

North Blackburn GD3 Business Case

Social and Distributional Impacts
Appraisal Report
December 2018





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1. Introduction

1.1 Background

This Appraisal Report documents the methodology and findings of the Social and Distributional Impacts Assessment undertaken for the North Blackburn scheme.

Capita has been commissioned by Blackburn with Darwen Borough Council to undertake a Social and Distributional Impacts Assessment of the North Blackburn scheme in support of the formulation of the business case.

Social and Distributional Impact Appraisal is undertaken as part of the transport appraisal process in order to inform the business case for a transport investment proposal.

Social impacts are not typically monetised and are assessed using quantitative and qualitative information and include impacts such as Accidents, Physical Activity, Security, Severance, Journey Quality, Accessibility, Option and Non-Use Values and Personal Affordability.

At all stages, a proportionate approach should be adopted; excessive detail should be avoided - the level of detail should be no more than is needed for robust decisions to be taken.

1.2 Overview of Scheme

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

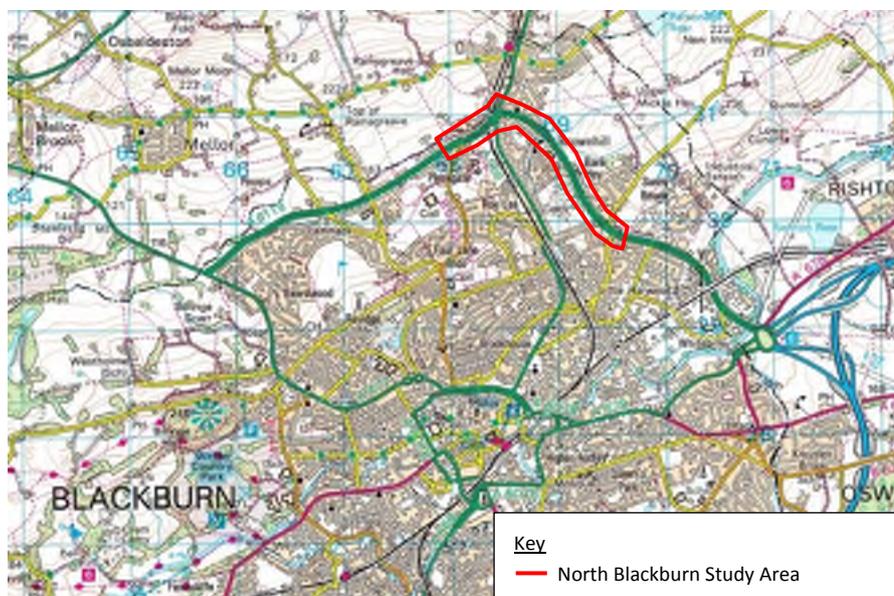
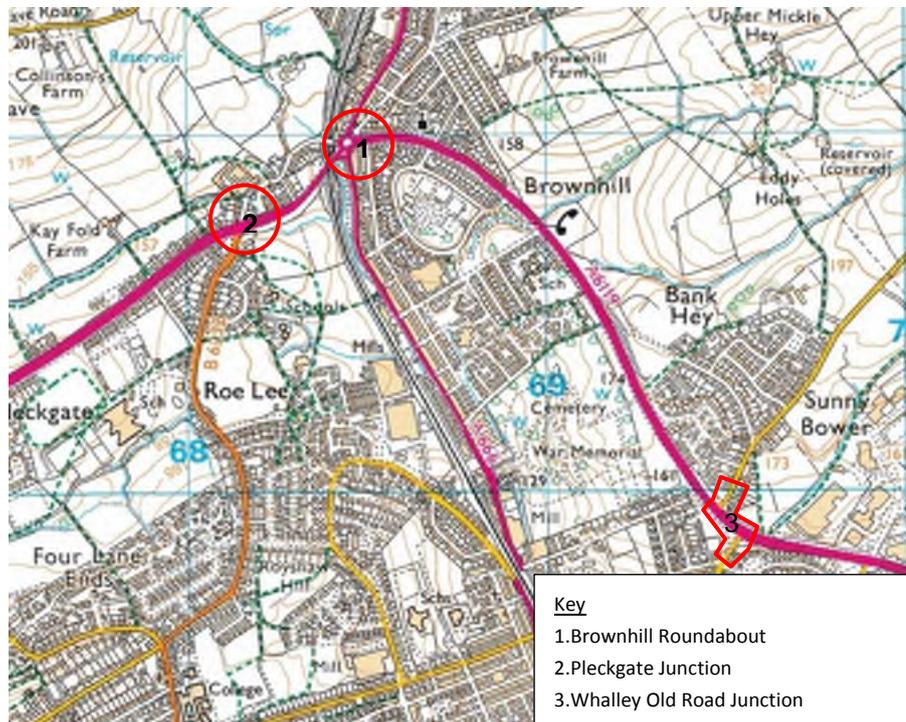


Figure 1.2. Scheme Locations

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.

The proposed scheme drawings are included as Appendix A.

1.3 Overview of Approach

1.3.1 *Social Impacts*

Social impacts cover the human experience of the transport system and its impact on social factors, not considered as part of economic or environmental impacts. Potential adverse or beneficial impacts associated with the proposed scheme are identified.

The baseline situation is identified and is then used to inform an overview social assessment.

The social assessment has been carried out under the sections, definitions and guidance provided in WebTAG Unit A4.1: Social Impact Appraisal. There are eight social impacts commonly appraised as part of a transport appraisal:

- Accidents
- Physical Activity
- Security
- Severance
- Journey Quality
- Option and Non-Use Values
- Accessibility
- Personal Affordability.

Option Values and Non-Use Values are only assessed, if the scheme being appraised includes measures that will substantially change the availability of transport services within the study area. As the North Blackburn scheme does not include any change in the availability of transport services, the Option and Non-Use Values have therefore not been assessed.

