 attending local work clubs. As a result 773 people have been assisted with travel costs to access interviews, employment, and training opportunities which they would have otherwise not been able to access. Moreover, a further 300 people have benefited from a specialised mentoring programme established to assist a smoother transition from welfare into work.

letters of support attached (Appendix D).

This programme will work with key transport operators (e.g. Northern and Transdev) to improve facilities and wayfinding at key transport interchanges **supporting multi-modal journeys that include walking and cycling**. Northern have expressed strong support in the attached letter (Appendix D) for this programme which will complement significant public transport infrastructure investment in the region, releasing valuable highway capacity and incentivise further investment. These improvements will be implemented where public and business demand has been identified.

Lancashire's successful **workplace active travel challenge** will be re-established as an important contributor to modal shift from the car, addressing congestion as a growth constraint. Following the success of this cycle challenge, a similar technique will be used to establish a new workplace walking challenge, with a targeted approach at key growth areas, industries, and colleges in East Lancashire.

Case Study: Delivering Business Growth

The Targeting Key Growth Corridors LSTF programme engaged with 200 employers with a workforce of 93,000. Active travel was encouraged, including through the targeted distribution of 172 grants in 2015/16. Over **£638,000 investment** (including £241,000 match funding from businesses) delivered cycle parking, shower/change facilities, pool bikes, lockers, and safety equipment. Slinger and Son Ltd achieved an 8% modal shift to cycling from the car after cycle parking was installed.

East Lancashire's moors and hills offer valuable green infrastructure and visitor economy assets. However, challenging gradients alongside a lack of fitness and confidence can dissuade people from getting on a bike. Evidence from the Smart e-bike project in Brighton

Case Study: Witton Park Centre of Excellence

Witton Park provides support to enable walking and cycling for residents of Blackburn, East Lancashire, and beyond. Witton Park offers a range of support including: training, instructor led rides, short circuit rides, bike maintenance courses, and a community cycling club. During 2015/16 the Witton Park Cycle Centre supported 393 individuals to walk and 1589 individuals to cycle.

shows that electric bikes help overcome barriers to cycling and provide a 20% drop in car mileage and a 59% increase in physical activity amongst users¹⁷. This project also showed that electric bikes are popular with user groups which are less likely to cycle e.g. women and older people.

Best practice will be utilised from the nearby pilot projects in Hebden Bridge and Rotherham to implement an **electric bike share project**. This will be targeted at NEETS, job seekers, those employed in high value sectors, and those undergoing a transition year to deliver improved connectivity, modal shift from the car, and increased economic participation.

Package Two: Enabling Active Travel

This package is designed to complement existing key active travel infrastructure in East Lancashire and proposed investment through LGF3 in the strategic cycling and walking network. We fully understand that sustainable transport projects provide maximum benefit when capital infrastructure is supported by effective revenue investment¹⁸. This existing and planned strategic walking and cycling network aligns with key employment areas in East Lancashire (see Figures 5 and 7 within the Strategic Case) and our investment will support the use of these routes to enable active travel to skills and employment.

We will provide practical support to **increase skills and confidence** to enable active travel journeys including cycle confidence sessions, led rides, and cycle maintenance. The previous LSTF programme delivered cycle training and maintenance to 5090 people in Lancashire. This programme will build upon previous success by targeting **cycle training** at adults and young adults to increase economic participation. This project will be carried out through our existing Centres of Excellence in East Lancashire, the Witton Park Cycle Centre, and the Steven Burke Cycle Hub. This will involve working with local community groups, partners and local champions and harnessing the enthusiasm, knowledge and skills of active travel advocates encouraging people to walk and cycle more. Additionally, by training people who are seeking employment and skills in areas such as bike maintenance we will be giving people valuable skills and qualifications to aid their search for employment.

Thaler and Sunstein's work on 'nudging' to achieve behaviour change notes the importance of providing information to dispel misconceptions about common choices we make every day¹⁹. In this case, we will be providing information and promotion which overcomes commonly held misconceptions regarding active travel (e.g. 'there aren't safe and suitable

17 Smart e-bikes project information available at: <http://www.smart-ebikes.com/>

18 Sloman L, Taylor I, Wilson A, King N, Goodwin P, Anable J, Davison S, Crawford M, Cope A and Adcock S (2014) *Finding the Optimum: Revenue / Capital Investment Balance for Sustainable Travel*, Report to Department for Transport

19 Sunstein.C and Thaler.R (2009) *Nudging: Improving Decisions about Health, Wealth and Happiness*

routes for me', 'there isn't any cycle parking'). This point is especially important in the context of significant investment in infrastructure (through LGF1&3) to improve active travel journey options we need to ensure people know about the improved connectivity on offer.

The successful **Blackburn with Darwen CONNECT website**, which already receives over 3000 unique page views per month and has 1500 Twitter subscribers, will be further developed to widen its scope and develop a one-stop shop for travel information and journey planning across East Lancashire. Investment in this resource builds on previous investment under LSTF and will also compliment further development of the bespoke cycling and walking information on the Visit Lancashire website. We will also deliver **targeted promotion of active travel infrastructure** which has been identified as providing access to specific employment and skills sites, including the development of the East Lancashire strategic cycle network.

Case Study: Transformational environments that promote active travel - Padiham Greenway, Burnley

This former railway in an area suffering from deprivation has been transformed to deliver links to jobs and skills, reduced anti-social behaviour, and increased property prices. In the two years after construction a 69% increase in cycling was recorded, however we can deliver higher usage through complementary provision of information and promotion. The route has won a national award for 'best transformation of land' and a European Greenway Award.



East Lancashire has ambitious plans to further develop active travel accessibility and infrastructure. This programme will deliver audits of local routes which connect employment and skills sites to the strategic walking and cycling network. We will **identify and deliver small-scale interventions which address specific barriers to active travel**. Prioritised interventions will be implemented as part of this programme utilising a mix of revenue and capital funding as appropriate. Capital funding will be sourced from a mixture of Local Growth Fund, Local Transport Plan, and planning obligations committed under Section 106 where applicable. Audit recommendations will be delivered within the Access Fund funding period to ensure benefits feed into the outputs/outcomes of this programme.

Packages Summary and Projected Impacts

The projects contained in these packages are summarised in Table 3 and Table 4 below alongside the projected impacts of investment. The Programme Plan included as Appendix C specifies the tasks and timeframes forming the programme.

Each project in this programme addresses all four of the Access Fund's primary and secondary objectives:

- ✓ Support the economy by supporting access to new and existing employment, education, and training;

- ✓ Promote increased levels physical activity through walking and cycling;
- ✓ Contribute to carbon emissions and air quality improvements; and
- ✓ Reduce traffic congestion through the provision of travel choice.

Table 2 Package One Summary – Access to Skills and Employment

Project	Activities	Impacts
Working in partnership with Job Centre Plus and other employment referral agencies to implement measures enabling job seekers to overcome transport barriers to work and training.	<ul style="list-style-type: none"> • Bike loan back to work project; • Targeted provision of travel advice; and • Assistance for job seekers with the initial unaffordability of public transport tickets. 	<ul style="list-style-type: none"> • Make travel assistance available to 10,000 job seekers per year. • Directly support 1,200 job seekers to access employment or training. • Provide cycle loan to 250 individuals.
Supporting key employment and skills sites to implement measures to improve accessibility through active travel and multi-modal journeys.	<ul style="list-style-type: none"> • Business / college wide travel advice and support to help people walk, cycle, use public transport, and car share; • Targeted personalised travel advice; and • Provide match funded grants to businesses and colleges to provide active travel facilities. 	<ul style="list-style-type: none"> • Support 5 colleges with 25,000 students and 1,500 employers. • Support 200 employers and a workforce of 100,000. • Provide 3000 personalised travel plans. • Provide cycle loan to 250 individuals. • Provide grants totalling £150,000 to business/colleges.
Workplace / college active travel challenges to encourage modal shift as a way of reducing congestion and improving accessibility. This will build on previously successful engagement and will be promoted by business and education partners.	<ul style="list-style-type: none"> • Workplace cycle challenge will be delivered with targeted promotion in East Lancashire. • A workplace walking challenge will be delivered with targeted promotion in East Lancashire. 	<ul style="list-style-type: none"> • Engaging 200 employers, 4000 participants, and 1500 new cyclists.
Improving and enhancing active travel wayfinding and facilities at key transport interchanges, including rail stations and new bus stations delivered through Pennine Reach	<ul style="list-style-type: none"> • Improved walking and cycling wayfinding at and around interchanges; and • Improved facilities e.g. secure cycle parking, changing areas etc. 	<ul style="list-style-type: none"> • Deliver targeted improvements to at least 6 rail stations and 2 new bus stations at Accrington and Blackburn.
Electric bike share project aimed at NEETs, job seekers, high value employees, and those about to undergo a transition from education to further skills training/employment	<ul style="list-style-type: none"> • Targeted loans of electric bikes. 	<ul style="list-style-type: none"> • Provide electric bike hire to 400 people

