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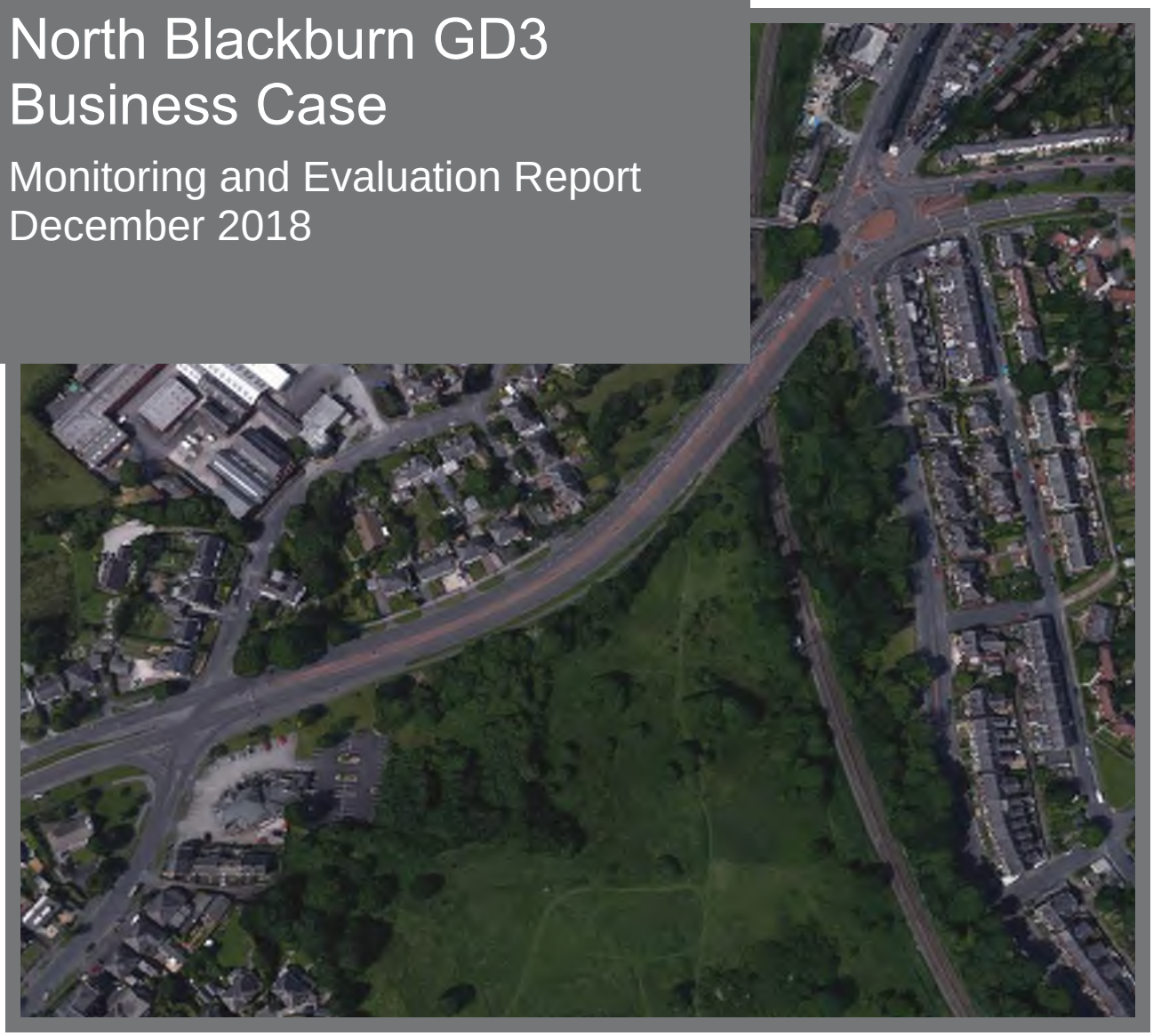
North Blackburn GD3 Business Case

Monitoring and Evaluation Report
December 2018



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Quality Management

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Rev	Date	Issue / Purpose/ Comment	Prepared	Checked	Authorised
01	10/18	Draft for Comments	KK	WA	WA
02	11/18	Jacobs comments addressed and shown in blue font	KK	WA	WA
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04	12/18	Jacobs comments addressed	KK	WA	WA

Contents

Figures

1. Scheme Context and Background

1.1 Scheme Context

The proposed North Blackburn scheme is one of three infrastructure packages, which altogether comprise the Growth Deal 3 “Pennine Gateways” project, aimed to support the sustainable delivery of new homes, new business and jobs in the three growth area of the Borough of Blackburn with Darwen whilst contributing to alleviating congestion.