1.3.2 *Distributional Impacts*

Distributional Impacts identify the potential impacts of the North Blackburn proposal on different groups of people, ensuring that the proposal will not adversely impact on disadvantaged or potentially vulnerable groups of people.

The Distributional Impacts Study has been undertaken in accordance with the Department for Transport's Transport Analysis Guidance (TAG) Unit A4.2: Distributional Impact Appraisal and focuses on how significant the impacts of the scheme are and how they are distributed between different social groups.

Results of the Social and Distribution Impacts Appraisal are ultimately recorded in the Appraisal Summary Table (AST) in the business case report.

1.4 Structure of the report

The remainder of the report will take the following structure:

- Social Impact Assessment
- Analysis of Distributional Impacts
- Distributional Impact Appraisal

2. Social Impact Assessment

2.1 Accidents

Transport interventions may alter the risk of individuals being killed or injured as a result of accidents. Accidents occur across all modes of transport and affect non-users as well as users.

Transport accidents impose a range of impacts on people and organisations, as shown in Table 2.1.

Table 2.1. Accident Impacts

Related to number of casualties	Related to number of accidents
Pain, grief and suffering	Material damage
Lost economic output	Police costs
Medical and healthcare costs	Insurance administration
	Legal and court costs

Under the scheme proposals new signal equipment would be installed at three key junctions identified within the study area, with intelligent signal controllers installed to adjust green times based on demand (MOVA). Resurfacing would be carried out with associated road marking improvements, pedestrian and cycle provision improvements.

As a result, the scheme is envisaged to reduce the existing congestion issues, delay and queues at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. The number of accidents at the junctions is also envisaged to drop as a result of reduced congestion. It is also expected that following improvement of pedestrian crossing facilities and cycle facilities at the junctions, the number of accidents involving vulnerable users would also decrease.

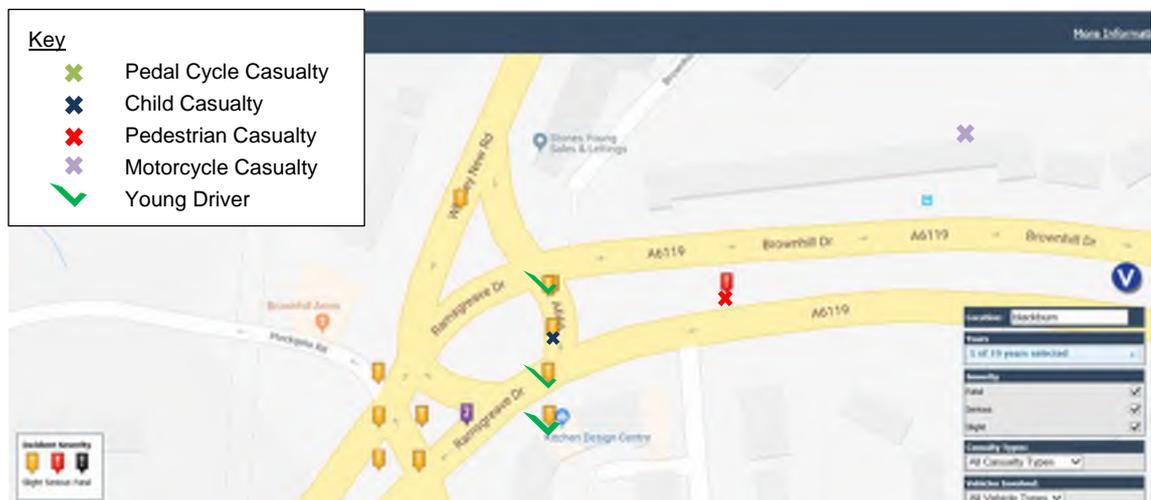
By installing new signal equipment at the three junctions, the existing signalling errors (which appear due to the equipment being old) would be fixed, which would positively benefit the accident rates. Currently traffic lights located on the Ramsgreave Drive arm of the Brownhill Roundabout show amber/green upright arrows when the lights switch from red. Although the ahead arrow is aimed to prevent drivers from turning sharp right before the roundabout's central refuge and actually encourage to follow straight and around the central refuge island, this currently confuses the drivers who are not sure if the sharp left turn onto Pleckgate Road or bear left onto Whalley New Road are permitted. Traffic coming from the Brownhill Drive arm of the Brownhill Roundabout and wishing to turn right onto Whalley New Road towards Clitheroe

does not always get a green light. This sometimes causes traffic making this manoeuvre to obstruct other traffic coming across the junction. In view of the existing demands during the highway network peak hour, this requires immediate attention.

Given that the study area extends to only three junctions and following the guidance within the TAG Unit A4.1, a standard accident investigation has been carried out (see paragraph 2.3.13 of TAG Unit A4.1).

A standard accident review has been undertaken by revising the accident data history in the vicinity of the site, obtained from the Crash Map¹ database for the most recent available five year period between 2013 and 2017. The study area for the accident analysis includes the Brownhill Roundabout (see Figure 2.1), Pleckgate junction (see Figure 2.2) and Whalley Old Road junction (see Figure 2.3).