Table 3: Package Two Summary – Enabling Active Travel

Project	Activities	Impacts
Increasing active travel confidence and skills linked to improving our existing centres of excellence (e.g. Witton Park and the Steven Burke Cycle Hub	<ul style="list-style-type: none"> • Targeted delivery of cycle training, led rides/walks, basic cycle maintenance to those that are economically inactive and those in transition years e.g. school to college; • Further develop the service offer from our existing centres of excellence such as Witton Park and 	<ul style="list-style-type: none"> • Provide cycle training to 500 adults / post 16 students. • Support volunteers to lead rides and walks to increase access to employment/training with 10,000 attendances. • Provide basic cycling

	the Steven Burke Cycle Hub	<p>maintenance skills sessions to 1000 adults / post 16 students</p> <ul style="list-style-type: none"> • Work with British Cycling and Living Streets to identify 50 Community Champions
Promotion of active travel infrastructure which supports improved access to employment and skills opportunities.	<ul style="list-style-type: none"> • Targeted promotion of active travel infrastructure which has been identified as directly improving access to specific jobs and skills locations. 	<ul style="list-style-type: none"> • Contribution to increase in numbers of people walking and cycling to employment/skills (and related reduction in car km) as included in economic analysis – see scheme pro forma and methodology note
Improving the Blackburn with Darwen Connect self-service information portal to provide a one-stop shop for travel information and planning across East Lancashire.	<ul style="list-style-type: none"> • Extending the scope of the CONNECT website to cover East Lancashire; and • Delivering more information supporting both local active travel and longer multi-modal journeys. 	<ul style="list-style-type: none"> • Increase the CONNECT website page views and social media followers by 200%.
Audits of routes to inform and deliver prioritised interventions to address route based barriers to employment and skills sites from the strategic walking and cycling network.	<ul style="list-style-type: none"> • Audits of routes to produce recommended measures to address barriers to accessing skills and employment 	<ul style="list-style-type: none"> • 5 route audits to be conducted with recommended measures to be implemented within Access Fund period. • Contribution to increase in numbers of people walking and cycling to employment/skills (and related reduction in car km) as included in economic analysis – see scheme pro forma and methodology note

Our ambition does not stop at East Lancashire and as part of the *Draft Lancashire Walking and Cycling Strategy 2016–2026*²⁰ we will use other funding sources to transfer best practice and structures developed by Access Fund projects to other areas of Lancashire to achieve our wider ambitions.

In some cases projects included within this bid, although focussed and tailored to East Lancashire, will also offer benefits across the wider Lancashire area (e.g. web resources, communications). We will maximise wider benefits in this way, however only in circumstances in which there is no detriment (cost or hindrance) to achieving Access Fund outcomes in East Lancashire.

B2. The Strategic Case

Introduction

²⁰ Lancashire County Council (2016) *Cycling and Walking Strategy*, available at: <http://www.lancashire.gov.uk/council/get-involved/consultations.aspx>

Lancashire has one of the largest economies in Northern England, valued at over £25 billion²¹. Lancashire is a large area with a diverse geography which has experienced sustained economic growth in the last decade. However, much of this growth has been concentrated in Lancaster and Preston. Consequently, county wide performance, and particularly the performance of East Lancashire, lags behind that of the UK and neighbouring city regions, with Lancashire's GVA per capita being only 77% of the UK average²².

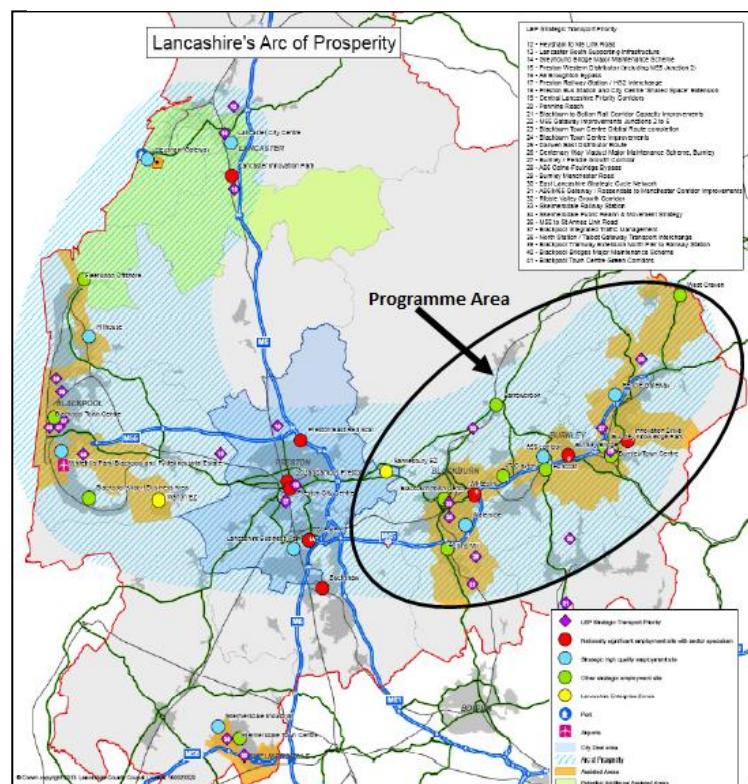
The severe impacts of industrial decline in East Lancashire have been exacerbated by poor connectivity. Historically, there has been an underinvestment in Lancashire's critical transport infrastructure which is estimated to account for one-quarter of Lancashire's current economic gap with the rest of the UK²³. Subsequently, East Lancashire's residents have less access to high quality employment opportunities in comparison to the nearby city regions.

East Lancashire's past under performance is being addressed with the LEP driving significant investment in East Lancashire to deliver economic growth, including £130m in transport infrastructure²⁴. These ambitious plans for growth will be further developed through the establishment of a Lancashire Combined Authority, the establishment of which will ensure Lancashire can become a significant player in Transport for the North and fulfil its potential in terms of the delivery of the Northern Powerhouse. This bid has been developed in consultation with all Local Transport Authorities.

Committed capital infrastructure investment by the LEP in the strategic cycle network and previous successful LSTF projects are recognised as opportunities that need to be exploited across East Lancashire. This programme forms a significant supporting element to the county wide approach that will be implemented in the draft *Lancashire Cycling and Walking Investment Strategy*²⁵.

There is a renewed confidence in East Lancashire. Blackburn is a key gateway to the Preston and Greater Manchester City Regions; Burnley has been identified as one of the UK's most Enterprising Areas; and Pendle has the largest concentration of employment in

Figure 2: Lancashire LEP's Arc of Prosperity



21 Lancashire Enterprise Partnership (2016) *Lancashire as part of a connected and productive Northern Powerhouse*

22 Oxford Economic (2013) *Economic Forecasts for Lancashire*

23 Lancashire Enterprise Partnership (2014) *Lancashire Strategic Economic Plan*

24 Lancashire County Council and Blackburn with Darwen Borough Council (2014) *East Lancashire Highways and Transport Masterplan*

25 Lancashire County Council (2016) *Lancashire Cycling and Walking Investment Strategy*, available at:

<http://www.lancashire.gov.uk/council/get-involved/consultations.aspx>

advanced manufacturing in England²⁶. The success of these areas will be directly supported by this programme, alongside other investment in infrastructure, to capitalise on their proximity to the M65 Growth Corridor and East Lancashire's strategic location situated between key city regions within the Northern Powerhouse.

The importance of the M65 Growth Corridor is identified in the Lancashire Strategic Economic Plan and forms a key part of plans for growth along Lancashire's Arc of Prosperity (Figure 2). Coupled with LEP driven infrastructure investment, our Access Fund revenue programme will address transport access barriers to achieving East Lancashire's economic and quality of life ambitions.

Samlesbury Advanced Manufacturing and Engineering Enterprise Zone

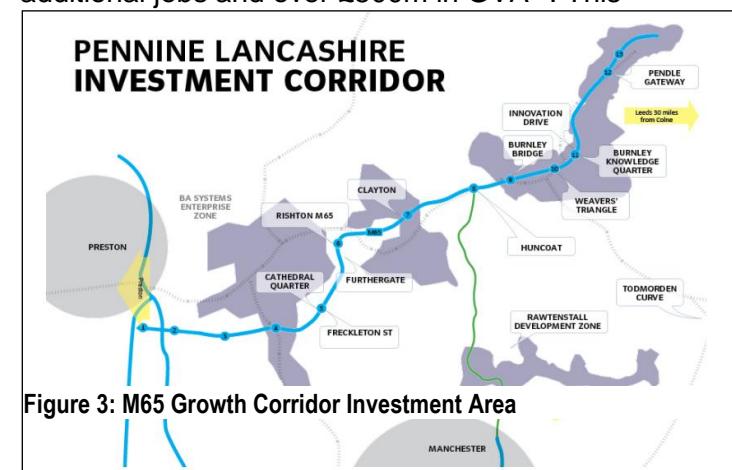
This nationally important site is located adjacent to BAE System's site. BAE Systems Training Academy is currently under construction with completion due autumn 2016. The Academy will inspire a new generation of manufacturers, technologists, and engineers who will lead Lancashire's and the UK's advanced manufacturing capabilities. The national importance of the Samlesbury site is underlined by plans to develop a national High Value Manufacturing Catapult.

