

Meeting of:	Cabinet
Date of Meeting:	Thursday, 22 October 2026
Relevant Scrutiny Committee:	Place Scrutiny Committee
Item which the Chair has decided is urgent (Part I) (If yes, why)	Not applicable
Urgent Decision Procedure Used (15.14 of the Constitution) (If yes, why)	Not applicable
Item Type	Part I
Report Title:	Windsor Road Retaining Wall Remedial Works Contract
Portfolio Holder:	Cabinet Member for Neighbourhood and Building Services
Strategic Leadership Team:	Director of Environment and Housing
Lead Officer:	Michael Clogg – Engineering Operational Manager

1.0 What is this report about?

- 1.1 This report provides Cabinet with an update on the condition of the Windsor Road Retaining Wall in Penarth, the investigations and assessments undertaken to date, and the development of a preferred long-term remediation solution.
- 1.2 The report outlines the results of extensive structural, geotechnical, ecological and engineering investigations which have identified continuing risks associated with the stability of the retaining wall and adjacent embankment. These assessments have concluded that permanent intervention is required to safeguard the highway network, adjacent infrastructure, public safety and the long-term resilience of this strategically important transport route.

- 1.3 The report seeks Cabinet approval to commence a procurement exercise through the South East Wales Highways Framework (SEWHF) to appoint a suitably qualified Design and Build Contractor under an NEC4 Option A Contract to develop and deliver the preferred anchored retaining wall stabilisation solution.
- 1.4 The report also seeks delegated authority to award and execute the contract to enable the efficient progression of the project and delivery of the works.
- 1.5 The report explains how the proposed scheme will provide a sustainable long-term engineering solution designed to stabilise the retaining wall and embankment, reduce the risk of structural failure, protect a key highway asset, maintain network resilience, and minimise future maintenance liabilities.

2.0 **What are the Recommendations?**

	Recommendations – What and How?	Reason for Recommendation – Why?
2.1	That the current condition and progress towards a remedial solution to the stability of the Windsor Road retaining wall in Penarth is noted.	For information, to provide Cabinet with an update on the current status of the project and the work undertaken to date to identify and develop an appropriate retaining wall remediation scheme.
2.2	That Cabinet gives approval to issue tender documentation for the Windsor Road retaining wall remediation scheme using NEC4 – Option A Design & Build Contract via the SEWHF - Lot 7.	To enable procurement of the project in accordance with the Council's Contract Standing Orders, Procurement Rules and Financial Regulations.
2.3	That Cabinet delegates authority to the Director of Environment and Housing, in consultation with the Cabinet Member for Neighbourhood and Building Services, the Head of Finance/Section 151 Officer and Monitoring Officer/Head of Legal and Democratic Services, to award the contract to the most economically advantageous tenderer in accordance with the contract terms, published evaluation criteria and the Council's Contract Procedure Rules.	To enable the award of the contract to the successful tenderer in a timely manner and support efficient project delivery.
2.4	That delegated authority is granted to the Monitoring Officer/Head of Legal and Democratic Service to prepare, negotiate (where necessary), complete, seal execute the contract and any ancillary agreements and other legal documents required to give effect to the contract for the award of the	To ensure all legal documentation is completed efficiently and promptly in accordance with the Council's governance arrangements and statutory requirements.

	Recommendations – What and How?	Reason for Recommendation – Why?
	Windsor Road Retaining Wall Remediation scheme.	

