

## **CABINET**

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| <b>DATE</b>                 | 19 <sup>th</sup> October 2022  |
| <b>REPORT OF</b>            | Councillor Stewart Swinburn – Portfolio Holder Environment and Transport |
| <b>RESPONSIBLE OFFICER</b>  | Sharon Wroot – Executive Director Environment Economy and Resources      |
| <b>SUBJECT</b>              | A180 Structures  |
| <b>STATUS</b>               | Open   |
| <b>FORWARD PLAN REF NO.</b> | CB10/22/01   |

### **CONTRIBUTION TO OUR AIMS**

The A180 structures scheme supports the Council's strategic priorities of 'Stronger Economies' and 'Stronger Communities' and directly relate to indicators outlined in the Council's 'Outcomes Framework', in particular 'Investing in our future' and 'economic recovery and growth'. This scheme will create a high-quality environment which in turn supports a strong local economy and improves the three key infrastructures which supports delivery of the Local Plan.

This scheme directly links to the Local Transport Plan (LTP) and to the strategic outcomes of the Council's Economic Strategy, through investment in improved transport infrastructure and connectivity to support economic growth. In accordance with the council's Highway Asset Management Strategy, the strategic routes and routes with heavy HGV loading, are prioritised for major resurfacing rather than minor surface treatment works, to extend the life of the carriageway and reduce the risk of disruption to motorists.

### **EXECUTIVE SUMMARY**

This report seeks Cabinet approval to deliver a scheme to repair the three major bridges and resurface the carriageway along the A180, between Pyewipe roundabout and the Riby Square, due to their significant deterioration.

The Department for Levelling Up, Housing and Communities (DLUHC) has recognised the strategic and economic importance of the three structures and has allocated £8m additional funding to support the undertaking of the works.

### **RECOMMENDATIONS**

It is recommended that Cabinet:

1. Approves the proposal to complete the bridge repairs and carriageway surfacing works to the A180 between Pyewipe roundabout and Riby Square, utilising allocated funding from DLUHC, and Council capital funding approved via internal governance processes.
2. Authorises the Executive Director Environment Economy and Resources in consultation with the Portfolio Holder for Environment and Transport to commence an appropriate procurement exercise for delivery of the required works and to make an award.

3. Authorises the Director of Economy and Growth, in consultation with the Portfolio Holder for Environment and Transport to ensure that all actions necessary and ancillary to the above recommendations be completed including Fall mobilisation and implementation formalities, which will include the following criteria from DLUHC;
  - Make every reasonable effort to deliver the project according to the business case submitted to DLUHC by the Council.
  - Provide quarterly monitoring updates to DLUHC through agreed programme board structures.
  - Undertake to provide further information and support, including collaboration with other bodies or agencies, if requested.
4. Authorises the Assistant Director Law Governance and Assets (Monitoring Officer) to execute all documentation arising.

## **REASONS FOR DECISION**

Repairs are required now to stop the ongoing deterioration of these structures. If no repairs are undertaken, large scale emergency repairs to correct additional deterioration will be required. The longer the deterioration is not addressed, the greater the impact on the structures condition and the greater the cost will be to repair with additional elements failing over time.

There will also be smaller scale emergency repairs in a similar nature to those we have already been undertaking, such as repairs to failed expansion joints to ensure the safety of vehicles crossing the bridge; these smaller scale works will increase in frequency and extent until a large scale emergency scheme is required.

It is possible without intervention now that weight limits would need to be imposed before the potential emergency scheme, especially on Gilbey Road Flyover due to the bearing and abutment issues, and on Cleethorpe Road Flyover due to the concrete issues.

### **1. BACKGROUND AND ISSUES**

- 1.1 Regular inspections and condition reports have highlighted the extensive deterioration to the carriageway and three bridges along the A180 in Grimsby, between Pyewipe roundabout and Riby Square. This project will deliver essential repairs to all three bridges and to the dual carriageway of the A180, a road of strategic and economic importance, part of the national major route network and which links directly to the strategic motorway network maintained by National Highways.
- 1.2 The three bridges on the A180 corridor (Gilbey Road Flyover, Alexandra Dock Bridge, and Cleethorpes Road Flyover) are in urgent need of major maintenance works. Without intervention many of the elements are at risk of failure. and this will significantly reduce the life of the assets. The expansion joints and waterproofing are protective elements, and their failure leads to ongoing damage to the bridges that can be prevented. The resulting seizing of the bearings results in movement being transmitted to the abutments, leading to damage to the abutments.