The “Pennine Gateways” project has been approved in principle by the Lancashire Enterprise Partnership (LEP) for funding and was given “Programme Entry” in spring 2017 as part of Central Government’s Growth Deal 3 announcement. Majority funding for delivery comes via the LEP with physical and financial completion required by March 2021.

The LEP has secured £320 million from the Government's Local Growth Fund to support economic growth in the area through the Growth Deal. The Lancashire Growth Deal as agreed with Government aims to realise the growth potential of the whole of Lancashire, building on key local economic assets and high-value business clusters.

The deal will help to:

- Create up to 11,000 jobs and 3,900 new homes
- Attract £1.2 billion of new private sector investment to Lancashire

The “Pennine Gateways” project contributes significantly to the “Releasing Growth Potential” priority of the LEP, through essential transport improvements to motorway junctions and railway lines as well as building new roads which support job creation and enable the release of more land for homes and businesses.

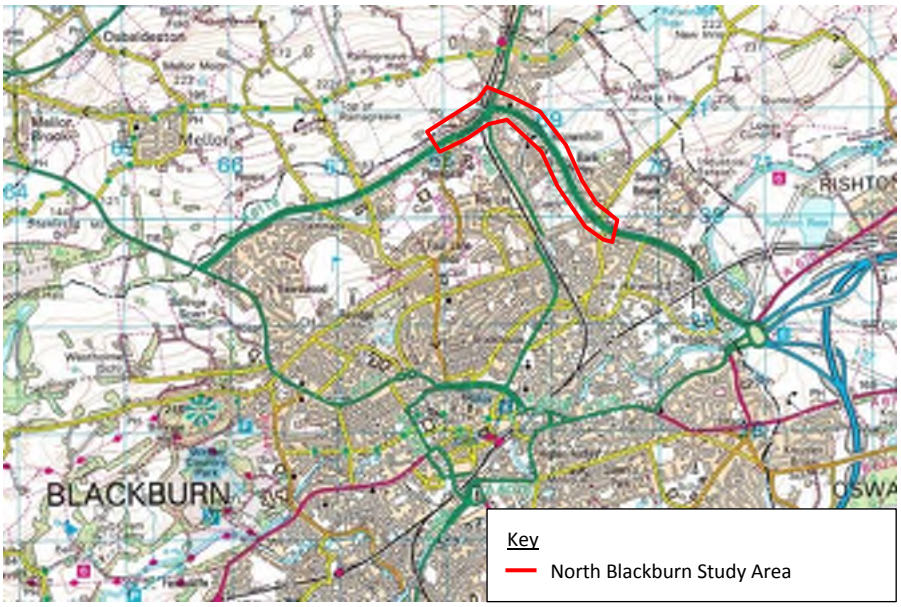
The Growth Deal 3 North Blackburn scheme proposal includes signal equipment upgrade with installation of intelligent signal controllers to adjust green times based on demand (MOVA), resurfacing, road markings improvements and pedestrian and cycle provision improvements at the following three junctions:

- The A6119 Brownhill Drive/A6119 Ramsgreave Drive/A666 Whalley New Road/Pleckgate Road five-arm signalised roundabout junction, known as the Brownhill Roundabout;
- Pleckgate Road/Ramsgreave Drive four-arm signalised junction (further referred to as the Pleckgate junction); and

- The A6119 Brownhill Drive/A6119 Whitebirk Drive/Whalley Old Road staggered signalised junction (further referred to as the Whalley Old Road junction).

The location of the aforementioned three junctions, which form part of the North Blackburn scheme are shown in Figure 1.1 and Figure 1.2.