3.0 What is the background to this report?

- 3.1 The retaining wall located on Windsor Road, Penarth, forms part of a critical section of highway infrastructure on the A4160, one of only two principal road routes providing access into and out of Penarth.
- 3.2 The retaining wall located on Windsor Road, Penarth, has been subject to ongoing structural monitoring and assessment for a number of years due to concerns regarding its condition and long-term stability. Following specialist inspections undertaken in 2006, it was concluded that the wall was exhibiting signs of progressive deterioration and failure. Although remedial works were recommended at that time to address the identified defects, funding limitations prevented the works from being progressed, resulting in the continued deterioration of the structure and the need for ongoing monitoring.
- 3.3 In 2010, a significant distress event occurred affecting the western section of the retaining wall resulting in further concerns regarding its structural integrity. Subsequent specialist advice identified a continuing risk of movement and recommended that the Council implement a regime of ongoing monitoring owing to concerns that continued and excessive deterioration could result in partial or complete structural failure, with consequential risks to the highway, adjacent infrastructure, and public safety.
- 3.4 Since 2010, the Council has continued to monitor the condition of the retaining wall and assess the risks associated with its ongoing deterioration, recognising the importance of implementing an appropriate long-term solution to safeguard the highway network and surrounding assets.
- 3.5 On 22nd May 2022, the Council, supported by its specialist consultants, undertook a detailed inspection of the retaining wall to assess its condition and the risks arising from its continued deterioration. The inspection identified significant movement within the structure, raising concerns regarding its stability. It was concluded that urgent temporary stabilisation measures were necessary to reduce the immediate risk to highway users, pedestrians, and nearby assets while longer-term solutions were developed and assessed.
- 3.6 A temporary intervention solution was subsequently developed and implemented by the Council. The works comprised the placement of large sandbags at specifically identified locations along the toe of the retaining wall to provide additional passive resistance and improve short-term stability as well as reduce the risk of debris falling onto the carriageway. These measures were introduced as an interim risk mitigation solution pending the development and implementation of a permanent engineering remediation scheme, thereby assisting in maintaining public safety while longer-term options were evaluated.

- 3.7 Since that time, the Council has commissioned a comprehensive programme of specialist investigations, geotechnical assessments, ecological studies and option appraisals to establish the most appropriate long-term solution. Technical assessments have confirmed that deterioration of the retaining wall is linked to wider slope stability issues associated with the embankment, weathered Mercia Mudstone bedrock and site-specific geotechnical conditions.
- 3.8 The investigations have also identified significant constraints associated with strategic utility infrastructure located adjacent to the wall, including major Dŵr Cymru Welsh Water assets, ecological considerations associated with nearby ancient woodland habitats and the strategic importance of maintaining traffic movements along Windsor Road throughout any future construction works.
- 3.9 Subsequent ground investigations have confirmed that without intervention there remains a risk of further wall movement and potential structural failure, with consequential impacts upon the highway network, utility infrastructure, public safety and service delivery.

4.0 What issues are there to be considered?

- 4.1 Comprehensive investigations and option assessments have been completed to inform the development of a permanent remediation scheme for the Windsor Road Retaining Wall in Penarth.
- 4.2 Specialist consultants have assessed a range of engineering solutions including reconstruction of the affected sections of retaining wall, construction of a new retaining structure in front of the existing wall and stabilisation of the existing structure through an anchored retaining wall system.
- 4.3 Following detailed evaluation, the preferred remedial option is the development of an anchored stabilisation solution comprising ground anchors installed through the existing wall into competent bedrock together with a reinforced concrete stabilisation structure. This option is considered to have the benefit of minimising excavation works, avoiding major utility diversions, reduces environmental impacts and offers the most practical and deliverable long-term solution.
- 4.4 To progress the preferred remedial option, it is proposed to progress a comprehensive procurement process to appoint a suitably qualified and experienced Principal Contractor under an NEC4 Engineering and Construction Contract Option A Design and Build arrangement, requiring the successful contractor to further develop and validate the preferred engineering solution before progressing to construction.
- 4.5 The procurement strategy has been developed to secure the most cost-effective remedial solution while ensuring the required technical, quality, programme and community well-being benefits are achieved. The contract will be procured through the SEWHF Lot 7 via a mini-competition process undertaken through the Sell2Wales procurement portal. The procurement process will be managed by ARDAL and will provide a fully transparent,

compliant and auditable route to market in accordance with the Council's Contract Standing Orders, Procurement Rules and Financial Regulations.