Figure 2.1. Road Accident Data, Brownhill Roundabout

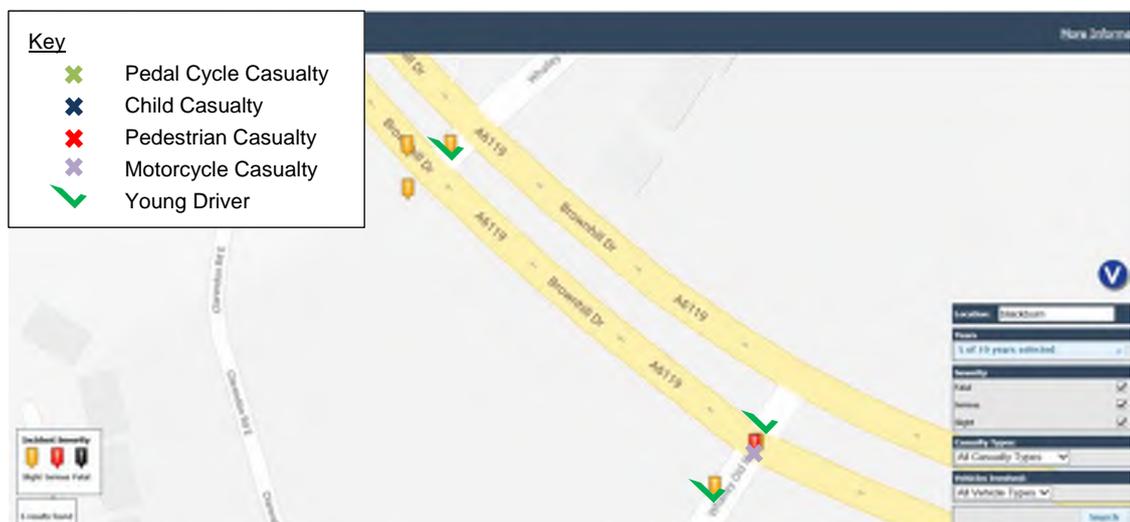


¹ <http://www.crashmap.co.uk>

Figure 2.2. Road Accident Data, Pleckgate Junction



Figure 2.3. Road Accident Data, Whalley Old Road Junction



A total of 14 accidents have been recorded at the Brownhill Roundabout within the most recent five-year period available, as detailed in Table 2.2. Only one accident out of 14 recorded has been classified as serious by the accident severity type, whilst the other 13 have been classified as slight. By the casualty type one accident has been classified as a child casualty, one as a pedestrian and one as a motorcycle casualty. Three out of 14 accidents reported involved a young driver, and three involved a goods vehicle.

A total of two accidents have been recorded at the Pleckgate junction within the most recent five-year period. Both accidents have been classified as slight by the incident severity type. One accident involved a motorcycle.

A total of six accidents have been recorded at the Whalley Old Road junction within the most recent five-year period. One of the accidents has been classified as serious by the incident severity type, whilst the rest of the accidents have been classified as slight. By the casualty type, one accident has been classified as a motorcycle casualty. Half of the accidents involved a young driver.

Table 2.2. Accident Data

Date	Severity	Number of Vehicles Involved	Number of Casualties Involved	Casualty Type	Vehicles Involved
<i>Brownhill Roundabout</i>					
05/01/2013	Slight	2	1		young driver, car
19/03/2013	Slight	2	1		Car
01/04/2013	Slight	1	1		Car
17/12/2013	Slight	2	1		Car
04/12/2014	Slight	2	3		young driver, car
01/02/2015	Slight	2	1		goods vehicle, car
12/06/2015	Slight	2	3		young driver, car
02/01/2016	Slight	2	1		Car
10/03/2016	Slight	2	2		Car
24/03/2016	Slight	2	3	child	goods vehicle, car
12/04/2016	Slight	2	2		goods vehicle, car
29/04/2016	Slight	2	1		Car
24/05/2016	Serious	1	1	pedestrian	Car
28/01/2017	Slight	2	1		Car
<i>Pleckgate Junction</i>					
17/02/2017	Slight	2	1		Car
11/09/2017	Slight	1	1	motorcycle	motorcycle
<i>Whalley Old Road</i>					
19/08/2013	Slight	2	1		Car
11/06/2014	Serious	2	2	motorcycle	motorcycle
14/07/2014	Slight	2	1		young driver, car
26/11/2014	Slight	2	2		Car
27/09/2016	Slight	2	1		young driver, car
20/07/2017	Slight	2	1		young driver, car

With reference to TAG Unit A4.2 paragraph 5.4.8, if the number of casualties on the affected links is not more than 50 over a five-year period, or suitable COBALT or other accident analysis is not available, a qualitative distributional impact assessment should be undertaken.

As can be seen from Table 2.2, the number of casualties reported within the study area is below the target of 50. A qualitative distributional impact assessment has therefore been undertaken within the following sections of this report.

2.2 Physical Activity

There is increasing recognition of the interrelation between transport, environment and health. Transport can affect levels of physical activity, a primary contributor to a broad range of chronic diseases such as coronary heart disease, stroke, diabetes and some cancers.

A qualitative only assessment has been undertaken for the North Blackburn scheme in line with WebTAG Unit A4.1, which states that for “*schemes that are demonstrated to have a relatively insignificant impact on physical activity...it will be satisfactory to enter a qualitative indicator in the AST.*”

Although cycle lanes would be provided through the junctions and pedestrian crossing facilities would be improved, the scheme is not designed to have any impact on physical activity, and is purely focussed on reducing junction delays and reducing congestion at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction.

Reducing congestion may however have a positive impact by changed environment in the vicinity of the junctions, which would be friendlier for cyclists and pedestrians. It is therefore envisaged, that there would be a slight benefit to physical activity. Any further analysis would however be disproportionate to the scale of the project.

2.3 Security

Transport interventions may affect the level of security for transport users. The assessment of these impacts should reflect both changes in security and the likely numbers of users affected. There are no formal guidelines for road users, although points to note when considering these security indicators in relation to road users include:

- road users are more vulnerable to crime in circumstances where they are required to stop their vehicles or travel at slow speeds, such as at the approaches to signals or in congested conditions;
- road users are more vulnerable to crime at locations where they are required to leave their vehicles, such as at service stations, car parks and so on; and
- the importance of each indicator is likely to vary according to the location and nature of the road; for example: emergency call facilities are likely to be more important than surveillance when considering a rural road.

The North Blackburn scheme will have a minor beneficial impact on security, by reducing the need to stop vehicles or travel at low speeds, as a result of reduced congestion at the three

junctions identified within the study area. It is therefore considered that the scheme will have minor beneficial impact on security. Any further analysis would however be disproportionate to the scale of the project.