Access Fund Objective: Evidence that the bid will support the economy by supporting access to new and existing employment, education and training

Economic Regeneration – Employment

Manufacturing remains at the core of East Lancashire's economy. High value advanced manufacturing located along the M65 Growth Corridor forms a key part of Lancashire's industrial corridor. The M65 Growth Corridor, as seen in Figure 3, forms the economic spine of East Lancashire and supports, along with the principal urban towns, 80% of sub-regional jobs²⁷. Development of key employment sites along the M65 Growth Corridor has the potential to generate over 20,000²⁸ additional jobs and over £500m in GVA²⁹. This programme will contribute to East Lancashire's significant growth potential through the delivery of improved connectivity facilitating M65 Growth Corridor expansion.

A number of high-value global manufacturers have significant operations based in East Lancashire. These companies continue to heavily re-invest in their local operations and contribute to economic growth. This programme will support major employers and others to improve the accessibility of their sites and reduce barriers to employment and skills for significant portions of the local population. East Lancashire's manufacturing sector in particular has been identified for targeted support through this programme due to its high-value high-skilled nature characterised by earnings in excess of £36,000 per annum, which



26 Lancashire Enterprise Partnership (2014) *Lancashire Strategic Economic Plan*

27 Lancashire Enterprise Partnership (2014) *Lancashire Strategic Economic Plan*

28 Pennine Lancashire (2016) *Pennine Lancashire Growth and Prosperity Plan 2016 – 2032* *(incorporating additional data for the Samlesbury Enterprise Zone)

29 Ekosgen (2014) *Economic Impact Forecasts for Lancashire Employment Sites*

is significantly higher than national and regional averages³⁰. Engagement with the manufacturing sector will be facilitated by the LEP, Chamber of Commerce, and existing delivery relationships.

The development of the Samlesbury Enterprise Zone is expected to create 6,000 jobs, plus up to 7,000 more in the local supply chain³¹. This will have a significant local impact due to East Lancashire's strong links within the aerospace industry supply chain. BAE System's national centre of high-value manufacturing activity already employs 12,000 people within Lancashire³² and acts as a major trip attractor. Our programme will work with site developers and major employers to address a number of active and multi-modal transport barriers to the Enterprise Zone resulting from its semi-rural location. This improved accessibility will ensure that all residents have access to the step change in skills and employment on offer. The business community's support and demand for this investment is demonstrated by the range of organisations that have provided letters of support for this programme (Appendix D).

Economic Regeneration – Skills

In order to deliver a step change in productivity, East Lancashire's workforce must possess the skills required by growth employment sectors. Achieving this will require a reduction in the outflow of skilled workers from East Lancashire and an increase in local skills levels. This programme, alongside significant LEP driven investment, will contribute to achieving this through improving the accessibility of post 16 education colleges.

Figure 4: Burnley's Knowledge Quarter

Lancashire is the only LEP area where all further education colleges and training providers are recognised as good or outstanding by OFSTED³³. East Lancashire has five colleges: Blackburn College, Accrington and Rossendale College, Burnley College, Nelson and Colne College, and UCLan Burnley Campus. With a combined 25,000 students and 1500 employees the further education sector is a major regional asset and plays a prominent role in East Lancashire's economy.

The opportunities presented by improved connectivity linking people, skills, and jobs to boost economic growth can be seen in Burnley's Knowledge Quarter, shown in Figure 4. This regionally significant development houses the £84 million University of Central Lancashire and Burnley College campus, as well as the Burnley Knowledge Park which recently received £1.7 million of LEP funding kick-starting the delivery of 130,000 sq.ft of B1 development with a focus on advanced engineering, manufacturing, and digital and knowledge industries. The colocation of



30 Lancashire Enterprise Partnership (2013) *Pennine Lancashire Investment Plan*

31 Lancashire Enterprise Partnership (2015) *Skills in Lancashire: A comprehensive evidence base on skills and employment*

32 Lancashire Enterprise Partnership (2014) *Lancashire Strategic Economic Plan*

33 Lancashire Enterprise Partnership (2014) *Lancashire Strategic Economic Plan*

these regionally important skills and employment sites will support cross-fertilisation around business start-ups, skills, and knowledge transfer.

Burnley's Knowledge Quarter is located within walking distance of town centre amenities, Burnley's Central Station, Burnley's Manchester Road Station, and Burnley's Bus Station. It has recently benefitted from over £3.3 million investment in public realm improvements providing widened footways, cycle facilities, public art, and a new pedestrian footbridge. This programme will directly engage with students and employees to ensure that this infrastructure delivers best value through increased multi-modal accessibility.

Capitalising on Infrastructure Investment

Transport has always supported East Lancashire's economy. The Leeds to Liverpool Canal and the railway network helped position its historic towns at the forefront of the industrial revolution due to proximity to the major ports and markets in the North. East Lancashire still benefits from this strategic location and is subsequently well placed to support the emergence of the Northern Powerhouse.

Complementary investment that will support the outcome of this programme includes the East Lancashire Strategic Cycle Network. Construction is underway and once complete will deliver a step change in active travel accessibility by linking 289ha of housing area, 197 ha of employment area, 15 leisure sites, and 156 schools and skills sites. The strong links between the cycle network and development sites can be seen in Figure 5 showing the Weavers Wheel shared use network in Blackburn and its links with current and proposed

Case Study: Access to skills

Blackburn College has 15000 students and employs 1500 staff. The CONNECT project engaged with students and staff during 2015 to deliver cycle training to 450 people and produce over a 1000 personalised travel plans. This supported improved accessibility allowing Blackburn College to capitalise on the town centre location and recent infrastructure investment, leading to the college establishing a cycle club in partnership with British Cycling.

development.

The significant investment in active travel facilities indicates East Lancashire's ambition and commitment to support economic growth through active travel. This programme will provide revenue support and targeted promotion of strategic infrastructure. This approach is evidence based and supported by economic analysis stating that for every £1 invested in the East Lancashire Strategic Cycle Network there is a projected £2.80 benefit³⁴. This Access Fund revenue programme will achieve further benefits (as outlined in Section B3) and achieve best value from infrastructure investment.

³⁴ Lancashire Enterprise Partnership (2015) *East Lancashire Strategic Cycleway Network: Strategic Outline Business Case*

East Lancashire is benefiting from significant transport infrastructure investment to create a

