

Darwen East Development Corridor

Monitoring & Evaluation Report
November 2017



Contents

1. Scheme Context and Background	1
1.1 Scheme Context and Description	1
1.2 Scheme Costs	2
1.3 Scheme Delivery Strategy and Timeframe	3
2. Scheme Objectives and Expected Outcomes	4
2.1 Scheme Objectives	4
2.2 Expected Scheme Outcomes	4
2.3 Expected Scheme Impacts	5
2.4 Expected Scheme Beneficiaries	5
3. Monitoring and Evaluation Scope and Objectives	6
3.1 Evaluation Scope and Requirements	6
3.2 Evaluation Objectives	7
4. Monitoring and Evaluation Approach and Methodology	8
4.1 Evaluation Approach	8
4.2 Logic Mapping	8
4.3 Evaluation Timescale	9
5. Data Requirements and Collections Methods	10
5.1 Data Requirements	10
5.2 Data Sources	10
6. Monitoring and Evaluation Resourcing and Governance	12
6.1 Governance	12
6.2 M&E Cost	12

Figures

Figure 4.1 – Local Authority Major Schemes: M&E Process	8
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Tables

Table 1.1 – Base Cost Estimates	2
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Appendices

Appendix A – Logic Map
Appendix B – Benefits Realisation Plan

1. Scheme Context and Background

1.1 Scheme Context and Description

Darwen is located to the south of Blackburn and is part of the Blackburn with Darwen Unitary Authority, overseen by Blackburn with Darwen Borough Council (BwDBC). In order to accommodate the requirement for further housing in the borough, a number of sites have been identified within Darwen for potential development.

Part of the process in determining the suitability of the various identified sites involves an assessment of the surrounding highways network and the potential for connectivity, ensuring that there is sufficient capacity to accommodate the expected level of development. The conclusions drawn from the Transport Implications on the Local Highway Network (2013) report identified that the existing highway network in the borough suffers from congestion on key routes, particularly during the peak periods.

Access to five of these allocated sites—encompassing a potential 1,154 dwellings and the majority of the allocation for Darwen—from the main highway network is via a limited number of access points across the existing Blackburn–Darwen–Bolton–Manchester railway line. The current crossing points each have their own unique constraints, and the existing local highway network has a number of junctions that have been identified as requiring improvement in order to facilitate access to the proposed development sites.

In order to mitigate the impacts of the proposed development sites on the highway network, a package of measures is presented as the 'Darwen East Development Corridor' (DEDC). The DEDC will ensure that any transport implications arising from the allocated development sites will be mitigated as far as possible, providing high-quality links to the M65 and the wider network as well as relieving local congestion. Through this, the DEDC will enable high-quality houses with strong connections to employment sites, boosting the region's economy.

The DEDC package includes the following improvements:

- Junction improvements at the A666/Watery Lane;
- Widening of the railway bridge crossings at Sough Road and Grimshaw Street;
- Junction Improvements at Sough Road/Grimshaw Street/Pole Lane;
- Junction Improvements at Pole Lane/Priory Drive;
- A new junction at Priory Drive/Marsh House Lane in order to facilitate a new Link Road;
- A new Link Road across the East Darwen Allocation Site between the above junction and Ivinson Road;
- Junction Improvements at Ivinson Road / Oak Grove; and
- Junction Improvements at Oak Grove / Holden Fold

1.2 Scheme Costs

Table 1.1 below presents the package of DEDC improvements with pre-tendered cost estimates. Scheme cost estimates were provided by Capita in May 2017. In line with WebTAG requirements, a 10% allowance for risk has been applied to base construction cost estimates. A 5% allowance for risk has been added to preparation and supervision base cost estimates. All costs are presented in 2017 resource prices and no allowance for optimism bias has been included at this stage.