- 4.6 The proposed procurement and delivery strategy will secure a robust design and build solution for the remediation of the Windsor Road retaining wall in Penarth, reducing the risk of structural instability or failure. The works will safeguard public safety, protect Council assets, and ensure compliance with the Council's statutory duties, risk management responsibilities, and insurance requirements. The scheme will also deliver a sustainable long-term engineering solution, support the continued stability of this critical infrastructure asset while minimising future maintenance liabilities.
- 4.7 Upon completion of the tender return period, all submissions will be evaluated in accordance with the procurement criteria and methodology set out within the instructions to tenderers. A Tender Evaluation Report, supported by cost and evaluation matrices, will be prepared to provide a clear audit trail and justify the recommended contract award. The contract will be awarded to the tenderer achieving the highest overall score under the Council's Most Economically Advantageous Tender (MEAT) criteria, based on Price (60%), Quality (30%) and Community Well-being Benefits (10%). This approach will ensure the successful tender offers best value for money whilst meeting the Council's technical, operational and project delivery requirements.
- 4.8 Following award of the contract, the successful tenderer will be required to prepare and submit a detailed design and build proposal for review and approval. The proposed solution will be required to demonstrate compliance with all relevant requirements of the Design Manual for Roads and Bridges (DMRB). This process will ensure that the preferred engineering solution is technically sound, effectively manages geotechnical risks, and delivers a safe, durable and sustainable long-term solution for the stabilisation of the retaining wall and adjacent escarpment.
- 4.9 The remediation works will be carefully planned and managed to minimise disruption to residents, businesses, road users and the wider highway network. Appropriate traffic management measures and a phased construction approach will be employed to ensure the works are delivered safely and efficiently whilst limiting impacts on this key route into Penarth. While some temporary traffic signal controls and off-peak road closures are likely to be required to facilitate the works safely, these will be implemented only where necessary and managed through a comprehensive communications strategy, including advance public notification, to reduce inconvenience and keep disruption to a minimum.
- 4.10 The delivery of the contract, including the design and construction phases, will be managed by the Council's Construction and Development Team within Neighbourhood Services, in liaison and with support via the Council's Project Management Unit (PMU) as required. The Team will provide overall project leadership and oversight, including contract administration, programme management, stakeholder liaison, financial monitoring, and technical assurance. This arrangement will ensure the scheme is delivered in line with the Council's objectives, statutory obligations, and contractual requirements, supported by appropriate governance, risk management, and project controls throughout.

- 4.11 Members should note that this report seeks approval to commence a procurement process and delegate authority to award the contract following completion of that process. Cabinet is not being asked to approve a final construction design. Under the proposed Design and Build procurement model, the successful contractor will be responsible for further developing and validating the preferred solution, which will remain subject to the Council's technical review, governance arrangements and budget controls prior to construction.

5.0 How has evidence been used to inform the report, including the views of others?

- 5.1 The recommendations contained within this report have been informed by extensive technical investigations and specialist consultant advice commissioned by the Council over a number of years to understand the ongoing structural condition of the retaining wall monitoring, resulting from concerns regarding its condition and long-term stability.

- 5.2 A series of investigations and technical assessments have been undertaken on behalf of the Council by specialist structural and geotechnical consultants to evaluate the extent of deterioration, identify associated risks, and inform potential remedial solutions. Consequently, a number of technical reports have been prepared over time, providing professional advice and recommendations regarding the condition of the asset and the interventions required to ensure its continued stability and safe operation. Key investigations and report include:

- Preliminary Sources Study Report (Capita, 2022)
- Windsor Road Retaining Wall Replacement Options Report (WSP, 2023)
- Ground Investigation Scope Report (WSP, 2023)
- Preliminary Ecological Appraisal (WSP, 2023)
- Habitats Regulations Screening Assessment (2024)
- Ground Investigation Factual Report (Jackson Geo Services, 2025)
- Resistivity Survey Report (Jackson Geo Services, 2025)
- Windsor Road Retaining Wall Remedial Options Report (WSP, 2025)

- 5.3 These assessments have consistently concluded that permanent stabilisation works are required and that an anchored retaining wall solution represents the most viable long-term engineering option.

6.0 What are the next steps if the recommendations are approved?

- 6.1 The Council will finalise the procurement documentation and publish the NEC4 Option A Design and Build Contract opportunity through the SEWHF (Lot 7) via the Sell2Wales procurement portal.
- 6.2 A competitive tender process will be undertaken in accordance with the Council's Contract Standing Orders, Procurement Rules and Financial Regulations to obtain submissions from suitably qualified and experienced contractors.
- 6.3 Submitted tenders will be subject to a detailed evaluation and assessment process to ensure compliance with the tender requirements and to identify the most economically advantageous tender based on the published award criteria.