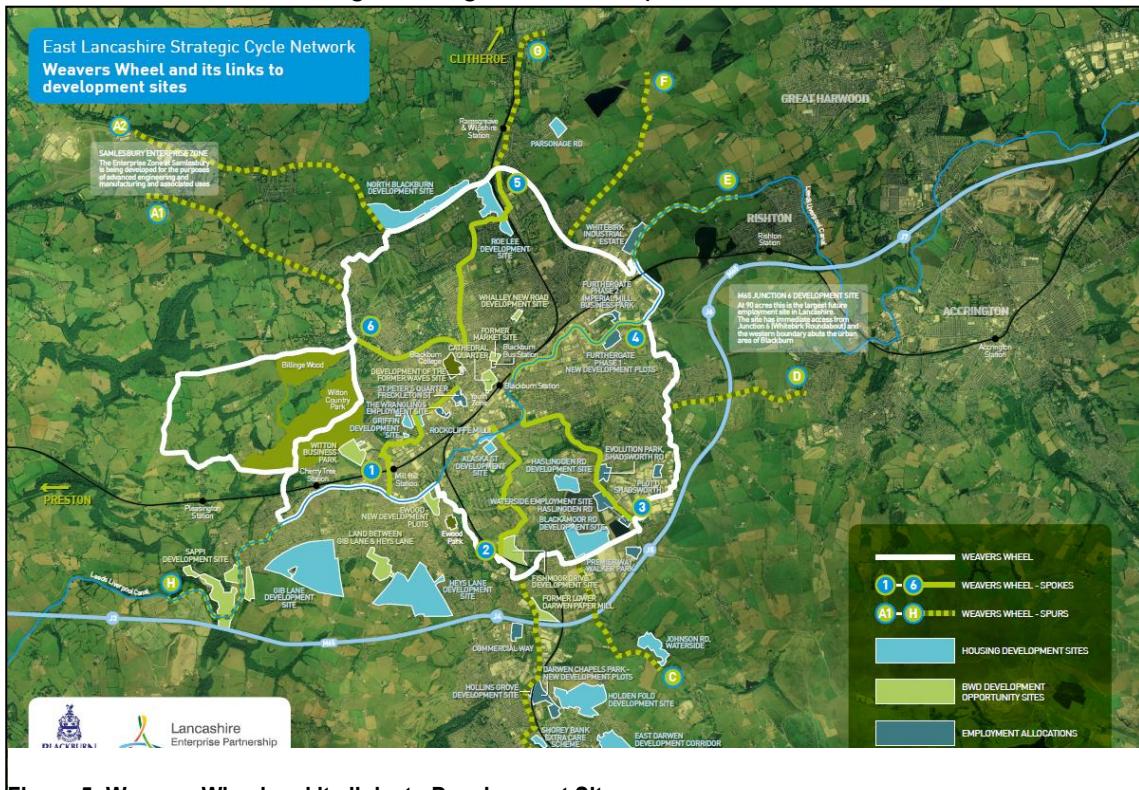


Figure 5: Weavers Wheel and its links to Development Sites

multimodal network which provides access to local destinations and also adjacent city regions. Significant strategic transport improvements are being driven by the LEP in East Lancashire. The following schemes are currently being implemented and will be complemented by this programme to deliver a step change in active travel access:

- **East Lancashire Strategic Cycle Network:** £5.85 million investment currently underway to provide 23km of new and 95km of improved routes to key employment sites, shops, schools, and colleges by April 2019.
- Improved rail connectivity: recent investment includes the reintroduction of the **Todmorden Curve** allowing direct services between Blackburn and Manchester Victoria via Burnley, the extension of the Darwen passing loop to provide the capacity to deliver an enhanced service frequency between Blackburn and Manchester via Bolton and **major investment at local stations, including Burnley's Manchester Road Station;** and
- **Pennine Reach:** £40 million bus rapid transit investment improving services in East Lancashire along the Accrington – Blackburn – Darwen corridor and linking in with east-west and north-south railway lines. This investment included the development of **new bus stations at Accrington and Blackburn.**

The LEP however remains ambitious for additional investment in East Lancashire over and above the committed investment identified above. Two major schemes in East Lancashire with significant transport elements have been identified for implementation under Local Growth Fund 3:

- **North West Burnley Growth Corridor:** £9.5 million investment delivering housing and jobs growth including a **£2 million capital bid for DfT Access Fund** capital contained in the LGF to deliver an extension to the East Lancashire Strategic Cycle Network;
- **Pennine Gateway:** **£190 million development and up to 3,000 jobs** will be unlocked through infrastructure improvements at three main gateways to Blackburn from the M65

at Junctions 4, 5, and 6. The proposal also supports the high value expansion of Blackburn Hospital into a university teaching centre. This proposal supports the **M65 as East Lancashire's primary growth corridor** and incentivises further strategic road network investment.

This Access Fund revenue investment programme will address the remaining access barriers which prevent residents from using improved infrastructure, therefore representing the missing piece in the jigsaw to connect people to economic opportunities.

Addressing Barriers to Economic Regeneration

Both Lancashire's public and private sectors recognise the importance of addressing barriers to delivery of the ambitious growth planned for the M65 Growth Corridor. Our Access Fund revenue projects will break down the remaining barriers to accessing skills and employment.

Barrier One – Transport Poverty

East Lancashire has a long history of economic success founded on industrial excellence. However, the decline in mass textile production combined with poor connectivity has resulted in economic underperformance and pockets of entrenched deprivation and unemployment. This programme will increase accessibility and reduce affordability barriers to employment and skills.

One in ten economically active residents of East Lancashire is unemployed with over 6,000 people claiming Jobseekers Allowance. The number of claimants remains almost unchanged from 2005³⁵ signalling structural barriers to employment. Across East Lancashire:

- The male employment rate is 9% lower than England (minus London); and
- The female employment is 7% lower than England (minus London).

This low employment rate is evidence of both a shortage of jobs locally and barriers to out-commuting. Across East Lancashire the average gross weekly pay of residents is well below the North West average in all districts except Ribble Valley³⁶. Low employment levels and low wages are reflected in significant population decline and the loss of younger workers through a 'brain drain'. Census 2011 data shows that 60.5% of East Lancashire's population live in conditions described as deprived.

Research has shown that access to reliable and affordable transport can mean the difference between working and being locked

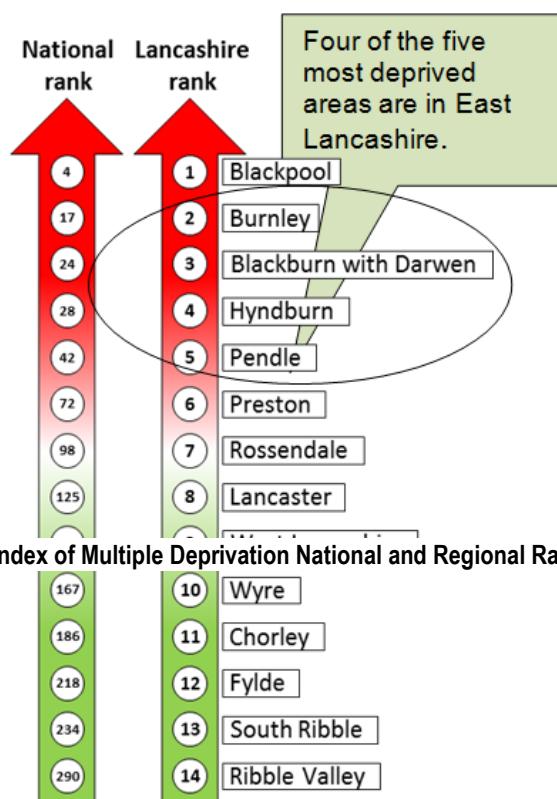


Figure 6: Index of Multiple Deprivation National and Regional Rank

35 Ekosgen (2016) *Skills in Lancashire*

36 Lancashire Enterprise Partnership (2015) *Skills in Lancashire: A comprehensive evidence base on skills and employment*

in welfare dependency³⁷. Our programme will address travel barriers to work and skills opportunities in East Lancashire and the wider region.

Unaffordability of transport, including the high fixed costs associated with owning a car and lack of affordable public transport provision restricts economic participation in areas of East Lancashire. Lack of availability of transport is a significant barrier to growth in East Lancashire where 26.5% of the workplace population has no access to a car³⁸.

Many key employment sites aren't currently directly served by bus, but can be accessed by cycle, cycle/public transport, or car/taxi share. Figure 7 shows current and proposed business sites in relation to the existing and planned cycle network in East Lancashire. The vast majority of businesses are located within 1km of cycle facilities. As such, on average across East Lancashire 61% of the economically active local population in receipt of job seekers allowance can access employment centres by cycling³⁹.

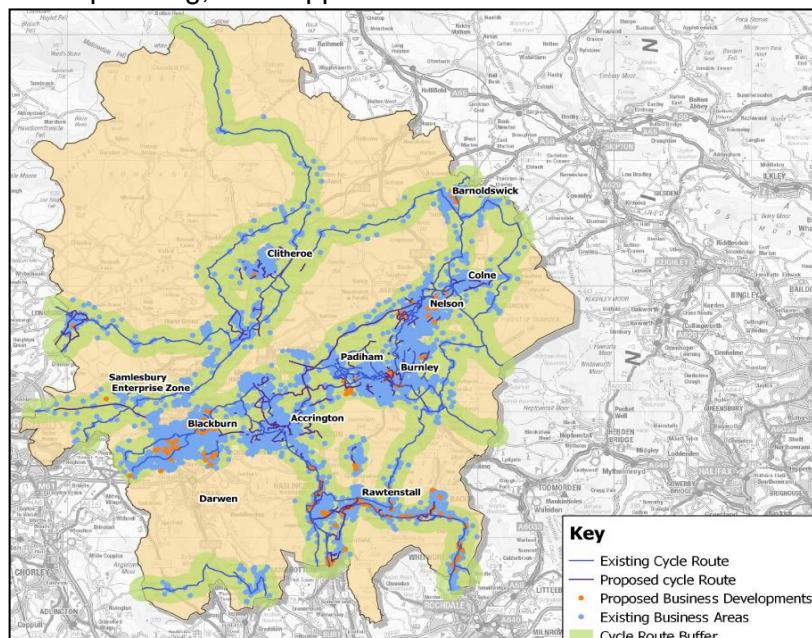
Through targeted promotion, travel planning, and support for infrastructure investment this programme will enable people to access employment and skills by active travel including as part of longer multi-modal journeys.