Table 1.1 – Base Cost Estimates

No.	Intervention Location	Preparation Cost	Supervision Cost	Construction Cost	Total Maintenance Cost	Risk Adjusted Total Cost (Preparation, Supervision & Construction)*
J1	A666/ Watery Lane	£13,140	£3,811	£46,187	-	£68,604
J13	A666/ Grimshaw Street	£8,487	£2,462	£29,833	-	£44,312
J5	Sough Road / Grimshaw Street / Pole Lane	£77,362	£22,439	£479,586	-	£632,335
J6	Pole Lane / Priory Drive	£15,803	£4,584	£55,550	-	£82,511
J7	Marsh House Lane / Priory Drive	£153,271	£44,457	£603,688	-	£871,672
-	Link Road	£233,730	£67,794	£852,075	£655,500	£1,253,883
J7a	Ivinson Road/ Oak Grove/ Holden Fold	£34,183	£9,915	£235,453	-	£305,302
-	Pre-Works Contract	£0	£4,538	£55,000		£65,265
					TOTAL	£3,323,884

* Includes additional risk adjustment outlined above

1.3 Scheme Delivery Strategy and Timeframe

The partner organisations involved in and committed to supporting the Darwen East Development Corridor are as follows:

- Lancashire Local Enterprise Partnership;
- Blackburn with Darwen Borough Council; and
- Various prospective housing and employment site developers.

The original submission to the LEP had funding from the Growth Deal (£2.5m) and the Council (£0.5m) - no third party contributions were identified at this point. What was then envisaged was a calculated s106 contribution based on the numbers of housing netted off against the value of the land which wasn't known at the time. The Council has agreed in principle to buy the land required to build the road, from the landowners for a £1.

Delivery of the scheme is expected to take place over the following timescale:

- Business case submission: October 2017
- Procurement process for the works will be in Q2 2017/2018
- Business case approval from TfL: November 2017
- Full approval to commence from the Lancashire Enterprise Partnership: January 2018
- Construction work begin: February 2018
- Completion of works: March 2019

2. Scheme Objectives and Expected Outcomes

2.1 Scheme Objectives

The issues that are intended to be addressed by the scheme can be summarised as follows:

- A lack of quality affordable housing stock in Darwen;
- A requirement to meet housing delivery targets;
- Access to the development areas from A666 is via a limited number of railway crossings, each with unique constraints;
- Congestion on the A666 is expected to increase due to LDP allocations of 1,154 dwellings; and
- There are AQMA sites on the A666 in the vicinity of the town centre and at Earcroft close to Junction 4 of the M65.

In considering the local policy context and the issues the scheme is intended to address, it is considered that the following objectives will sufficiently address these issues:

- Assist in the delivery of committed and allocated housing developments within East Darwen by the end of the current plan period (2026);
- Reduce the number of casualties on the local road network each year by the end of the current plan period;
- Prevent a worsening of congestion on the local highway network as a consequence of new housing delivery to the end of the current plan period (2026); and
- Prevent a worsening of air quality at the AQMA sites in Darwen as a consequence of new housing delivery to the end of the current plan period (2026).

2.2 Expected Scheme Outcomes

The following outcomes are expected following successful delivery of the DEDC scheme:

- Open up land at Baileys field to allow successful delivery of Local Plan site allocation 16/14 for approximately 350 properties following completion of the new link road section between Marsh House Lane and Ivinson Road;
- A local highway network able to cope with the expected increase in traffic and trip generation following the development of all Local Plan housing and employment site allocations across Darwen;

- A reduction in traffic delay and queueing at key intervention junctions, notably at the Sough Road/ Grimshaw Street/ Pole Lane junction and at junctions along the A666;
- Journey time savings for local residents and potential residents dwelling at site 16/14 looking to travel between Marsh House Lane and Ivinson Road;
- Improved use of the existing road network with enhanced connectivity from the M65 to east Darwen; and
- Reduced vehicle emissions from a reduction in delay and queueing on the local highway network.

2.3 Expected Scheme Impacts

The scheme outcomes listed above are expected to have the following impacts on the local area:

- Economic growth and development across the local area following delivery of Local Plan housing and employment site allocations;
- Reduced Traffic congestion issues on the local highway network routes;
- Improved road safety on specific local highway network routes through new residential areas following site allocation housing development; and
- Improved air quality in the local Air Quality Management Area (AQMA).