2.4 Severance

WebTAG Unit 4.1 defines community severance, as the separation of residents from facilities and services they use within their community caused by substantial changes in transport infrastructure or by changes in traffic flows. Severance will only be an issue where either vehicle flows are significant enough to significantly impede pedestrian movement or where infrastructure presents a physical barrier to movement.

Although improved pedestrian crossing facilities would be provided at the junctions within the study area, the scheme is not designed to have any impact on severance and is purely focussed on reducing junction delays and congestion at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction.

It is therefore considered that the scheme will have no impact on severance.

2.5 Journey Quality

Travellers don't normally travel for its own sake. Travel is a derived demand that arises from people's desire to engage in activities. Therefore a high quality journey, when experienced, is often taken for granted. However, a poor journey quality, when experienced, can be easily recognised. Journey quality can be affected both by travellers and by network providers and operators.

WebTAG Unit 4.1 states, that a qualitative approach to assessment is likely to be appropriate in many cases: where an intervention does not aim to directly influence quality factors, or where a scheme does not unduly alter the quality of journeys for users and non-users (as externalities).

Given the scale of the North Blackburn scheme, it is considered that there will be a slight beneficial impact on journey quality by reduced travellers stress and frustration. By reducing junction delay and congestion, drivers would be able to make a good progress, avoiding the delay previously experienced.

The overall impact on journey quality is likely to be slightly beneficial. Any further analysis would however be disproportionate to the scale of the project.

2.6 Air Quality

Given the scale of the North Blackburn scheme, it is considered that there will be a slight beneficial impact on local air quality with reduced vehicle emissions from reduction in delay and queueing on the local highway network.

Any further analysis would however be disproportionate to the scale of the project.

2.7 Accessibility and Affordability

Accessibility is a term that has a multitude of meanings within the transport profession ranging from the physical access onto a public transport vehicle, the ability to get to a given place (for example a hospital), to the accessibility of information about a particular public transport service.

In some cases, accessibility benefits from transport interventions are the same as transport user benefits. However, transport user benefits are usually defined in a narrow way within the appraisal process and it is important to consider accessibility benefits in a more holistic way.

The scheme is likely to have slight benefits on accessibility between the M65 motorway and north of Blackburn, as well as the unlocked residential developments along the route of the A6119, by reducing congestion at the junctions and providing improvements to pedestrian crossing facilities and cycle facilities.

The overall impact on accessibility is therefore likely to be slightly beneficial. Any further analysis would however be disproportionate to the scale of the development.

With regards to affordability, slight benefits are envisaged on car fuel costs, due to reduced congestion and reduced delay at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. Due to the scale of the project, no further assessment has however been carried out and the impact on affordability is therefore considered as neutral.

3. Analysis of Distributional Impacts

In order to understand the impacts of the scheme on different social groups, including those which are potentially more vulnerable to changes in transport provision, a Distributional Impact (DI) appraisal has been undertaken. The DI analysis is mandatory in the scheme appraisal process and as a minimum is required for the following five impacts: User Benefits, Noise, Air Quality, Accidents, and Personal Affordability. Results are presented as part of the Appraisal Summary Table (AST)

3.1 Appraisal Process – Introduction

The appraisal of DI is undertaken in line with WebTAG Unit A4.2 Distribution Impact Appraisal, and in accordance with DfT guidelines is undertaken in a manner which is appropriate and proportional to the scale of the scheme to be appraised. Figure 3.1 below shows an extract from WebTAG giving an overview of the process.

Figure 3.1. Overview of the DI Appraisal Process

Table 1 Overview of the DI appraisal process		
Step number	Step description	Output
1	Screening Process: Identification of likely impacts for each indicator	Screening Proforma
2	Assessment: Confirmation of the area impacted by the transport intervention (impact area); Identification of social groups in the impact area; and Identification of amenities in the impact area.	DIs social groups statistics and amenities affected within the impact area.
3	Appraisal of Impacts: Core analysis of the impacts Full appraisal of DIs and input into AST	Appraisal worksheets and AST Inputs

3.2 Step 1 – Screening Process

DI appraisal applies to all transport interventions and can be time and resource intensive. In order to ensure that a proportional approach is undertaken, each indicator is assessed using a screening proforma to determine whether it needs to be appraised further. When undertaking the screening process consideration should be given to whether:

- The transport intervention may have positive or negative impacts on a specific social groups including: children, the elderly, people with a disability, race, people without access to a car and those on low incomes;
- Some / all of the expected negative impacts can be eliminated through some form of amendment / design of the initial intervention;
- There are any positive impacts and if negative impacts cannot be eliminated, are the impacts sufficiently minor and socially and / or spatially dispersed such that a detailed DI appraisal is disproportionate to the potential impacts. Where impacts are either significant or concentrated, a full appraisal of the impacts should be undertaken.

The completed proforma is available in Appendix A.

The conclusions drawn from Step 1 are summarised as follows:

- Further analysis of User Benefits is required;
- A qualitative distributional analysis of Accidents is required;
- The impact of the scheme on Noise is neutral and has not been further assessed;
- In view of the scale of the project, further consideration of Physical Activity, Security, Journey Quality, Air Quality and Accessibility is not necessary, as these impacts have been considered qualitatively and are determined to be slight beneficial;
- In view of the scale of the project, further consideration of Affordability and Severance impacts is not necessary, as these impacts have been considered qualitatively and are determined to be not impacted by the scheme.

Therefore, further analysis of the DI of User Benefits and Accidents has been carried out.

3.3 Step 2a - Confirmation of Areas Impacted by the Intervention

The impact area is defined as an area, in which the transport intervention will result in changes to the cost of travel (including both time-based costs and financial costs) for users of the transport network.