Barrier Two – Decentralised Geography

East Lancashire has a decentralised and dispersed spatial structure consisting of towns of various sizes, with the main urban areas and development located along the M65 Growth Corridor.

The impact of this geography is compounded by East Lancashire's industrial heritage and strong rural economy to create a distributed employment pattern and subsequent dislocation between areas of housing and employment⁴⁰. Therefore, the delivery of improved active travel accessibility and particularly improved facilities at key transport interchanges is vital to provide door to door connectivity.

Local journeys play a vital role in accessing jobs and skills. 59.5% of East Lancashire's workplace population travels less than 10km to work, and within this travel distance segment 62.4% of trips are by car, 1.6% by bike, and 17.2% on foot⁴¹. These figures show East Lancashire's latent potential for modal shift supporting additional employment development along the M65 Growth Corridor. This programme will increase the use of existing infrastructure through the provision of promotion, cycles, training, and information and support flexible and multimodal access to dispersed local jobs and skills sites in East Lancashire.



37 National Centre for Social Research (2003) *Easing the transition into work*

38 Census 2011

39 Lancashire Enterprise Partnership (2015) *East Lancashire Strategic Cycleway Network: Strategic Outline Business Case*

40 Rossendale Borough Council (2008) *Pennine Lancashire Housing Strategy*

41 Census 2011



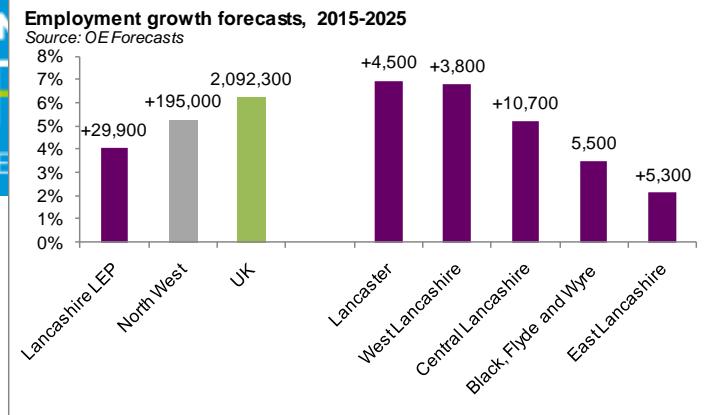
Figure 8: Blackburn with Darwen CONNECT Website Logo

Barrier Three – The Skills Gap

East Lancashire does not currently possess the workforce required to support the sustained economic growth envisioned for the area. The LEP has recognised the need to address an ageing workforce and stop the talent drain of younger workers and has set ambitious targets around increased skill levels as a means of delivering reduced unemployment and higher productivity⁴². This includes the development of best in class apprenticeships and graduate retention programmes in partnership with East Lancashire's high quality colleges. This programme will increase access to this improved education/training offer and ensure that East Lancashire's relatively young population provide the ready supply of skilled workforce required by industry.

There is also the need to improve the performance of school students in East Lancashire. The percentage of 19 year olds attaining Level 2, including English and Maths is much lower than the national average, with 36% in Blackburn with Darwen and 30% in Lancashire not achieving Level 2 including English and Maths by the age of 19⁴³, leaving a significant proportion of our young people ill-equipped for success.

Academic underachievement in East Lancashire is exacerbated by the fact that 44% of East Lancashire's learners travel to skills and training sites outside of their home local authority⁴⁴. At present multi-modal journeys are difficult, representing barriers to access and exacerbating congestion. Linking back to Barrier One (Transport Poverty) the cost of travel to skills sites is also an issue in East Lancashire due to high levels of deprivation. Through substantial support, including match funded facilities investment, personalised travel planning, and the provision of training and cycles, this programme will improve multi-modal accessibility of East Lancashire's colleges and skills sites, achieving significant modal shift to walking and cycling as outlined in Section B3.



Barrier Four – Lack of Productivity

Productivity has been a long term challenge in East Lancashire. In 2012 the level of Gross Value Added (GVA) per full time employee was under £50,000, equivalent to 83% of the national average. In Blackburn with Darwen productivity is equivalent to just 74% of the

42 Lancashire Economic Partnership (2016) *The Lancashire Skills and Employment Strategic Framework 2016 - 2021*

43 Ekosgen (2016) *Skills in Lancashire*

44 Ekosgen (2016) *Skills in Lancashire*

national average⁴⁵. This lack of productivity is compounded by high unemployment with over 6,000 people claiming Jobseekers Allowance in East Lancashire.

Current forecasts predict a substantially slower rate of employment growth in East Lancashire than Lancashire, the North West, or the UK, as seen in Figure 9. This indicates the strategic need for this programme which will align with other significant LEP driven investment to address barriers to accessing employment and skills, resulting in increased productivity in the M65 Growth Corridor and across the sub-region.

East Lancashire has a relatively young population and houses 332,000 working age residents⁴⁶, which is the highest number across all of Lancashire's sub-regions. The large number of potentially economically active residents highlights the scale of economic opportunity the sub-region loses through significant economic underperformance.

Access Fund Objective: Actively promote increased levels of physical activity through walking and cycling

Lancashire is committed to delivering a step change in the levels of people walking and cycling. Building on success through previous LSTF/Cycling Demonstration Town projects and significant capital investment, the draft *Lancashire Cycling and Walking Strategy*⁴⁷ sets ambitious targets which align with the objectives of the DfT's Access Fund and the *National Cycling and Walking Investment Strategy*.

These targets include:

- Doubling the number of people cycling by 2026;
- Increasing the number of people walking by 10% by 2026 with a focus on increasing the percentage of children aged 5 – 10 usually walking to school; and
- Bringing levels of physical activity in all districts to at least the national average by 2026.

Residents of East Lancashire suffer from poor health with the life expectancy of both males and females significantly lower than both the Lancashire and national averages. Indeed, Burnley, Hyndburn, and Pendle all fall within the bottom 10% nationally in terms of male life expectancy, with Burnley reporting the third lowest male life expectancy out of all the local and unitary authorities in England⁴⁸. Physical inactivity in East Lancashire is a key contributory factor to levels of poor health; Blackburn with Darwen is ranked 143rd and Lancashire 103rd out of 150 local authorities in terms of the inactivity of residents, with a combined cost of approximately £44 million per annum⁴⁹.

Physical inactivity is described by the Department of Health as a "silent killer"⁵⁰. The link between deprivation and insufficient physical activity is well established, as shown in Graph 1. This is relevant for this programme as four out of five of the most deprived wards in Lancashire are in East Lancashire⁵¹. In the Active People Survey in Blackburn with Darwen 52% of people stated they had done no physical activity within the past 28 days⁵². As such

45 Lancashire Enterprise Partnership (2015) *Skills in Lancashire: A comprehensive evidence base on skills and employment*

46 Lancashire Enterprise Partnership (2015) *Skills in Lancashire: A comprehensive evidence base on skills and employment*

47 Lancashire County Council (2016) *Cycling and Walking Strategy*, available at: <http://www.lancashire.gov.uk/council/get-involved/consultations.aspx>

48 Lancashire County Council (2014) Joint Strategic Needs Assessment Data, available at:

<http://www.lancashire.gov.uk/lancashire-insight/health-and-care/health-inequalities/life-expectancy.aspx>