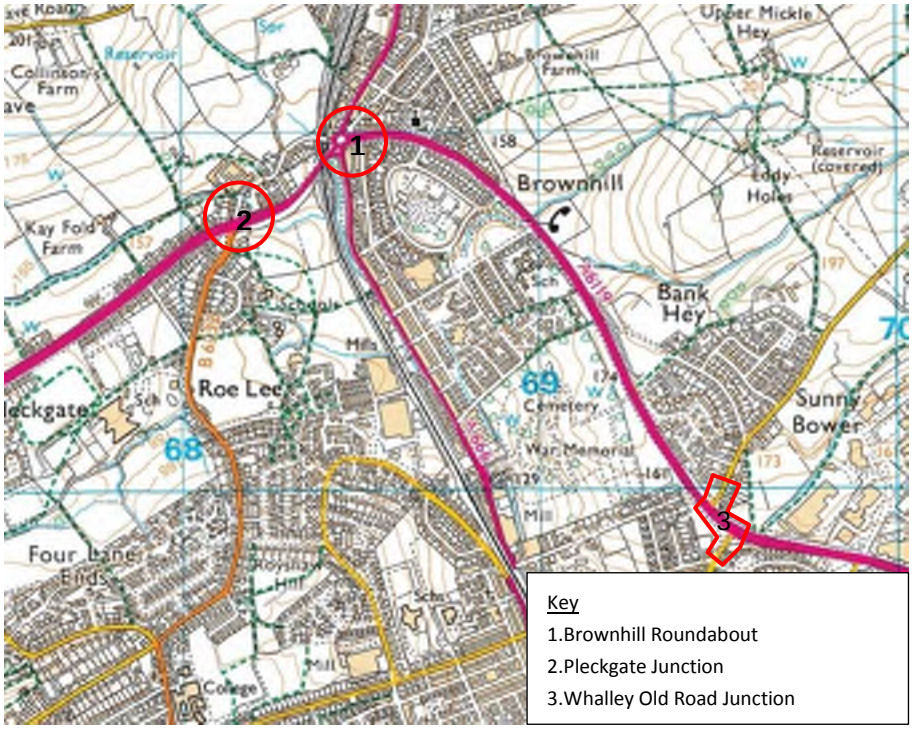
Figure 1.1. North Blackburn Study Area



At present, there is a high volume of traffic passing through the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction, whilst the A6119 Ramsgreave Drive currently experiences one of the highest traffic volumes amongst all roads in Blackburn. The aforementioned three junctions are critical in connecting the Blackburn town centre with north of Blackburn.

It is envisaged that the proposed highway network improvements and signal timings optimisation would reduce the existing congestion issues at the aforementioned three junctions along the A6119, resulting in travel time savings and assuring the efficient operation of the local highway network. As a result, it is expected that the scheme will generate junction delay savings for motorists and that the resulting user benefits will be a key element which will underpin the business case.

Figure 1.2. Scheme Locations



The proposed scheme drawings are included as Appendix A.

1.2 Scheme Delivery Strategy and Timeframe

The partner organisations involved in and committed to supporting the scheme are:

- Lancashire Local Enterprise Partnership; and
- Blackburn with Darwen Borough Council.

The scheme does not require any land acquisition.

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

- Procurement process for the works between 9th July 2018 and 03rd October 2018
- Final Business Case submission on 10th October 2018
- Business case approval from TfL 10th January 2018
- Construction work begins on 24th January 2019
- Completion of works on 29th November 2019

2. Scheme Objectives and Expected Outcomes

2.1 Scheme Objectives

The main challenge, which the North Blackburn scheme aims to address is to reduce the existing congestion issues within the study area through reduction of junction delay at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. It is envisaged that delay reduction would result in travel time savings and aid the efficient operation of the local highway network.

In addition, investment in the scheme would contribute to economic growth by releasing the potential for a number of strategic sites along the route that would help to accelerate projects that are already planned. Bringing forward new housing would also help the borough to meet its Local Plan and Prosperity Plan targets for new business, jobs and homes.