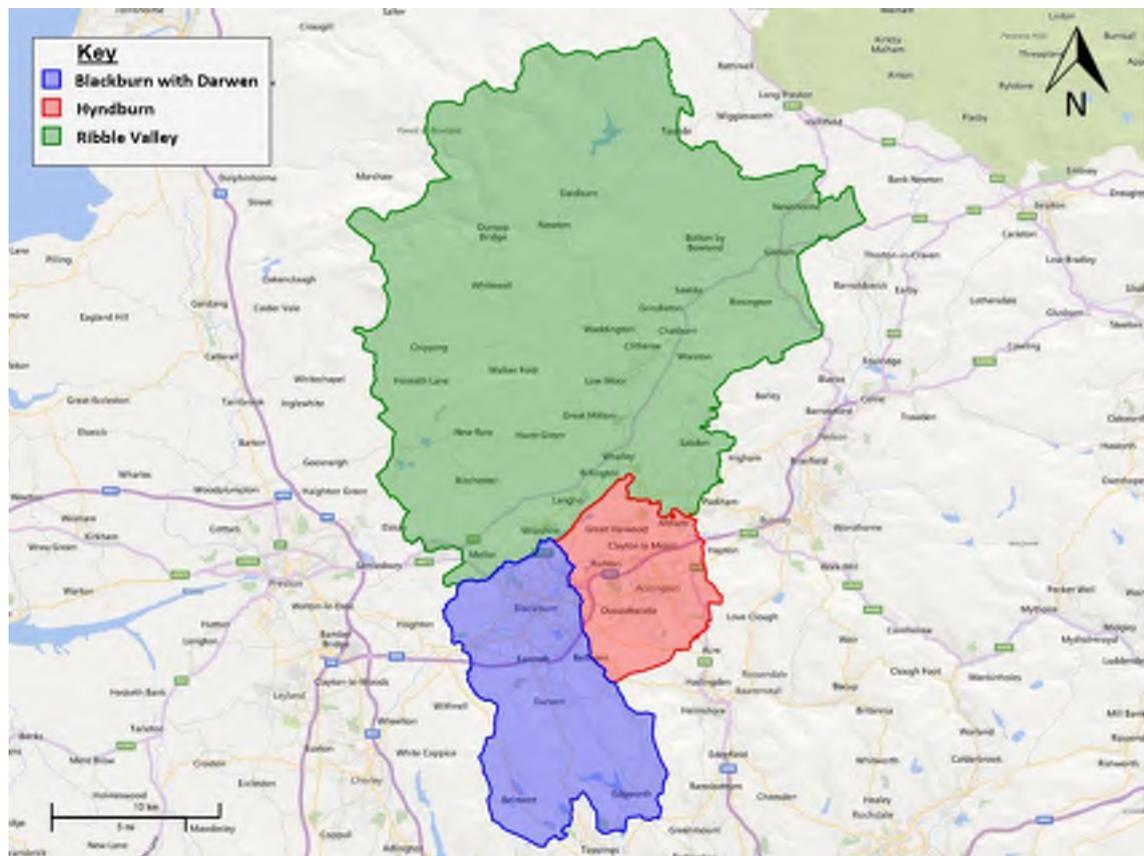
The impact area has been informed by the North Blackburn scheme's location in the northern part of Blackburn, in the vicinity of Ribble Valley and Hyndburn. The location of usual residence and place of work by method of travel to work data from Nomis², which provides an official UK labour market statistics, has been analysed to determine the areas potentially benefiting from

² <https://www.nomisweb.co.uk/>

the North Blackburn scheme. Trips to work between all wards of BwD, Ribble Valley and Hyndburn have therefore been analysed, whilst alternating the wards as being either a 'place of work' or a 'place of usual residence'.

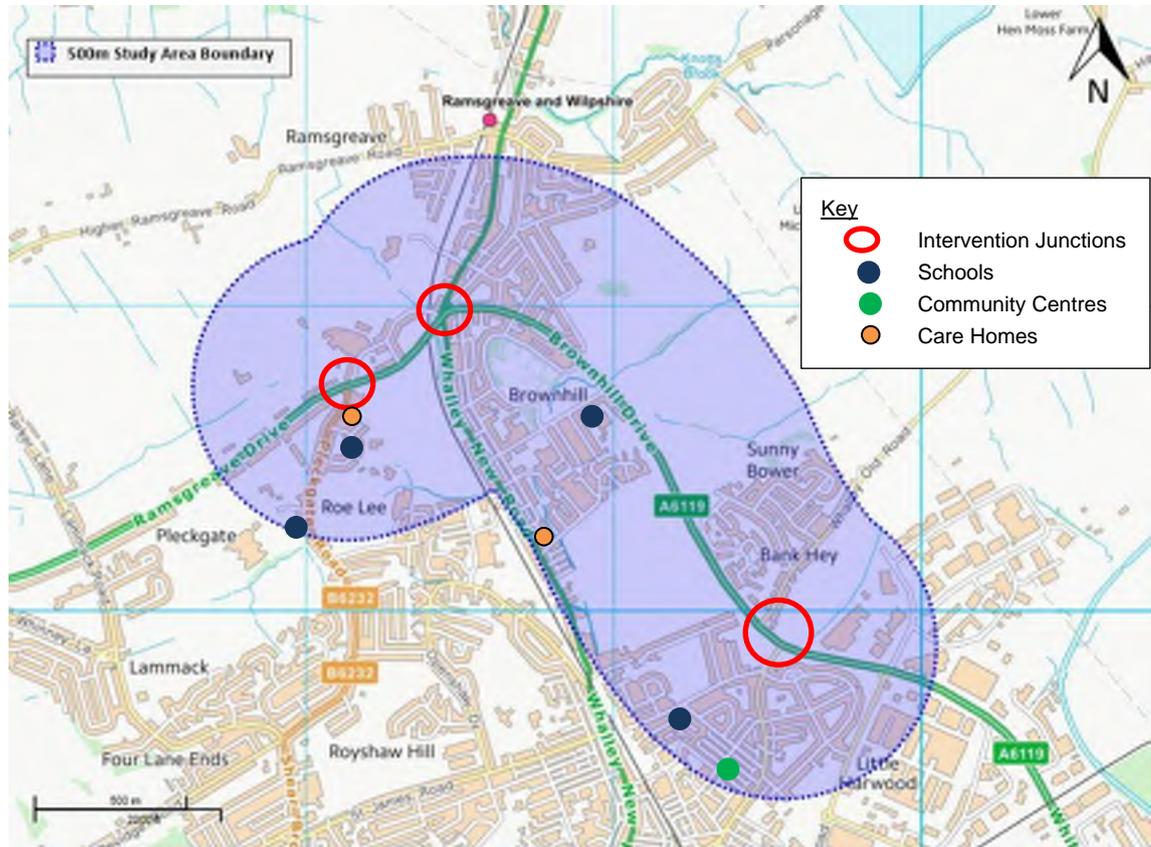
The driving routes have been checked between 18 areas in BwD, eight wards in Ribble Valley and nine areas in Hyndburn. The vast majority of work trips between BwD and Ribble Valley, BwD and Hyndburn run via the intervention junctions of the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. As the vast majority of users of the North Blackburn scheme would be through traffic, the impact area therefore extends to include BwD, Ribble Valley and Hyndburn local authorities, as shown in Figure 3.2.