- 6.4 Following completion of the tender evaluation and assessment process, a detailed evaluation report will be prepared setting out the assessment methodology, the scores achieved by each tenderer against the published award criteria, and the rationale supporting the recommendation of the most economically advantageous tender. The report will inform the delegated decision-making process and provide the basis for the appointment of the successful contractor to deliver the Contract.
- 6.5 The successful contractor will undertake detailed design development, necessary site investigation and survey works, and preparation of construction methodologies under the supervision of the Construction and Development Team. Subject to completion of the design phase and associated approvals, construction works will commence in accordance with an agreed programme and the terms of contract.
- 6.6 The contractor will be required to undertake stakeholder any necessary engagement activities and develop the required traffic management, construction phasing and communication plans to minimise disruption to residents, businesses, highway users and other affected parties.
- 6.7 The Council's Construction and Development Team will continue to monitor project delivery, programme, risk, budget and stakeholder engagement throughout the duration of the contract to ensure the successful delivery of a long-term and sustainable solution for the Windsor Road retaining wall and associated infrastructure.
- 6.8 Regular progress updates will be provided to Cabinet Members and Ward Members throughout project delivery.

7.0 How does this report support Vale 2030 and Reshaping?

- 7.1 The project supports the Vale 2030 objective of creating strong, safe and connected communities by securing the long-term stability of the Windsor Road retaining wall and safeguarding a key section of the A4160 highway network, ensuring residents, businesses and visitors can continue to travel safely and efficiently to and from Penarth.
- 7.2 The proposed investment reflects the Council's commitment to taking a long-term and preventative approach to asset management. By addressing the deterioration of the retaining wall before further structural failure occurs, the Council is reducing future liabilities, minimising the risk of emergency interventions, and ensuring the efficient use of public resources.
- 7.3 The project supports the development of resilient communities by protecting a strategically important transport corridor and safeguarding a key highway asset for future generations. By reducing the risks associated with infrastructure failure, it will help maintain network connectivity, support economic activity, enhance community wellbeing, and contribute to the Council's wider objectives for a resilient and sustainable Vale of Glamorgan.
- 7.4 The scheme supports long-term asset resilience through investment in sustainable infrastructure that reduces future maintenance liabilities and service disruption.

8.0 How does this demonstrate the Five Ways of Working?

- 8.1 **Long-term:** The project will deliver a permanent solution to the deterioration of the Windsor Road retaining wall and embankment, protecting a critical highway asset, improving network resilience, reducing future maintenance costs and safeguarding users. This investment supports the Council's Vale 2030 ambition of creating a sustainable and resilient Vale.
- 8.2 **Prevention:** The proposed works will provide a preventative solution to stabilise the retaining wall, reducing the risk of further deterioration, structural failure, highway disruption and impacts on public safety. Delivering the scheme now will help avoid more costly emergency interventions in the future while ensuring the continued operation of the transport network. The project supports the Vale 2030 objective of maintaining safe, reliable and resilient infrastructure for communities across the Vale of Glamorgan.
- 8.3 **Integration:** The scheme supports the Council's corporate objectives through the effective management and protection of essential infrastructure. It contributes to highway safety, network resilience, sustainable transport, environmental stewardship and community wellbeing, while assisting the Council in fulfilling its statutory duties as Highway Authority. The proposal also aligns with the priorities of Vale 2030 by supporting connected and sustainable communities and maintaining infrastructure that enables residents, businesses and visitors to travel safely throughout the Vale of Glamorgan.
- 8.4 **Collaboration:** The project demonstrates collaboration through the coordinated involvement of the Council, specialist consultants, utility providers, statutory undertakers, the appointed contractor and local stakeholders. By bringing together technical expertise, resources and local knowledge, the scheme will support effective decision-making, manage project risks and deliver a sustainable engineering solution. Ongoing engagement with residents, businesses and road users will help minimise disruption and ensure the project delivers long-term benefits for the community and highway network.
- 8.5 **Involvement:** Appropriate ongoing engagement will be maintained with the public, businesses, road users, elected Members, statutory consultees and other key stakeholders throughout the design and delivery of the scheme. This will ensure project impacts are effectively managed, stakeholder views are considered in decision-making, and clear communication is maintained throughout delivery, supporting the Vale 2030 commitment to working openly with communities and involving people in matters that affect them.

Resources

9.0 Finance

- 9.1 The funding to undertake the design and build contract works for these essential slope stabilisation works will be financed from internal capital monies to the value of £1.45 million which is already approved within the capital programme for 2026/27 and 2027/28.
- 9.2 This expenditure will be incurred in line with the agreed programme for the design and construction works and will be subject to the Council's established financial management,

monitoring, and contract administration arrangements to ensure effective budgetary control and value for money throughout the duration of the project.