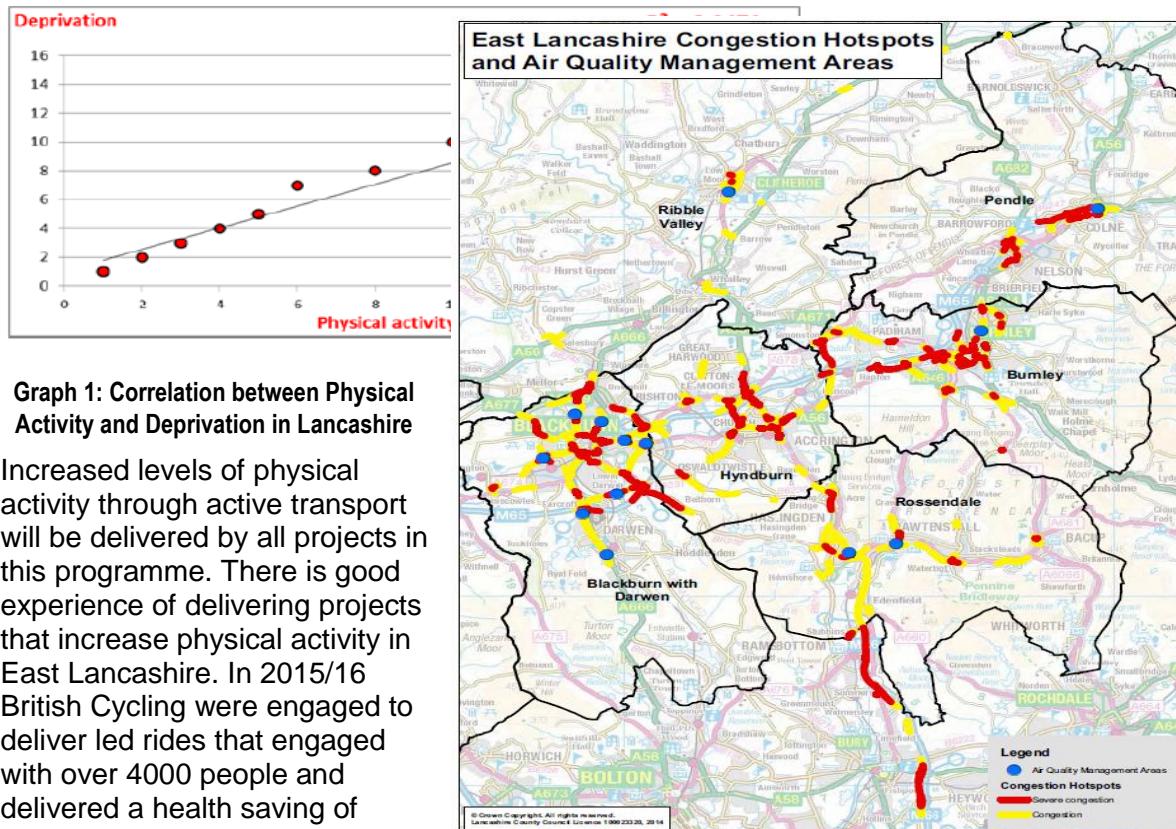
49 UK Active (2014) *Turning the Tide on Inactivity*

50 Physical Activity Epidemiology, By Rod K. Dishman, Gregory Heath, I-Min Lee, Human kinetics, 2012

51 Census 2011

52 Active People Survey 7

there is a well-established need for this programme to improve public health through increased physical activity as a result of walking and cycling uplift in East Lancashire.



Increased levels of physical activity through active transport will be delivered by all projects in this programme. There is good experience of delivering projects that increase physical activity in East Lancashire. In 2015/16 British Cycling were engaged to deliver led rides that engaged with over 4000 people and delivered a health saving of £310,000 through increased physical activity. Research on the impact of the East Lancashire Strategic Cycle Network (assuming no revenue investment) has shown that the network will give health benefits alone valued at nearly £3m by 2024⁵³. This programme will deliver a substantial step change in levels of cycling and walking with health benefits valued at **£5.43 million**, as discussed in Section B3. This programme will also promote use of the East Lancashire Strategic Cycle Network and existing infrastructure.

Increased physical activity will bring health and societal benefits but research shows that businesses also accrue direct benefits; actively promoting healthier travel options in the workplace can reduce absenteeism by up to 20%⁵⁴.

Access Fund Objective: Demonstration of an understanding around how transport contributes to carbon emissions and air quality levels, and provision of clear solutions

As Lancastrians we are proud of our environment and increased walking and cycling can reduce carbon emissions, improve local air quality, and make our public spaces more welcoming and attractive.

Total carbon dioxide emissions in Lancashire in 2008 were estimated at 9.75 million tonnes. This represented 17% of the North West total of 57.4 million tonnes and almost 2% of the

53 Lancashire Enterprise Partnership (2015) East Lancashire Strategic Cycleway network: Strategic Outline Business Case

54 National Institute for Health and Clinical Excellence (2008) *Promoting Physical Activity in the Workplace*

UK total. Overall, 28.37% of Lancashire emissions are attributable to road transport⁵⁵ with petrol and diesel motor vehicles emitting a wide variety of pollutants. Congested urban areas and motorways generate the bulk of transport emissions in East Lancashire. The correlation between congestion and poor air quality, as identified through the establishment of an Air Quality Management Area, is clearly shown in Figure 10 in East Lancashire and the M65 Growth Corridor in particular.

Aside from harming the natural environment air pollution also severely impacts human health. It is estimated that 540 deaths per year occur in Lancashire as a result of poor air quality, with 243 in the five East Lancashire Districts plus Blackburn with Darwen⁵⁶. Minimising demand for motorised transport and modal shift towards active modes is therefore critical both to reducing the carbon emissions of current travel and to mitigating the increasing demand for travel.

There is a clear requirement for the transport system to reduce its emissions. This is reflected in Local Transport Plan 3 strategies and the East Lancashire Transport Masterplan with two of its five aims directly relating to support for active and sustainable transport, and improved air quality. The implementation of this programme will also contribute to the achievement of Air Quality Action Plans across Lancashire.

This programme will deliver significant modal shift from the car to walking and cycling as described in Section B3, whilst also delivering more efficient use of motorised transport through car sharing and car clubs for example. In particular this programme will focus on East Lancashire's main urban areas and the M65 Growth Corridor and, as such, will result in improvements to air quality and reduced carbon emissions.

Access Fund Objective: Reduced traffic congestion through providing people travel choices

Traffic congestion is a significant constraint to the delivery of development that will create jobs and growth. Traffic congestion and delay are characterised by slower speeds, longer trip times, and increased queuing. Such characteristics indicate that traffic demand is greater than the available capacity of the road network.

Figure 11 below highlights the scale of traffic congestion and how this is concentrated in the main urban areas and key junctions of the M65 in East Lancashire. The LEP and Lancashire Local Authorities are committed to reducing congestion through increased levels of active travel. This commitment is shown through:

- The LEP's forthcoming *Active Travel Strategy*;
- The Lancashire Draft *Cycling and Walking Strategy*⁵⁷;
- Investment in strategic cycle routes within Local Transport Plans and under Local Growth Fund 1 and included within the LEP's ask for LGF3;
- Development of numerous Centres of Excellence delivering cycling and walking activities such as Witton Country Park; and
- Strong track record of delivering increased active travel as part of LSTF and Cycle Demonstration projects.

55 DfT (2013) available at: <http://www.dft.gov.uk/vca/fcb/cars-and-carbon-dioxide.asp>

56 Public Health England (2014) *Estimating Local Mortality Burdens associated with Particulate Air Pollution*

57 Lancashire County Council (2016) *Cycling and Walking Strategy*, available at: <http://www.lancashire.gov.uk/council/get-involved/consultations.aspx>

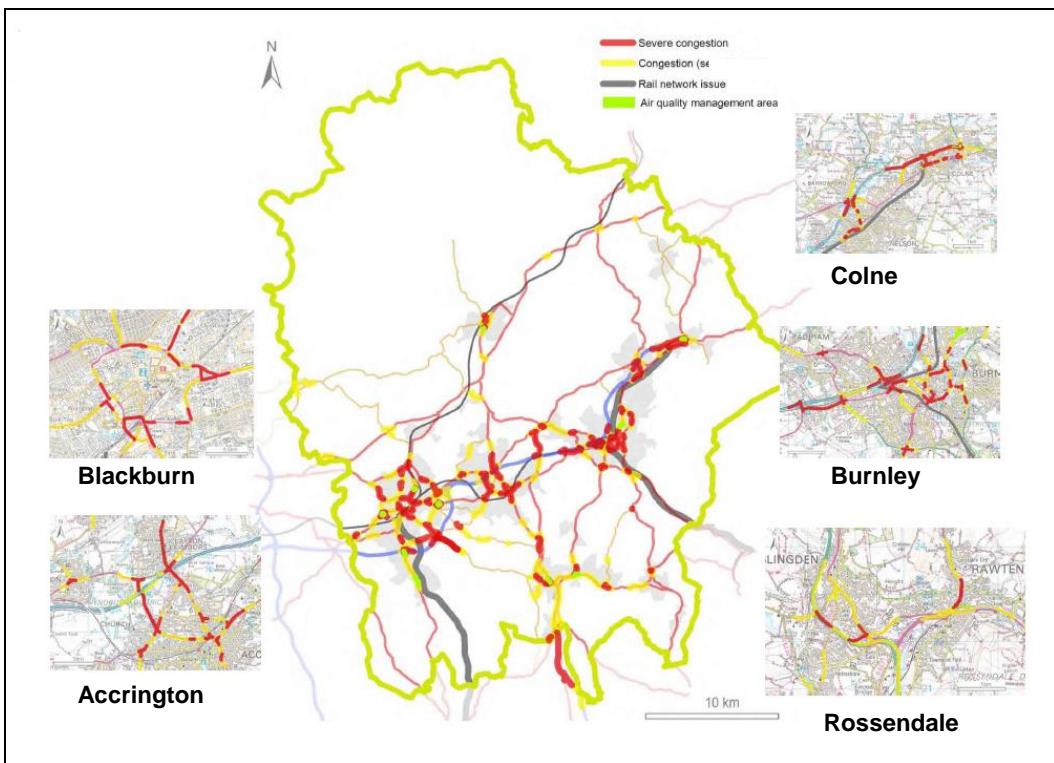


Figure 11: Congestion in East Lancashire's Main Urban Areas

DfT research states that revenue measures, including business engagement can produce extremely good results in terms of modal shift with vehicle trip reduction rates of around 18%⁵⁸. Subsequently, active travel forms a key part of Lancashire's Strategic Economic Plan priorities for the next twenty years, as complementary to other transformational transport interventions and investment addressing existing north/south and east/west road and rail constraints.