- 1.3 Additional investigation works have identified further issues with the primary structural elements of the bridges, including issues with the concrete on the deck of Cleethorpe Road Flyover.
- 1.4 The longer these bridges are left in this condition the more damage will occur and the greater the costs will be. The graph in figure 1 shows a representation of the repair costs against time for three different approaches; the Perfect Maintenance Curve would be the best-case scenario We are currently following the worst of the curves, labelled the “Do Nothing Curve”, which leads to a shortened service life for the structures, premature failure and replacement. With these proposed works we can move onto the Delayed Maintenance Curve, which is the best we can hope for from our current position and extend the life of these major structural assets for as long as possible.

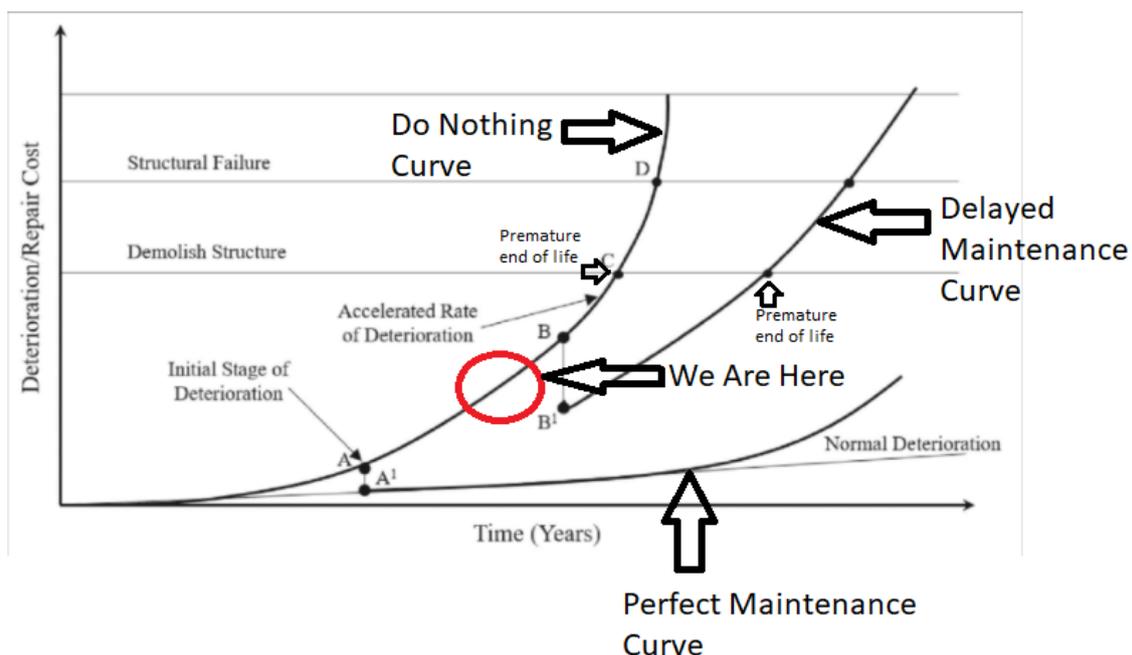


Figure 1: Maintenance Curve

- 1.5 As all three bridges require re-waterproofing, the carriageway surfacing will need to be removed to allow these works. This offers an ideal opportunity resurfacing the corridor of the A180 between these bridges. Doing so will prevent the road becoming a patchwork of different quality surfaces, and also prevent repeated road closures for the other sections of road which would present to the public as poor co-ordination.
- 1.6 The carriageway surfacing on the A180 between Pyewipe roundabout and Lockhill roundabout is, for the most part, over 35 years old and requires urgent renewal. The full dual carriageway section of the A180 between the Pyewipe roundabout and Lockhill roundabout is included within this scheme. Undertaking this work in conjunction with the bridge works will reduce future disruption for motorists and reduce overall costs for the scheme with all works completed together.
- 1.7 This project will future proof economic performance by securing access to major businesses along the South Humber Bank and the Port of Grimsby. Increasing

efficiency, reliability, and resilience by future proofing this section of the Major Road Network for existing and future economic growth.