Not only would the project encourage development of adjacent sites, but would also help improve air quality for residents who live in the vicinity of the A6119, promote sustainable transport, reduce severance and improve road safety.

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

- Aid optimisation of the local network
- Improve the reliability of journey times
- Support economic growth and regeneration
- Improving local air quality
- Improve road safety

2.2 Expected Scheme Outcomes

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

- Reduced journey times between the M65 motorway and north of Blackburn;
- A reduction in traffic delay at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction;
- Journey time savings for commuters, existing and future local residents and local businesses;
- Improved road safety at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction as a result of reduced congestion;

- Reduced vehicle emissions from a reduction in delay and queueing on the local highway network; and
- Accelerated delivery of the residential developments along the route of the A6119.

2.3 Expected Scheme Beneficiaries

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

- Daily commuters and visitors travelling between Blackburn town centre and north of Blackburn through the Brownhill Roundabout, Pleckgate junction Whalley Old Road junction;
- Local road users, bus users, cyclists and pedestrians; and
- Existing residents and local business.

3. Monitoring and Evaluation Scope and Objectives

3.1 Evaluation Scope and Requirements

The Monitoring and Evaluation (M&E) plan for the North Blackburn 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 guidance[1]. These are detailed as follows:

Item	Stage	Data Collection Timing	Rationale
Scheme build	Input	During delivery	Knowledge
Delivered scheme	Output	During delivery/post opening	Accountability
Costs	Input	During delivery/post opening	Accountability
Scheme Objectives	Output/Outcome/ Impact	During delivery/post opening (up to 5 years)	Accountability
Travel Demand	Outcome	During delivery/post opening (up to 5 years)	Accountability/ Knowledge
Travel Times and Reliability	Outcome	During delivery/post opening (up to 5 years)	Accountability/ Knowledge
Impact on Economy	Impact	Pre or during delivery/ Post opening (up to 5 years)	Accountability/ Knowledge
Carbon	Impact	Pre or during delivery/ Post opening (up to 5 years)	Accountability/ Knowledge

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

[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

promotors, indicate progress against key milestones and highlight any risks. A RAG rating identifies schemes at risk of not meeting their objectives.

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 North Blackburn 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 (Main Contractor fees), Statutory Undertakers' Diversions, Preparation fees, Supervision fees.
- ***Funding breakdown (quarterly):*** identified through Council internal programme monitoring (LTP and capital projects) with split between the LEP and BwDBC contributions. Compared to the business case split as shown in Sections 3.2 and 3.3.
- ***In-kind resources (quarterly):*** to be identified and reported to the LEP quarterly.
- ***Jobs connected to the intervention (annual):*** rate of delivery to be monitored and reported.
- ***Commercial floorspace constructed (annual):*** rate of delivery to be monitored and reported.
- ***Housing unit starts (annual):*** rate of delivery to be monitored and reported.
- ***Housing unit completed (annual):*** rate of delivery to be monitored and reported.
- ***Total length of resurfaced roads (quarterly):*** length of road for which works have been completed and now open for public use will be reported.
- ***Total length of newly built roads (quarterly):*** none connected with the scheme.
- ***Total length of new cycle ways (quarterly):*** none connected with the scheme.
- ***Type of infrastructure delivered (biannual):*** the length of cycle lanes for which works have been completed and now open for public use will be reported.
- ***Type of service improvement delivered (biannual):*** none connected with the scheme.
- ***Follow on investment at site (annual):*** none connected with the scheme.
- ***Commercial floor space occupied (annual):*** none connected with the scheme.
- ***Commercial rental values (annual):*** none connected with the scheme.
- ***Average daily traffic and by peak/non-peak periods (biannual) / Average AM and PM peak delay at the junctions – (biannual) / Day-to-day travel time variability (biannual):*** data sources include queue length surveys at the three junctions identified within the study area, Manual Classified Counts (MCCs) at the junctions within the

study area, average speed along the A6119 to report traffic congestion statistics and average journey times. Statistics will be collated and reported to LEP.