Development of the East Lancashire strategic cycle and walking network supported through this programme will reduce congestion and facilitate economic growth. This programme and associated investment will increase travel choice and reduce congestion. The potential impact of this programme in terms of reducing car kilometres, particularly within key growth areas (see Figure 7) is strong and is demonstrated in Section B3.

B3. The Economic Case – Value for Money

The impact of the scheme in respect of economic, environmental, social, and distributional impacts has been assessed with the key impacts shown in Table 3.

The analysis assumes that the programme will be implemented by April 2020, with the full impacts outlined below being felt by this date. More detailed information and a description of the methodology is attached in the Scheme Impact Pro-forma (Appendix A) and the Economic Appraisal Note (Appendix B).

Table 5: Economic Impacts

Outcome	Impact	Reason	Evidence
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58 DfT (2005) *Smarter Choices: changing the way we travel*

Increased uptake in cycling	Positive	Increased promotion and support for cycling options to employment and skills sites.	We would expect a 171% uplift in the number of cyclists commuting on the network, based on the anticipated modal shift away from cars throughout East Lancashire (albeit from a low baseline of approximately 1.6% within 2011 Census data).
Increased uptake in walking	Positive	Increased promotion and support for walking options to employment and skills sites.	We would anticipate a 11% increase in the number of individuals walking as part of their everyday commute based on the anticipated modal shift away from cars throughout East Lancashire.
Reduced vehicle km and veh/hrs on the network	Positive	Modal shift away from single occupancy cars brought about through measures outlined in this bid.	We estimate that there will be a 0.59% reduction in vehicle km across the period. This would equate to a reduction of 29,126 veh/km per day and 950 veh/hrs per day.
Enhanced GVA potential within the local area	Slight positive	Increasing access to strategic employment and skills sites, as well as widening the labour market catchment for employers will lead to organisational growth supporting delivery of the M65 Growth Corridor	Changes in GVA will be difficult to capture at this stage, although increased access to strategic sites will enable organisations to grow with resultant increased GVA. As part of this programme's monitoring and evaluation we will assess and identify any potential GVA benefits.
Health Benefits	Positive	Increased uptake of active travel following ongoing promotion and support campaigns	Using WHO HEAT, combined with survey figures and forecasts of active travel uptake, we predict that the total value of health benefits from increased cycling and walking will be £5.43 million .
Carbon Reduction	Positive	Reduced car usage brought about by modal shift to active modes / active modes with public transport stages will lead to reduced carbon emissions and improved air quality.	We have calculated the impact of a reduction in single occupancy vehicles brought about by modal shift using the DfT Carbon Tool. This estimates that there will be a reduction of 13.4 thousand tonnes of carbon as a result of the scheme, with a non-traded carbon benefit of £757,698 .
Access to education / employment for individuals	Positive	Promotion of cheaper, healthier and more sustainable modes of transport to commuters	Changes in access to education and employment are hard to quantify at this stage, although there are likely to be economic benefits from increased uptake of jobs and skills by addressing access barriers.
Access to education / employment	Positive	Supporting the M65 Growth Corridor	Although this aspect is hard to quantify at this stage, it is likely that increasing transport access to sites will lead to increased employment along the M65 Growth Corridor. As traffic capacity will be released thus facilitating future employment development.

Marginal external costs benefits	Positive	Wider benefits associated with reduced congestion, improved safety, and better noise	Using a high-level MECS calculation, we have established that the benefits will equate to £3.89 million (negative benefits from decreased taxation have been incorporated in this assessment).
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B4. The Financial Case – Project Costs

Table 6: Funding Profile (Nominal Terms)

£000s	2017/18	2018/19	2019/20
DfT funding sought	647	647	646
Local Authority contribution	42	41	41
Third Party contribution including LGF	95	95	95
TOTAL	784	783	782

Local investment identified in Table 6 will specifically contribute to the outcomes of the packages funded through the Access Fund. The funding split between the two packages is specified in Table 7 below.

Table 7: Package Costs

£000s	2017/18	2018/19	2019/20
Package one: access to skills and employment	464	463	462
Package two: enabling active travel	320	320	320
TOTAL	784	783	782

B4. Management Case - Delivery

The Programme Plan (Appendix C) identifies the projects and tasks that form this programme. Our experienced delivery team have a long history of successful joint working and delivery to budget and on time. The Programme Plan demonstrates how projects will be completed in line with this successful history of delivery of LSTF and other DfT funded major schemes.

Deliverability has been a key focus during the development of this programme. As such, this programme will capitalise on existing working relationships with strategic delivery partners e.g. Northern, further education establishments in East Lancashire, and a wide range of delivery partners where key relationships, resources, and contracts are already in place. This programme will also capitalise on new and existing infrastructure and aligns with investment under our LGF programme.

For those projects which include new initiatives, planning and development will be progressed prior to March 2017. Research and conversations with existing providers are ongoing to ensure implementation draws on best practice and partners will be ready to deliver outcomes from March 2017. Contingency measures will be developed as part of the programme risk mitigation strategy identifying alternative approaches to successfully delivering outcomes, guarding against identified risks.

The procurement procedures required for the engagement of key delivery partners are already complete as specified in Section B9 of this bid. Letters of support from key delivery partners are included in Appendix D demonstrating support of the wider programme and resource availability allowing delivery upon grant award.

The Lancashire Enterprise Partnership and the East Lancashire Chamber of Commerce amongst others will ensure that expertise within the local businesses community is identified and harnessed. This will feed into the quarterly partnership meetings we will hold to discuss and inform programme activity.

No land acquisition or construction is included within this programme.

B5. Management Case – Statutory Powers and Consents

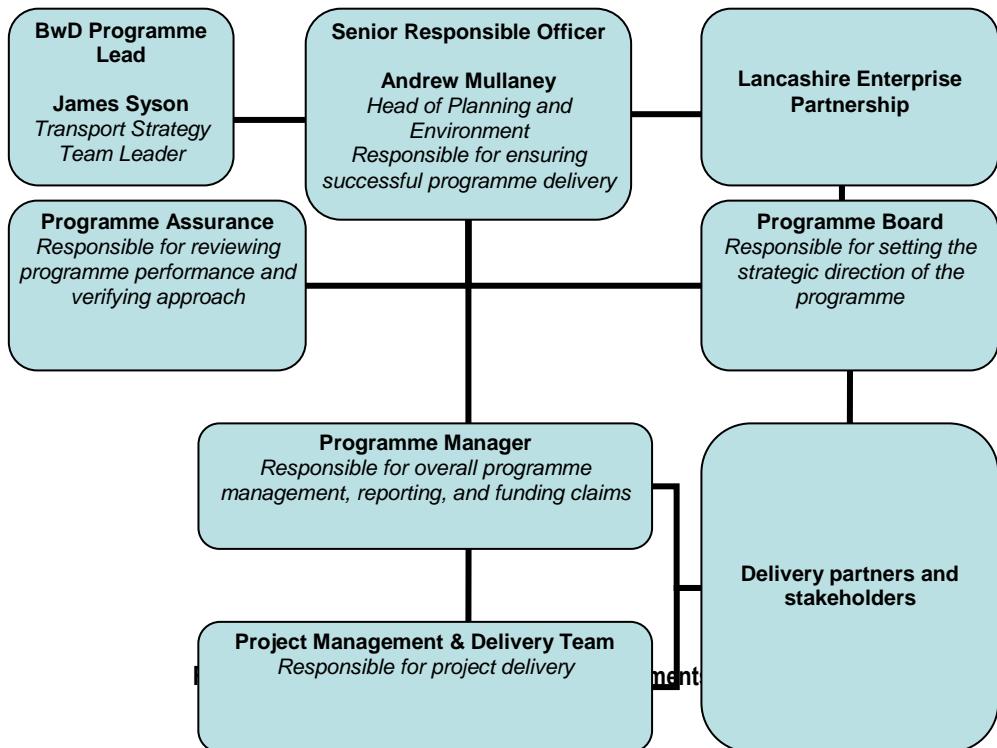
This programme does not require the use of any statutory powers or consents.