- 1.8 The increased traffic loading arising from the economic growth of the Port of Grimsby, surrounding enterprise zones and the associated Freeport status of the Humber Ports is expected to accelerate the deterioration of the A180 (dual carriageway) and its structures, which is already evident, causing greater disruption to motorists and movement of freight. These major works are critical to the economic growth of the surrounding area as this is a strategic highway corridor and part of the Major Route Network (MRN). High quality transport links are crucial to the further economic development of this area and of particular importance to the many logistics companies based in and around the two Ports, as well as other port related industries like the offshore wind industry.
- 1.9 The Department for Levelling Up, Housing and Communities (DLUHC) has recognised the strategic and economic importance of the three structures and has allocated £8m additional funding to support the undertaking of the works. The Council will need to secure match funding from Corporate Resource to complete the project. If funding is not secured the risk of weight restrictions and potential closures imposed on these structures remains high.
- 1.10 A detailed Business Development Case has been submitted for approval for Council capital funding to complete this scheme. Capital Funding approval was confirmed on the 23<sup>rd</sup> August 2022 via the agreed governance route.

## **2. RISKS AND OPPORTUNITIES**

- 2.1 The scheme will have robust project governance arrangements, supported by a project board, with robust risk management procedures in place. These will build on the good practice developed by the Council/EQUANS in managing other large capital programmes/projects.
- 2.2 There are a number of project delivery risks which are common to large highway schemes of this type. These include uncertainties in relation to the location of any utilities or other statutory undertakers' apparatus in the area and the unknown condition of the full extents of the concrete decks and the potential impact on project cost/timeframes.
- 2.3 Detailed design work has been undertaken by EQUANS to identify and mitigate the potential delivery risks outlined in 2.2, which is supported by the additional testing undertaken in 2021, where the ground conditions have already been identified. Detailed proposals have been produced that identify the exact nature and extent of the proposed works and the effect on any statutory undertaker's apparatus in the area. There is no requirement for acquisition of third-party land outside the highway. An appropriate contingency has been identified within the project budget, based on experience of local scheme delivery and industry norms.
- 2.4 Should the scheme not be approved, and the road and bridge condition deteriorate to a level where undertaking reactive maintenance cannot maintain the road in a safe condition, the highway authority may have to close, or impose weight restrictions to the A180 to remove any risk of danger and injury to highway users. The strategic risk of closing or imposing weight restrictions on a principal strategic road in the borough and potential associated claims for

disruption/failure of business due to restriction of vehicular access, which will include impact on business rates payable to the council, is significant.

### **3. OTHER OPTIONS CONSIDERED**

#### **3.1 Option 1: Do Nothing - This option is not recommended.**

3.2 If the road and bridge condition deteriorate to a level where undertaking reactive maintenance cannot maintain the road or bridges in a safe condition, the highway authority will have to close the A180 or impose weight restrictions to remove any risk of danger and injury to highway users.

3.3 The reputational and financial risk of closing a key strategic road in the borough and potential associated claims for disruption/failure of business due to restriction of vehicular access, which will include impact on business rates payable to the council is significant. This would lead to an emergency scheme to repair the structure, which would be far more rushed and therefore less competitive than a planned scheme.

#### **3.4 Option 2: Repairs over 5-10 years - This option is not recommended.**

3.5 Without an injection of capital investment in this project the bridge repairs would be unable to be completed as the repair works far outweigh the funding available for highway maintenance through the councils' LTP. The scheme would need to be split into smaller areas of work spread over 5-10 years, still requiring additional funding, which would result in extensive disruption to road users, and would result in a higher overall repair cost.

3.6 Due to the strategic nature of the A180, it is also not recommended to be completed in shorter lengths. As well as a phased work programme to enable the required structural bridge repairs and carriageway resurfacing, reactive maintenance repairs will continue to be undertaken to ensure a managed deterioration of the carriageways and structures, though this would be at considerable ongoing cost and at high risk of further damage to the fabric of the structures. This would impact on travel times, with planned maintenance works having to be undertaken on a regular basis over a number of years to complete.

3.7 This approach would take all the LTP funding for many years, preventing other structural works from being undertaken and leading to problems with other structures.

#### **3.8 Option 3: Bridge Re-waterproofing and carriageway resurfacing – This option is recommended.**

3.9 Undertake the scheme as outlined in Section 1. This will arrest the ongoing deterioration of the structures, prolonging the lifespan of the bridges and secure the condition of the carriageway for existing and future growth. It will also improve the overall condition of the council's principal carriageway and bridge stock, lower future maintenance costs and minimise long term disruption on this major road.