2.4 Expected Scheme Beneficiaries

The intended beneficiaries of the scheme outcomes listed above are detailed as follows:

- Potential residents of Local Plan housing site allocation 16/14 at Baileys Field;
- Existing residents of east Darwen, who will benefit from improved journey times from residential areas to primary local highway routes and the Strategic Road Network;
- Existing residents across BwD, who will benefit from economic and housing development across Darwen, reduced journey time delay and improved air quality.

3. Monitoring and Evaluation Scope and Objectives

3.1 Evaluation Scope and Requirements

The Monitoring and Evaluation (M&E) plan for the DEDC scheme takes a proportionate and targeted approach, which will aim to demonstrate how the scheme has performed in relation to its objectives and intended outcomes.

The principle aims of M&E are to determine whether a scheme has been delivered as planned and whether it has delivered the expected benefits. Where outcomes differ from those expected data collected for M&E evidence base will assist in understanding the reasons for this and the lessons that can be learnt.

As indicated by the Transport for Lancashire (TfL) Assurance Framework document, M&E of scheme progress and success will be undertaken in line with the standard set of measures outlined in DfT M&E guidance¹. These are detailed as follows:

- Scheme build;
- Delivered scheme;
- Scheme costs;
- Scheme objectives;
- Travel demand;
- Journey Times and Reliability;
- Impact on the Economy; and
- Carbon.

A key strategic objective and purpose of TfL is to monitor progress of scheme delivery and spend. TfL will put in place a mechanism to ensure that it monitors and evaluates schemes in accordance with the appropriate DfT guidance.

TfL requires scheme promoters to submit regular monitoring reports setting out progress on scheme preparation and/or delivery. This will allow TfL to collate information from scheme promoters, indicate progress against key milestones and highlight any risks. A RAG rating identifies schemes at risk of not meeting their objectives.

¹ DfT Monitoring and Evaluation Framework for Local Authority Major Schemes:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/9154/la-major-schemes-monitoring-evaluation.pdf

The following metrics (as stated within the LEP's Monitoring and Evaluation Framework) will be assessed as part of the Monitoring and Evaluation of the DEDC scheme:

- Expenditure (quarterly): scheme expenditure will be collected from the Council's CIVICA system, summarised and reported to the LEP quarterly. Expenditure will be split by the following categories: construction, professional fees
- Funding breakdown (quarterly): identified through Council internal programme monitoring (LTP and capital projects) with split between the LEP and BwDBC contributions and compared to the original split in the SOBC
- In-kind resources (quarterly): to be identified and reported to the LEP quarterly.
- Housing unit starts (annual): measure reported to the Council's internal Growth Board, and then onto the LEP.
- Housing units completed (annual): measure reported to the Council's internal Growth Board, and then onto the LEP.
- Jobs connected to the intervention (annual): none connected with DEDC
- Commercial floorspace constructed (annual): none connected with DEDC
- Average daily traffic and by peak/non-peak periods (biannual) / Average AM and PM peak journey time on key routes (journey time measurement) – (biannual) / Day-to-day travel time variability (biannual): peak period traffic flows, manual classified count turning proportions at key highway intervention locations, TrafficMaster data along defined key routes within the DEDC study area. Statistics collated within M&E Plan updates and reported to LEP.
- Accident rate (biannual) / Casualty rate (biannual): STATS19 collision data at highway intervention locations. Statistics collated within M&E Plan updates and reported to LEP.
- Annual average daily and peak hour passenger boardings (biannual): none connected with DEDC
- Pedestrian counts on new / existing routes: none connected with DEDC

3.2 Evaluation Objectives

The M&E plan is designed to determine whether the DEDC scheme;