- ***Average annual CO2 emissions (biannual):*** air quality indices can be measured in the vicinity of the scheme for the pre-scheme and post-scheme scenario.
- ***Accident rate (biannual) / Casualty rate (biannual)/Types of accidents:*** STATS19 or CrashMap collision data at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. Statistics will be collated and reported to LEP.
- ***Annual average daily and peak hour passenger boardings (biannual):*** none connected with the scheme.
- ***Pedestrian counts on new / existing routes:*** none connected with the scheme.

3.2 Evaluation Objectives

The M&E plan is designed to determine whether the North Blackburn scheme:

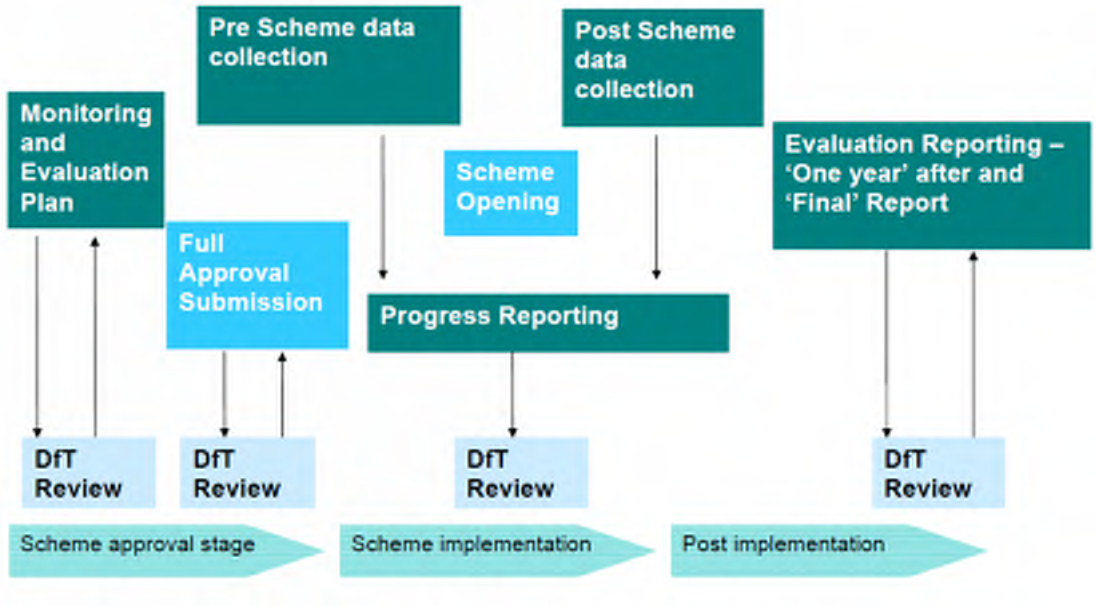
- Has been designed and delivered efficiently and effectively;
- Has met the requirements of the stated scheme objectives;
- Has achieved the desired outcomes and impacts; and
- Has resulted in any unintended outcomes and impacts (both positive and negative).

4. Monitoring and Evaluation Approach and Methodology

4.1 Evaluation Approach

As 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): 2018 to January 2019
- During construction: January 2019 to November 2019; and
- Post scheme implementation:
    - One Year After Report: late 2020/early 2021
    - Final Evaluation (Five Years After) Report: late 2025/early 2026

As defined by the TfL assurance framework, regular monitoring reports are to be submitted to TfL by scheme promotors 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 North Blackburn 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;
- MCC turning proportions at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction;
- Queue length at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction;
- ATC and speed survey data along the A6119;
- Collision data at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction; 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. ATC, MCC data, queue length, collision data and speed survey data are required for M&E of travel demand, junction delay 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 North Blackburn scheme will be obtained from the following sources:

- ATC, speed surveys, MCC and queue length data will be undertaken by an independent traffic survey company. Post opening scheme traffic counts at one year and five year post opening stages; and
- Online records of Personal Injury Collision data (STATS19 and/or CrashMap); and
- Established air quality monitoring sites;
- Rate of delivery of scheme dependent housing units (272 dwellings at the North Blackburn Development site and 155 dwellings at the Roe Lee site) would be monitored.

A benefits realisation plan outlining 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, Appendix B.