Figure 3.2. Impact Area



A 500m zone around the three junctions Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction and the associated route of the A6119 has been determined to be sufficient in representing the location of schools, community centres and care homes in order to identify any potential trip attractors for pedestrians and vulnerable people, as shown in Figure 3.3.

Figure 3.3. Vulnerable Users within 500m of the Intervention



In order to follow a consistent and proportional approach, the same impact area which includes Blackburn with Darwen, Ribble Valley and Hyndburn local authorities has been used throughout the analysis.

3.4 Step 2b - Identification of Social Groups in the Impact Area

This step requires the analysis of the socio-economic, social and demographic characteristics of:

- Transport users that will experience changes in travel generalised costs resulting from intervention;
- People living in areas who may experience impacts of the intervention even if they are not users; and
- People living in those areas identified as likely to be affected by the intervention.

The following sections describe the social and demographic characteristics of the study area compared with Lancashire averages. Figure 3.4 below shows the required Socio-Demographic Analyses for DI.

Figure 3.4 - Socio-Demographic Analyses required for DIs

Table 2 Scope of Socio-Demographic Analyses for DIs (Step 2b)								
Dataset / social group <small>(Ticks indicate analysis required for each impact)</small>	User Benefits	Noise	Air quality	Accidents	Security	Severance	Accessibility	Affordability
Income Distribution (see below)	✓	✓	✓				✓	✓
Children: proportion of population aged <16		✓	✓	✓	✓	✓	✓	
Young adults: proportion of population aged 16-25				✓			✓	
Older people: proportion of population aged 70+				✓	✓	✓	✓	
Proportion of population with a disability					✓	✓	✓	
Proportion of population of Black and Minority Ethnic (BME) origin					✓		✓	
Proportion of households without access to a car						✓	✓	
Carers: proportion of households with dependent children							✓	

3.5 Impact Area Summary

In order to provide a qualitative assessment of the DI, and present additional context to the spatial analysis, a profile of Blackburn with Darwen³, Ribble Valley⁴ and Hyndburn⁵ has been prepared, focusing on those that may experience the greatest impacts from the implementation of the North Blackburn scheme.

³ <http://www.lancashire.gov.uk/lancashire-insight/area-profiles/local-authority-profiles/blackburn-with-darwen#Health>

⁴ <https://www.lancashire.gov.uk/lancashire-insight/area-profiles/local-authority-profiles/ribble-valley-district/>

⁵ <https://www.lancashire.gov.uk/lancashire-insight/area-profiles/local-authority-profiles/hyndburn-district/>

Blackburn with Darwen

- *Children and Young People*
 - There are more child benefit claimants than any other Lancashire authority. Only a small proportion of families have opted out due to the high income benefit charge.
- *People and Communities*
 - The population of the authority has been on an upward trend over recent years.
 - The percentage of vacant dwellings is high in the authority.
 - The 2015 Indices of Deprivation revealed Blackburn with Darwen was ranked as the 24th most deprived area out of 326 areas in England.
- *Economic Development*
 - The manufacturing sector has shed jobs over the years whilst the service sector has grown to become a far greater source of employee jobs.
 - The authority has a history of low overall employment rates.
 - The authority has a large number of employment and support allowance claimants as well as high numbers of housing benefit recipients.
 - In comparison to the national average, there is a high percentage of the working age population that is reliant on welfare benefits.
- *Community Safety*
 - Blackburn with Darwen has a crime rate above average for the Lancashire.
 - In 2016, 71 people were killed/seriously injured in road traffic collisions.
- *Environment and Transport*
 - Very high proportion of its land designated as green belt at 38.4%, although 290 hectares were taken out of the designation in 2016 for major housing developments.
- *Health and Wellbeing*
 - The Blackburn with Darwen Health Profile, published by Public Health England, reveals that health of people in the area is considerably worse than average.
- *Older People*
 - The population aged 65 or over is projected to increase to 30,600 by 2039.