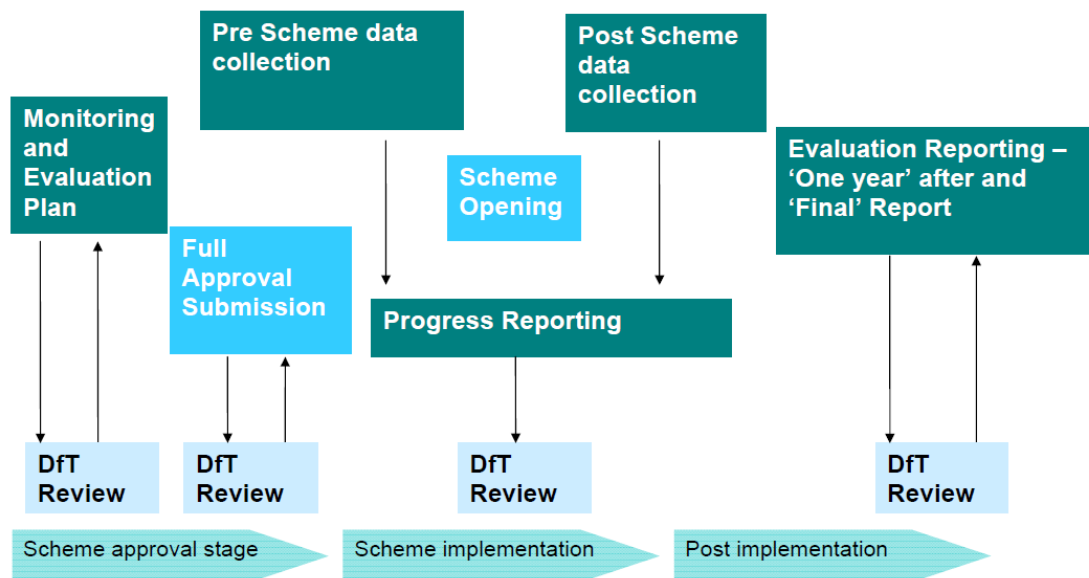
- Has been designed and delivered efficiently and effectively;
- Has met the requirements of the stated scheme objectives;
- Has achieved the desired outcomes and impacts; and
- Has resulted in any unintended outcomes and impacts (both positive and negative).

4. Monitoring and Evaluation Approach and Methodology

4.1 Evaluation Approach

As mentioned defined by the TfL Assurance Framework, M&E for the road improvement scheme will follow the standard approach outlined by current DfT guidance. Evaluation requires a comprehensive, integrated research approach in order to carry out all components effectively, including analysis of scheme context, scheme delivery and wider impacts. M&E will aim to highlight how the scheme and its objectives are performing, and establish outcomes resulting from road improvements. The process for M&E outlined in current DfT guidance is detailed in Figure 4.1 below.

Figure 4.1 – Local Authority Major Schemes: M&E Process



4.2 Logic Mapping

The logic map detailed in Appendix A highlights the links between context, inputs, outputs, outcomes and impacts of the scheme and gives a visual representation of where M&E should be focused. The logic map will be used as a basis to establish the evaluation approach, and ensure monitoring resources are targeted appropriately through the timeline of scheme development to provide effective measurement of objectives and outcomes.

4.3 Evaluation Timescale

M&E will be required both during development and construction, as well as in the years following implementation of the road improvement scheme in order to meet the stated evaluation objectives and effectively assess any scheme outcomes and impacts. As per DfT Standard Monitoring guidance, M&E is expected to take place over the following timescale:

- Prior to scheme build (baseline): 2017
- During development and construction: February 2018 – March 2019; and
- Post scheme implementation:
 - o One Year After Report: April 2020
 - o Final Evaluation (Five Years After) Report: April 2024

As defined by the TfL assurance framework, regular monitoring reports are to be submitted to TfL by scheme promoters during the development and construction phase until scheme completion to ensure the intended outcomes are realised.

5. Data Requirements and Collections Methods

5.1 Data Requirements

Data collection for the DEDC scheme is required at various stages through scheme development to ensure effective M&E takes place. These stages are detailed and reported as follows:

- Baseline Conditions: Prior to scheme implementation;
- During scheme development and construction;
- One Year After Report; and
- Final Report (five years after).

Consideration will be given for the need to undertake data collection in neutral months and in the same period during each evaluation stage.