6. Monitoring and Evaluation Resourcing and Governance

6.1 Governance

Responsibility for the delivery and implementation of M&E for the North Blackburn scheme lies with BwDBC, as the leading scheme promoter and advocate for intervention. As leading scheme promotor, 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 the North Blackburn scheme costs or funding. It is stated within the TfL Assurance Framework that the LEP will not fund scheme development and preparation costs nor any post scheme monitoring and evaluation.

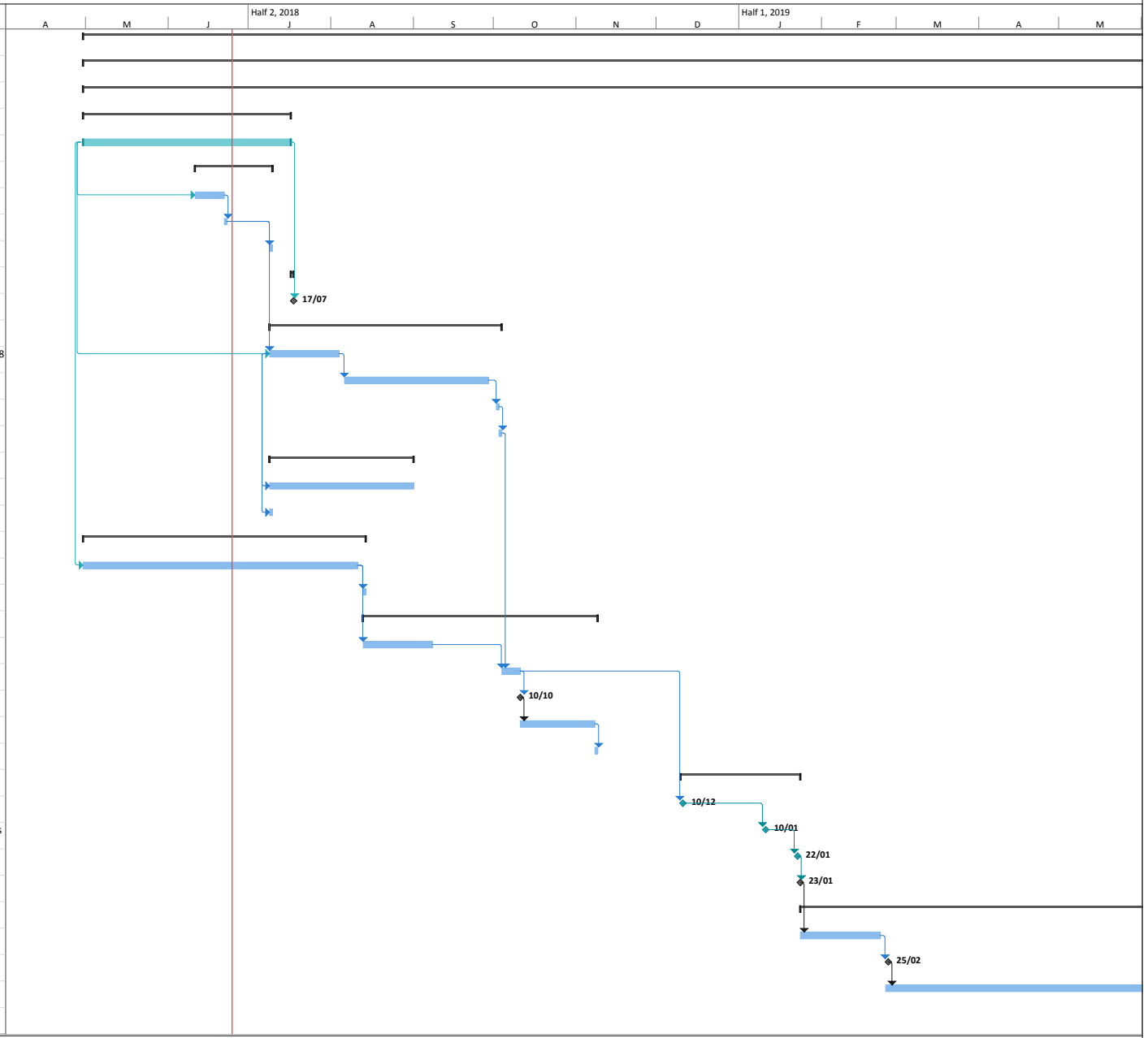
It is therefore the responsibility of BwDBC to ensure that funding is secured to undertake planned M&E. Indicative costs to complete M&E will involve expected expenses as follows:

- Collection of traffic flow data (ATC including speed survey, MCC);
- Comparison of the actual future traffic flows and queue length data with the modelled predictions;
- Reporting of ‘One Year After’ and ‘Final’ reporting stages.