B6. Management Case – Governance

This programme will be jointly delivered by the Planning and Environment Service within Lancashire County Council and the Planning and Prosperity Department within Blackburn with Darwen Borough Council. Delivery will take place in conjunction with other key departments across both local authorities including: Safer Travel, Economic Development and Business Engagement, Public Health, and Communications, in addition to the external delivery partners previously identified.

The programme will ultimately be managed by Lancashire County Council as lead authority and delivered as a set of packages of interrelated and interdependent projects. Lancashire County Council and Blackburn with Darwen Council have already successfully delivered a joint LSTF programme, demonstrating an excellent working relationship. This has recently been cemented through the joint development of the draft *Lancashire Walking and Cycling Strategy*⁵⁹. The programme delivery team draws together those with a proven track record of successful delivery and includes a programme manager dedicated to ensuring schemes and financial claims are delivered on time. Figure 12 illustrates the governance arrangements for managing the delivery of the proposed programme.

59 Lancashire County Council (2016) *Cycling and Walking Strategy*, available at: <http://www.lancashire.gov.uk/council/get-involved/consultations.aspx>



B7.

Management Case - Risk Management

As specified in Section B4 a large proportion of activity proposed in this programme has evolved from previous successful project delivery and existing relationships. Consequently, we consider there to be limited risks at this stage, as successful partnerships are well established, key relationships are solid, and contractual negotiations with key suppliers and delivery partners are complete.

A summary of those risks that have been identified at this stage is included in Table 8 below. A detailed risk register and mitigation strategy will be developed for each project to ensure successful contribution to programme delivery.

Table 8: Key Risks

Risk Category	Risk Information	Likelihood	Impact	Risk	Mitigation
Political	Changes in political direction. The next Council elections will be held in May 2017	1	2	2 (£20k)	Involvement of political groups in developing the Access Fund programme. Ensure Members remain engaged and informed.
Public Opinion	Public opinion questioning whether money should be spent on cycling and walking at a time of austerity	2	2	4 (£40k)	a) Message will say why sustainable transport is being promoted, including identifying the health benefits. b) Communications Team form a key part of the programme delivery team. c) Similar successful delivery has already taken place.

<i>Financial</i>	<i>Cost of delivery higher than anticipated</i>	1	2	2 (£20k)	<p>a) Change programme funding to offer additional funds to programme areas which offer higher cost benefits.</p> <p>b) Change delivery partner.</p> <p>c) Significant elements of procurement are already complete and as such most costs are understood.</p>
<i>Delivery of Related Infrastructure</i>	<i>Delays in opening related capital schemes lessening programme impact</i>	2	2	4 (£40k)	<p>a) Effective project plans for delivery of new infrastructure to reduce delays.</p> <p>b) Relocated promotion spending to areas where infrastructure will be delivered on time.</p> <p>c) Past experience with schemes such as the Preston Guild Wheel suggests there is benefit of promotion in advance of opening.</p>
<i>Partner</i>	<i>Cutbacks in Council staffing reducing delivery ability</i>	2	3	6 (£50k)	<i>Use of partners to deliver significant elements of the programme.</i>
<i>Lack of interest from businesses and skills providers</i>	<i>Businesses not responding to initiatives and engagement</i>	1	2	2 (£20k)	<p>a) Put in more resources into area if take up is low.</p> <p>b) Past local experience suggests that businesses and colleges are responsive to measures to promote sustainable transport.</p> <p>c) Buy in from the Chamber of Commerce and LEP will aid business engagement.</p>
<i>Failure to increase cycling and walking levels</i>	<i>Measures producing lower impact than expected</i>	1	3	3 (£30k)	<p>a) Monitor results yearly and make adjustments as necessary.</p> <p>b) Adjust programme activity during delivery to optimise results</p>

Likelihood: (1) Negligible/Rare; (2) Possible; (3) Possible; (4) Likely; (5) Almost Certain / Probable
Impact: (1) Insignificant; (2) Minor; (3) Moderate; (4) Significant / Major; (5) Catastrophic
Risk: 1 – 6 Acceptable Risk; 7 – 12 Undesirable Risk; 13 – 25 Unacceptable Risk

B8. Management Case - Stakeholder Management

a) Can the scheme be considered as controversial in any way?
 Yes No

If yes, please provide a brief summary (in no more than 100 words)
N/A

b) Have there been any external campaigns either supporting or opposing the scheme?

Yes No

If yes, please provide a brief summary (in no more than 100 words)
N/A

B9. The Commercial Case

Procurement has been completed with contract delivery partners using framework and existing agreements between Lancashire County Council, Blackburn with Darwen Borough Council, and suppliers. These agreements are robust and have identified capable suppliers offering best value.

Our identified delivery partners have fed into the development of this programme to ensure deliverability and have confirmed that all necessary resources will be available as required to deliver the programme to time, cost, and quality expectations. Our delivery contractors support this bid and have confirmed their capacity to deliver in letters of support attached in Appendix B.

SECTION C – Monitoring, Evaluation and Benefits Realisation

C1. Monitoring and Evaluation

We are committed to working closely with the DfT to evaluate and demonstrate the outputs of this programme and also assess the transferability and scalability of projects across the region and the rest of England. Previous successful LSTF programmes and other investment have ensured that our programme team has experience in developing and implementing monitoring and evaluation plans and procedures.

We will monitor the programme periodically throughout its life to track progress and inform project delivery. We will ensure that this information is fed back to the Programme Board, Programme Assurance, and the DfT as appropriate. Programme evaluation and monitoring reports will be published publically on an annual basis. Key monitored indicators will include:

- **Traffic counts** at key strategic locations providing data on vehicle trips;
- **Journey times** on key corridors using TrafficMaster data;
- **Pedestrian and cycle counts collected** from key automatic count sites;
- **Digital media statistics** including website hits and social media interactions;
- **Initiative** monitoring including signups for key offers including cycle loans, training, maintenance etc.; and
- **Travel behaviour change surveys** to track modal shift.

We will also evaluate this programme against key outcomes which are consistent with DfT's Cycling and Walking Investment Strategy, the East Lancashire Highway and Transport Masterplan, and the Lancashire Strategic Economic Plan to provide continuity and to enable long term tracking of measures. These outcomes and their performance indicators are included in Table 9 overleaf.

Table 9: Key Programme Outcomes and Performance Indicators

Outcome	Performance indicator
Modal shift	Reduce single occupancy car trips and increase journeys made by more sustainable modes including cycle, walk, bus, rail, and car share. This will be monitored through regular local surveys and national level information.

Increase levels of walking and cycling	This outcome is related to modal shift above but is explicitly related to increasing walking and cycling levels as measured by pedestrian and cycle counters. This outcome supports the CWIS aims of doubling the number of bicycle stages made each year by 2025, reversing the decline in walking activity, and increasing the percentage of children that walk to school.
Reduce the rate of cyclist and pedestrian KSIs	With increasing levels of walking and cycling we aim to reduce cyclist and pedestrian injury rates as monitored using STATS19 data. This outcome is directly in line with the CWIS.
Sustainable transport supporting access to work, skills, education or training	We will monitor the accessibility of key employment and skills sites across East Lancashire through the use of surveys and data analysis.
Ameliorate congestion and reduce its impacts	Congestion on key corridors and in the main urban areas will be monitored using TrafficMaster data.

By submitting this bid, I agree to work with the Department to provide a reasonable level of monitoring to enable the measurement of outputs and, where appropriate, evaluation of outcomes.

Yes No

SECTION D - Declarations

D1. Senior Responsible Owner Declaration

As Senior Responsible Owner for *Connecting East Lancashire: Access Travel Access to Opportunity* I hereby submit this request for approval to DfT on behalf of *Lancashire County Council and Blackburn with Darwen Borough Council* and confirm that I have the necessary authority to do so.

I confirm that *Lancashire County Council and Blackburn with Darwen Borough Council* will have all the necessary statutory powers in place to ensure the planned timescales in the application can be realised.

Name: Andrew Mullaney	Signed:
Position: Head of Planning and Environment	

D2. Section 151 Officer Declaration

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

- has allocated sufficient budget to deliver this scheme on the basis of its proposed funding contribution;
- accepts responsibility for meeting any costs over and above the DfT contribution requested, including potential cost overruns and the underwriting of any funding contributions expected from third parties;
- accepts responsibility for meeting any ongoing revenue and capital requirements in relation to the scheme;
- accepts that no further increase in DfT funding will be considered beyond the maximum contribution requested and that no DfT funding will be provided after 2019/20;
- Confirms that the authority has the necessary governance / assurance arrangements in place and the authority can provide, if required, evidence of a stakeholder analysis and communications plan in place.

Name: Neil Kissock	Signed: 
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Appendix A – Scheme Impacts Proforma

Appendix B – Economic Assumptions Note

Appendix C – Programme Plan

Appendix D – Letters of Support