Relevant data sources required to establish baseline conditions and traffic flows on the local highway network is as follows:

- Scheme construction and cost data;
- Peak period traffic flows through the local highway network;
- Manual Classified Count turning proportions at key highway intervention locations;
- TrafficMaster data along defined key routes within the DEDC study area;
- Collision data at highway intervention locations; and
- Air quality monitoring data.

Relating to the metrics detailed in Section 3.1, scheme construction and cost data will be required for M&E of scheme build, the delivered scheme and realised scheme costs. Peak period traffic flows, manual classified counts, collision data and TrafficMaster data are required for M&E of travel demand, journey time reliability and the impact on the economy. Air quality data is required for M&E of scheme impact on carbon. All data types are required to assess whether the scheme has achieved its intended objectives.

5.2 Data Sources

Relevant data required for M&E of the DEDC scheme will be obtained from the following sources:

- Annual Darwen Cordon Count data, which forms a network of Automated Traffic Counts supplemented by counts of users of all transport modes;

- Post opening scheme traffic counts at one year and five year post opening stages; and
- Online records of Personal Injury Collision data; and
- Established air quality monitoring sites across Darwen.

A benefits realisation plan outlining the where each data source shall be used to determine how the scheme is performing against the delivery of each of its objectives is provided in the Benefits Realisation Plan provided in Appendix B.

6. Monitoring and Evaluation Resourcing and Governance

6.1 Governance

Responsibility for the delivery and implementation of M&E for the DEDC scheme lies with BwDBC as the leading scheme promoter and advocate for intervention. As leading scheme promoter, BwDBC will be responsible for submitting regular reports to TfL as detailed in the programme and risk management guidance within the TfL Assurance Framework.

BwDBC also represents the local highway authority, responsible for ensuring efficient traffic flows and sustainable development on the local highway network.

BwDBC is committed to ensuring that the scheme is monitored and evaluated effectively to ensure that:

- The scheme can be improved, where possible;
- Future schemes can be improved in terms of efficiency and effectiveness;
- BwDBC have a more comprehensive knowledge of the evaluation process which will help inform and guide future major transport scheme decisions;
- Robust evidence is developed surrounding the road improvement scheme to help the BwDBC respond to queries and criticism;
- There is demonstrable evidence that the scheme achieved its intended outcomes and provided value for money; and
- Scheme benefits observed have been generated by the scheme and the proposed intervention.

6.2 M&E Cost

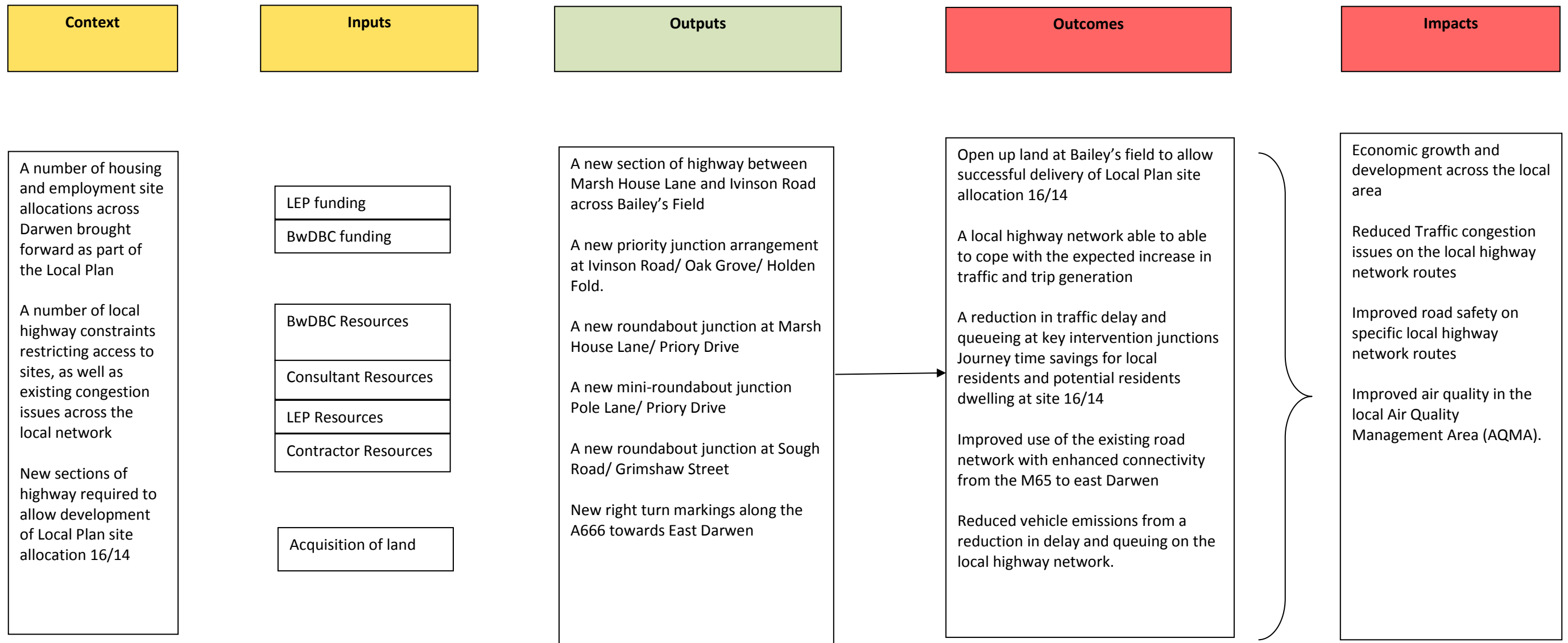
M&E costs are not included within main DEDC scheme costs or funding. It is stated with the TfL Assurance Framework that the Lancashire Enterprise Partnership will not fund scheme development and preparation costs nor any post scheme monitoring and evaluation.