Ribble Valley

- *Children and Young People*
 - o A high number of families have opted out of receiving child benefit due to income.
- *People and Communities*
 - o The overall population has seen strong growth for a number of years.
 - o Ribble Valley has the fewest dwellings of any Lancashire authority, but a very high proportion are either owner-occupied or privately rented.
 - o Highest in Lancashire for proportion of housing stock in council tax bands E or higher.
 - o The 2015 Indices of Deprivation revealed that Ribble Valley was ranked within the top 50 least deprived areas in England, by far the best ranking in the county.
- *Economic Development*
 - o High overall employment rates. Higher proportion of manufacturing jobs than the majority of authorities and the lowest proportion in the service sector in Lancashire.
 - o The 2011 census indicated that 14.4% of Ribble Valley's working residents aged 16+ work mainly at or from home. Agriculture is very important to the local economy.
 - o Low number of employment, support allowance and housing benefit claimants. A low percentage of the working age population are reliant on welfare benefits.
- *Community Safety*
 - o Ribble Valley has the lowest crime rate in the Lancashire.
 - o 40 people were killed/seriously injured in road traffic collisions in 2016.
- *Environment and Transport*
 - o Other than the A59, the road network is predominantly 'B' roads.
 - o Ribble Valley has a very low proportion of land designated as green belt.
- *Health and Wellbeing*
 - o The health of people in the area is generally better than the England average.
- *Older People*
 - o By 2039, the population aged 65+ in Ribble Valley is projected to increase to 20,100.

Hyndburn

- *Children and Young People*
 - Only a relatively small number of families in Hyndburn have an income level that led to them opting out of receiving child benefit.
- *People and Communities*
 - 87% of housing is owner occupied or private rented. There is a very high proportion of housing stock in council tax band A. High percentage of vacant dwellings.
 - A total of 14.1% of households in Hyndburn were in fuel poverty in 2016. This was the 25th highest rate out of 326 authorities across England. The proportion of fuel poor had reduced since 2015.
 - The 2015 Indices of Deprivation reveals that Hyndburn was the 28th most deprived in England.
- *Economic Development*
 - The manufacturing sector has shed jobs over the years whilst the service sector has grown to become a far greater source of employee jobs.
 - The M65 has improved access to the area and a number of new business locations have been developed close to motorway junctions.
 - Hyndburn has a localised labour market, with 51% having journeys to work of less than 5km (compared to 40% nationally).
 - There is a high percentage of the working age population reliant on welfare benefits.
- *Community Safety*
 - The reported crime rate was just above the average for the Lancashire.
 - In 2016, 38 people were killed/seriously injured in road traffic collisions.
- *Environment and Transport*
 - Hyndburn has a large proportion of land designated as green belt.
- *Health and Wellbeing*
 - The health of people in Hyndburn is generally worse than the England average.
- *Older People*

- By 2039, the population aged over 65 or over is projected to increase to 19,800.

4. Distributional Impacts Appraisal

4.1 Distributional Impacts of User Benefits

User benefits are experienced in certain areas and by certain groups of people. Whilst it is not possible to attribute social impacts to user benefits, there are distributional impacts that have not, in most cases, been considered previously in the appraisal process.

The process for determining the DI of User Benefits follows the guidance given in WebTAG unit A4.2. Analysis is only carried out on the non-business journeys, as the cost of these journeys are borne by the user.

TUBA was not used in the determination of user benefits. Given the scale of the scheme and level of analysis carried out, it is considered appropriate and proportional to assume that the benefits of the scheme will be equally split within the impact area.

The Income Deprivation domain and population denominators of the English Indices of Deprivation⁶ have been used to create a profile of districts within the impacted area and compare the performance of the districts of Blackburn with Darwen, Ribble Valley, Hyndburn and Lancashire LEP overall.

This statistic does not measure areas of affluence but measures the proportion of the population experiencing deprivation relating to low income. The definition of low income used includes both those people that are out-of-work, and those that are in work but who have low earnings (and who satisfy the respective means tests). The ranks and deciles published for the Indices of Deprivation are based on scores: the larger the score, the more deprived the area. For example, if a given area (in this case average value for a local authority) has a score of 0.061 in the Income Deprivation Domain, this means that 6 per cent of the population is income deprived in that area.

It is estimated from this statistic that the average level of income deprivation across Ribble Valley is 6% and across Hyndburn is 18%, which is below the Lancashire LEP with 16%. Across Blackburn with Darwen local authority the level of income deprivation is 21%, which is above the average for Lancashire LEP. This means that across three local authority areas, Blackburn with Darwen has the highest percentage of population which is income deprived.

⁶ <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>

The statistical details of Blackburn with Darwen, Ribble Valley and Hyndburn local authorities compared to Lancashire are provided in Table 4.1.

Table 4.1. Local Authority and LEP Profile

Category	Average for Ribble Valley	Average for BwD	Average for Hyndburn	Average for Lancs.
Population Denominators				
Total population: mid 2012 (excluding prisoners)	57,596	147,713	80,190	1,490,500 (all people)
Income Deprivation				
IMD Rank (where 1 is most deprived)	24,657	10,066	10,720	19,877
IMD Decile (where 1 is most deprived 10% of districts)	8	4	4	10
Income Rank (where 1 is most deprived)	25,801	11,264	12,613	19,094
Income Decile (where 1 is most deprived 10% of districts)	8	4	4	11
Income Score (rate)	0.061	0.213	0.185	0.16
Employment Rank (where 1 is most deprived)	23,834	10,029	10,254	20,562
Employment Decile (where 1 is most deprived 10% of districts)	8	4	4	10
Education, Skills and Training Rank (where 1 is most deprived)	25,727	10,978	12,227	18,182
Education, Skills and Training Decile (where 1 is most deprived 10% of districts)	8	4	4	19
Health Deprivation and Disability Rank (where 1 is most deprived)	22,287	6,534	5,471	25,020
Health Deprivation and Disability Decile (where 1 is most deprived 10% of districts)	7	2	2	5
Crime Rank (where 1 is most deprived)	25,048	10,360	11,931	19,085
Crime Decile (where 1 is most deprived 10% of districts)	8	4	4	10
Barriers to Housing and Services Rank (where 1 is most deprived)	19,428	25,573	29,124	94,986
Barriers to Housing and Services Decile (where 1 is most deprived 10% of districts)	6	8	9	39
Living Environment Rank (where 1 is most deprived)	15,299	11,215	8,339	21,624
Living Environment Decile (where 1 is most deprived 10% of districts)	5	4	3	8
Benefit Claimants				
Total Claimants (all people, June 2018)	275 (0.8%)	3,260 (3.5%)	1,655 (3.4%)	23,885 (2.6%)
Note: 5 more deprived than an average for Lancashire				

It can be seen from Table 4.1 that all three all three local authorities are more deprived than Lancashire on average, when compared across the vast majority of the categories. Only one category of Health Deprivation and Disability demonstrates that Ribble Valley is on average less deprived than BwD, Hyndburn or Lancashire overall.