### **4. REPUTATION AND COMMUNICATIONS CONSIDERATIONS**

4.1 Delivering the scheme will have positive reputational/communication impacts for the Council as the project will result in improved highway infrastructure and road safety outcomes and improved accessibility for strategic employment sites.

- 4.2 There may be some negative communication impacts during the implementation of the works due to a short-term increase in congestion or other local impacts as a result of the works. This risk will be mitigated by EQUANS during the procurement process by ensuring that the tender assessment process takes full account of the proposed delivery timeframes and optimises traffic management arrangements, resource, staff and working arrangements to reduce any local impacts.
- 4.3 The Council communication team will provide regular, updated information on progress of the works to avoid congestion whilst the works are in progress.
- 4.4 Should approval not be granted to complete the scheme, and the road condition deteriorates to a level where undertaking reactive maintenance cannot maintain the road in a safe condition, the highway authority will have to close or impose weight restrictions on the A180 to reduce risk of damage or injury to highway users.
- 4.5 There is a reputational risk of closing a key main road in the borough which provides the main access to Grimsby Dock, Grimsby Town Centre and the resort of Cleethorpes from the strategic motorway network. This includes the potential associated claims for disruption/failure of business due to restriction of vehicular access, which will include impact on business rates payable to the council is significant.

## **5. FINANCIAL CONSIDERATIONS**

- 5.1. The Council sought corporate capital funding to deliver the scheme as by virtue of its scale, it is not feasible to fund the project from within the LTP maintenance budget. A number of external funding bids have been submitted over the last 5 years but unfortunately all have been unsuccessful due to competition for funding being against major cities around England. A council corporate capital funding request was also submitted in 2020 but further external funding opportunities were requested to be sought with the scheme being rejected at business development group.
- 5.2. DLUHC has recognised the strategic and economic importance of the three structures and has allocated £8m additional funding to support the undertaking of the works. The Council will need to match with a contribution of £2.825m from Corporate Resource and £420k from the LTP.
- 5.3. It has been agreed with DLUHC for NELC to underwrite any excess costs associated with delivery and have accessible funds to cover marginal overspend. 40% contingency on the overall cost has been included for all bridge works to reduce risk on any unforeseen additional costs for concrete repairs to the structures.

## **6. CHILDREN AND YOUNG PEOPLE IMPLICATIONS**

- 6.1. The report does not contain any specific opportunities or implications relating to children and young people in the Borough, above those associated with the general public. There are no corporate parenting implications associated with any recommendations or proposals previously identified.

## **7. CLIMATE CHANGE AND ENVIRONMENTAL IMPLICATIONS**

- 7.1. This project will have minimal impact on climate change as the project is to reconstruct an existing highway asset.
- 7.2. The Council is aware of how its activities and services impact upon the environment and is committed to complying with relevant environmental legislation and regulations and to other requirements to which the organisation subscribes.
- 7.3. The council encourages the procurement of materials that take due account of their sustainability and impact upon our carbon footprint.

## **8. CONSULTATION WITH SCRUTINY**

- 8.1 The A180 Structures are highlighted as a red risk on the councils Strategic Risk Register.

## **9. FINANCIAL IMPLICATIONS**

- 9.1 The estimated total cost of the scheme is £11.245m of which £8.420m would be funded from external Government grant.
- 9.2 The Council's contribution is £2.825m, which will result in additional borrowing costs estimated in the region of £0.175m per annum.

## **10. LEGAL IMPLICATIONS**

- 10.1. The strategic importance of the A180 assets are recognised. The procurement exercise will be conducted so as to comply with the Council's policy and legal obligations, specifically in compliance with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015 and supported by relevant officers. Legal Services will support the completion of the contractual documentation on award.
- 10.2. Officers should note that an award constitutes a further decision and will be subject to completion of an Officer Decision Record. Where key decision criteria are met such Officer Decision Record will be subject to call in. Award and implementation timelines should accommodate this.

## **11. HUMAN RESOURCES IMPLICATIONS**

- 11.1. There are no direct HR implications

## **12. WARD IMPLICATIONS**

- 12.1. Freshney, West Marsh, East Marsh

## **13. BACKGROUND PAPERS**

- 13.1. (List the background papers/documents relevant to the report. Background papers are not to be confused with appendices. An example of background papers are previous Cabinet or Committee report, minutes, public consultation documents or publications. Web links should be provided and if the document is confidential or exempt from press and public, this should be stated.)

**14. CONTACT OFFICER(S)**

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