Funding for ongoing M&E costs have been secured by the Council from its internal transport budgets.

Indicative costs to complete M&E will involve expected expenses as follows:

- Collection of traffic flow data;
- Updated junction modelling with new count/ traffic flow data; and
- Reporting of 'One Year After' and 'Final' reporting stages.

Appendix A – Logic Map



The logic map addresses the following fundamental questions:

Will the scheme:

1. Assist in the delivery of committed and allocated housing developments within East Darwen by the end of the current plan period (2026);
2. Reduce the number of casualties on the local road network each year by the end of the current plan period;
3. Prevent a worsening of congestion on the local highway network as a consequence of new housing delivery to the end of the current plan period (2026); and
4. Prevent a worsening of air quality at the AQMA sites in Darwen as a consequence of new housing delivery to the end of the current plan period (2026).

Appendix B – Benefits Realisation Plan

DEDC Benefits Realisation Plan

OUTCOMES	CORE METRICS	PROJECT SPECIFIC METRICS	REALISATION	MAXIMISATION	OWNERSHIP
Open up land at Baileys field to allow successful delivery of Local Plan site allocation 16/14 for approximately 350 properties following completion of the new link road section between Marsh House Lane and Ivinson Road;	- Housing Unit Starts; and - Housing Units completed.			Delivery of DEDC Link Road and BwD Promotion of the site to potential developers	DEDC Project Board
A local highway network able to cope with the expected increase in traffic and trip generation following the development of all Local Plan housing and employment site allocations across Darwen;	N/A	- Average daily traffic by peak / non peak periods;	On completion of works on a geographical basis as the scheme proceeds.	Co-ordination of road works to minimise disruption, effective traffic management and diversion routes during construction. Review of local way finding signage.	
A reduction in traffic delay and queueing at key intervention junctions, notably at the Sough Road/ Grimshaw Street/ Pole Lane junction and at junctions along the A666;	N/A	- Average AM and PM peak journey times on key routes; and			
Journey time savings for local residents and potential residents dwelling at site 16/14 looking to travel between Marsh House Lane and Ivinson Road;	N/A	- Day to Day travel time variability.			
Improved use of the existing road network with enhanced connectivity from the M65 to east Darwen; and	N/A				
Reduced vehicle emissions from a reduction in delay and queueing on the local highway network.	N/A	- Air quality monitoring		Proposals to co-ordinate with measures proposed in AQMA action plans.	

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