Appendix A Delivery Programme

North Blackburn Delivery Programme

ID	Task Mode	Task Name	Duration	Start	Finish	Predecessors
1		**Highways and Transport Capital Investment**	**415 days**	**Mon 30/04/18**	**Fri 29/11/19**	
2		**Growth Deal 3**	**415 days**	**Mon 30/04/18**	**Fri 29/11/19**	
3		**North Blackburn**	**415 days**	**Mon 30/04/18**	**Fri 29/11/19**	
4		**Detailed Design**	**56 days**	**Mon 30/04/18**	**Mon 16/07/18**	
5		Detailed Design Period	56 days	Mon 30/04/18	Mon 16/07/18	
6		**Expression of Interest**	**21 days**	**Mon 11/06/18**	**Mon 09/07/18**	
7		Draft Expression of Interest	9 days	Mon 11/06/18	Thu 21/06/18	5SS+30 days
8		Issue Expression of Interest	1 day	Fri 22/06/18	Fri 22/06/18	7
9		Contractor Engagement Day	1 day	Mon 09/07/18	Mon 09/07/18	8FS+2 wks
10		**Gateway Review**	**1 day**	**Tue 17/07/18**	**Tue 17/07/18**	
11		Gateway Review 1	1 day	Tue 17/07/18	Tue 17/07/18	5
12		**Procurement**	**63 days**	**Mon 09/07/18**	**Wed 03/10/18**	
13		Produce Documents and Finalise Desi	20 days	Mon 09/07/18	Fri 03/08/18	5SS+50 days,8
14		Tender (through Framework)	40 days	Mon 06/08/18	Fri 28/09/18	13
15		Evaluation	1 day	Tue 02/10/18	Tue 02/10/18	14FS+1 day
16		Consensus	1 day	Wed 03/10/18	Wed 03/10/18	15
17		**Consultation and Letters of Support**	**40 days**	**Mon 09/07/18**	**Fri 31/08/18**	
18		Collate Letters of Support	40 days	Mon 09/07/18	Fri 31/08/18	13SS
19		Consultation Event	1 day	Mon 09/07/18	Mon 09/07/18	13SS
20		**Draft SOBC**	**76 days**	**Mon 30/04/18**	**Mon 13/08/18**	
21		Collate SOBC	75 days	Mon 30/04/18	Fri 10/08/18	5SS
22		Issue Draft SOBC to Jacobs	1 day	Mon 13/08/18	Mon 13/08/18	21
23		**Final SOBC (with costs)**	**64 days**	**Mon 13/08/18**	**Thu 08/11/18**	
24		Final SOBC Drafting	20 days	Mon 13/08/18	Fri 07/09/18	21
25		Input Cost Information	5 days	Thu 04/10/18	Wed 10/10/18	16,24
26		Submit to Jacobs	1 day	Wed 10/10/18	Wed 10/10/18	25FS-1 day
27		Jacobs Review	20 days	Thu 11/10/18	Wed 07/11/18	26
28		Jacobs Submit Report to LEP	1 day	Thu 08/11/18	Thu 08/11/18	27
29		**Approvals**	**33 days**	**Mon 10/12/18**	**Wed 23/01/19**	
30		Executive Member	1 day	Mon 10/12/18	Mon 10/12/18	25FS-1 day
31		TfL	1 day	Thu 10/01/19	Thu 10/01/19	30FS+22 days
32		LEP Board	1 day	Tue 22/01/19	Tue 22/01/19	31FS+7 days
33		Appoint	1 day	Wed 23/01/19	Wed 23/01/19	32
34		**Construction Phase**	**222 days**	**Thu 24/01/19**	**Fri 29/11/19**	
35		Mobilisation	22 days	Thu 24/01/19	Fri 22/02/19	33
36		Start on Site	1 day	Mon 25/02/19	Mon 25/02/19	35
37		Construction Period	40 wks	Mon 25/02/19	Fri 29/11/19	36FS-1 day
38		Completion	1 day	Fri 29/11/19	Fri 29/11/19	37FS-1 day