10.0 Workforce

- 10.1 The proposals contained within this report have been developed to ensure that the Council has the appropriate resources, expertise and governance arrangements in place to successfully deliver the project. The procurement of a specialist Design and Build Contractor will provide access to the technical, engineering and construction expertise required to undertake the detailed design and delivery of the retaining wall remedial works, thereby supplementing the Council's internal resources where specialist skills are required.
- 10.2 The project will be managed by the Construction and Development Team within Neighbourhood Services, with support from colleagues within Procurement, Legal Services and Finance. The use of delegated authorities as set out in this report will ensure that decisions can be made in a timely and efficient manner, enabling the project to progress in accordance with the approved programme whilst maintaining appropriate governance and accountability.
- 10.3 The recommendations support the Council's wider workforce objectives by ensuring that internal staff resources are focused on project management, contract administration, stakeholder engagement and governance activities, whilst specialist design and construction functions are undertaken by suitably qualified external consultants and local contractors under the SEWHF. This approach promotes effective use of the Council's workforce capacity, supports service resilience and helps ensure the successful delivery of a strategically important highway infrastructure project.
- 10.4 The proposed arrangements are consistent with the principles of the Council's Vale 2030 Corporate Plan and Reshaping Services Programme, ensuring that resources are deployed efficiently, effectively, expertise is sourced appropriately, and robust partnership working is utilised to achieve the best outcomes for residents and the wider community.

11.0 Legal and Equalities

- 11.1 The procurement exercise will be undertaken in accordance with the Council's Contract Standing Orders, Procurement Rules and Financial Regulations.
- 11.2 The contract will be procured using the NEC4 Engineering and Construction Contract Option A Design and Build Contract via the SEWHF and will be undertaken in accordance with the Council's Contract Procedure Rules and Financial Regulations, providing a compliant procurement route that ensures transparency, value for money, fairness and proportionality.
- 11.3 The Council, as the local Highway Authority, has a statutory duty under Section 41 of the Highways Act 1980 to maintain highways maintainable at public expense and to take reasonable steps to ensure that the highway network remains safe for all users. The proposed scheme will assist the Council in discharging its statutory maintenance obligations by delivering a long-term engineering solution to safeguard the highway and supporting infrastructure.

- 11.4 The Council also has powers under the Highways Act 1980 to undertake works for the improvement, protection and maintenance of highway assets where such works are necessary to preserve the integrity and safe operation of the highway network. The proposed remedial works are consistent with these powers and support the Council's wider duties in respect of network management, public safety and asset stewardship.
- 11.5 Any signage or public communications associated with these works will comply with the requirements contained within the Council's Welsh Language Scheme.
- 11.6 The Council has been advised through specialist investigations that there remains a risk of further deterioration and potential structural failure of the retaining wall if remedial works are not undertaken. In considering this report, Members should have regard to the Council's statutory duties as Highway Authority, together with its wider responsibilities in relation to public safety, asset management and risk management. The proposed procurement and delivery of a permanent engineering solution is intended to support the Council in managing and mitigating these identified risks.
- 11.7 **Does an Equalities Impact Assessment need to be completed? If not, why?**
- 11.8 An Equality Impact Assessment (EIA) is not considered necessary as the proposal relates to essential maintenance and renewal of an existing highway asset and does not involve changes to Council policies, services or access arrangements. The works will maintain the safe operation of the highway network and are not expected to have any disproportionate impact on people with protected characteristics. Temporary construction impacts will be appropriately managed through the contractor's traffic management and site access arrangements. Whilst temporary traffic management arrangements may affect access during construction, these impacts will be temporary in nature and managed through the contractor's traffic management arrangements and stakeholder engagement processes. The proposal does not involve a change to Council policy, service eligibility, service delivery model or access to services and therefore is not considered to have a disproportionate impact on persons sharing protected characteristics.

12.0 **Key Contacts**

- 12.1 **Who are the primary officers to contact with any comments and/or queries on the report?**

Lead Officer: Michael Clogg Engineering Operational Manager mtclogg@valeofglamorgan.gov.uk	Democratic Services Officer: Matt Swindell Cabinet and Committee Services Officer. mlswindell@valeofglamorgan.gov.uk
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Appendix

None.

Background Documents

None.