Project: North Blackburn
Date: Mon 25/06/18

Task
Split
Milestone
Summary
Project Summary
External Tasks
External Milestone
Inactive Task
Inactive Milestone
Inactive Summary
Manual Task
Duration-only
Manual Summary Rollup
Manual Summary
Start-only
Finish-only
Deadline
Progress
Manual Progress

Appendix B Logic Map

Context	Inputs	Outputs	Outcomes	Impacts
The Growth Deal 3 North Blackburn scheme proposal includes signal equipment upgrade, resurfacing and road markings improvements at the following three junctions: • Brownhill Roundabout; • Pleckgate junction; and • Whalley Old Road junction. The proposed North Blackburn scheme is one of three infrastructure packages, which altogether comprise the Growth Deal 3 "Pennine Gateways" project, aimed to support the sustainable delivery of new homes, new business and jobs in the three growth area of the Borough whilst contributing to alleviating congestion. It is envisaged that the proposed highway network improvements and signal timings optimisation would reduce the existing congestion issues at three junctions along the A6119, resulting in travel time savings and aiding optimisation of the network as a whole. As a result, it is expected that the scheme will generate journey time savings for motorists and that the resulting user benefits will be a key element which will underpin the business case.	LEP funding BwDBC funding BwDBC Resources Consultant Resources LEP Resources Contractor Resources	• Signal equipment upgrade at three junctions; • Resurfacing and road markings improvements; • Pedestrian and cycle provision improvements	A local highway network able to cope with the existing traffic flows A local highway network able to cope with the expected increase in traffic in the future years. Accelerate housing developments along the route of the A6119 and open up land for potential development. A reduction in traffic delay and queueing at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. Journey time savings and enhanced connectivity for travellers between the M65 motorway and north of Blackburn Reduced vehicle emissions from a reduction in delay and queuing on the local highway network.	Reduced congestion, queueing and delay at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction Reduced journey times for motorists traveling between the M65 motorway and north of Blackburn Economic growth and development across the local area Improved road safety at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction Improved air quality in the local Air Quality Management Area (AQMA).

The logic map addresses the following fundamental questions:

Will the scheme result in:

1. Reduced traffic delay, congestion and queueing at the Brownhill Roundabout, Pleckgate Junction and Whalley Old Road junction;
2. Reduced journey times between the M65 motorway and north of Blackburn;
3. Journey time savings for public transport users;
4. Improved road safety through reduced congestion;
5. Reduced vehicle emissions from a reduction in delay and queueing on the local highway network.

Appendix C Benefits Realisation Plan

Benefits Realisation Plan

OUTCOMES	CORE METRICS	PROJECT SPECIFIC METRICS	REALISATION	MAXIMISATION	OWNERSHIP
Reduced traffic delay, congestion and queueing at the Brownhill Roundabout, Pleckgate Junction and Whalley Old Road junction.	n/a	MCC counts and queue length surveys at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. ATC counts and speed survey at the A6119.	On completion of works.	Co-ordination of road works to minimise disruption, effective traffic management and diversion routes during construction. Review of local way finding signage.	North Blackburn Project Board
Reduced journey times for motorists traveling between the M65 motorway and north of Blackburn.	n/a				
Economic growth and development across the local are.	n/a	Monitoring the number of planning applications against actual developments being built.			
Improved road safety at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction.	n/a	STATS19 or CrashMap collision data at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction.			
Improved air quality along the A6119, in the vicinity of the key intervention junctions.	n/a	Air quality monitoring.			
Scheme ependent housing units (272 dwellings at the North Blackburn Development site and 155 dwellings at the Roe Lee site)	n/a	Number of dwellings			