With regards to benefit claimants, it can be seen from Table 4.1, that Ribble Valley has on average less benefit claimants than BwD, Hyndburn or Lancashire overall. Both BwD and Hyndburn local authority areas exceed the average indicator for Lancashire.

The data is then used to provide a qualitative appraisal of which income groups potentially stand to benefit most from the impacts of the scheme. The assessment is made based on the criteria specified in WebTAG Unit A4.2, shown in Table 4.2.

Table 4.2 - Grading DIs

Table 5 General system for grading of DIs for each of the identified social groups	
Impact	Assessment
Beneficial and the population impacted is significantly greater than the proportion of the group in the total population	Large Beneficial ✓✓✓
Beneficial and the population impacted is broadly in line with the proportion of the group in the total population	Moderate Beneficial ✓✓
Beneficial and the population impacted is smaller than the proportion of the group in the total population	Slight Beneficial ✓
There are no significant benefits or disbenefits experienced by the group for the specified impact	Neutral
Adverse and the population impacted is smaller than the proportion of the population of the group in the total population	Slight Adverse x
Adverse and the population impacted is broadly in line with the proportion of the population of the group in the total population	Moderate Adverse xx
Adverse and the population impacted is significantly greater than the proportion of the group in the total population	Large Adverse xxx

The DI analysis for user benefits shows that the scheme will have a greater proportional impact on those living in the BwD local authority area with the highest proportion of income deprivation, as this area make up the greater proportion of the population within the Impact Area, as shown in Table 4.3.

Table 4.3. Population Proportion in Each Deprivation Range

Income Deprivation (%)	Total Population within the Impact Area
21-30	147,713 (52%)
11-20	80,190 (28%)
0-10	57,596 (20%)

The analysis shows that 20% of the population within the impact area live within the Ribble Valley local authority area with the lowest proportion of income deprivation (up to 10%). 28% of the population live within the Hyndburn local authority area with the proportion of income deprivation up to 20%. It also shows that 52% of the population within the impact area live within the BwD local authority area with the highest proportion of income deprivation (up to 30%).

The results of the assessment using the criteria in Table 4.2 are summarised in Table 4.4.

Table 4.4. DI of User Benefits Results Summary

	Income Deprivation (%)			Total
	Least Deprived Areas ←		→ Most Deprived Areas	
	0-10	11-20	21-30	
Population Number in Impact Area	57,596 (20%)	80,190 (28%)	147,713 (52%)	100%
Assessment	✓	✓	✓✓✓	

4.2 Distributional Impacts of Accidents

As it has been demonstrated in Section 2.1 of this report, the Brownhill Roundabout has a poor collision record due to the physical layout of the junction and read-through of conflicting signals, sun washout of the signal aspects and general driver behaviour influenced by the layout. Furthermore, the current layout of the Brownhill Roundabout creates a barrier to safe cycle links and has poor provision for pedestrians as a result of the layout.

Although the Pleckgate junction does not have an extensive record of accidents, the junction does not comply with current design standards and has poor facilities for cyclists and pedestrians.

It has been confirmed by the BwDBC that the existing signal equipment at the Whalley Old Road junction has expired, with cables dating from 1967 and failing. Furthermore, no pedestrian facilities are provided at the junction.

By the upgrading the existing signal equipment at the aforementioned signal junctions, resurfacing, upgrading road markings, and providing cycle and pedestrian facilities, it is envisaged that number of accidents would reduce.

The existing congestion and delay issues would be tackled by installing intelligent signal controllers to adjust green times based on demand (MOVA). This would particularly have a positive impact on vulnerable road users.

With reference to TAG A4.2 paragraph 5.1.1: *“Most transport-related accidents, injuries and deaths occur on the road network. Vulnerable groups (in terms of their accident risk) include children and older people (both particularly as pedestrians), young males and motorcyclists. There is also a strong link between deprivation and road accidents: children from social class V are five times more likely to be involved in a fatal road accident than those from social class I. Young males are also relatively vulnerable as drivers, and this group should also be considered if there is evidence that they form a significant proportion of casualties on the road network.”*

The accident record provided within Section 2.1 demonstrates, that some of the accidents recorded within the study area (Table 2.2) involved vulnerable groups.

At the Brownhill Roundabout one accident (out of 14) involved a child and one involved a pedestrian (serious accident), whilst three out of 14 accidents involved a young driver.

At the Pleckgate junction one accident out two recorded involved a motorcycle.

At the Whalley Old Road one accident out of six involved a motorcycle (serious accident), whilst three accidents involved a young driver.

Out of total 22 accidents with 32 casualties reported within the study area, ten involved vulnerable population groups.

With reference to TAG Unit A4.2 paragraph 5.4.8, if the number of casualties on the affected links is not more than 50 over a five-year period, or suitable COBALT or other accident analysis is not available, a qualitative distributional impact assessment should be undertaken.

A total of 32 casualties have been identified within the study area during the most recent five-year period available, therefore this section of the report provides a qualitative analysis on the likely impact on vulnerable groups, based on demographic analysis; a profile of the Blackburn with Darwen, Ribble Valley and Hyndburn local authorities, based on car or van ownership and a profile of local transport users.

The profiles of the Blackburn with Darwen, Ribble Valley and Hyndburn local authorities areas impacted by the proposed North Blackburn scheme in comparison to average indicators for Lancashire are provided in Table 4.5.

In addition to identifying vulnerable people by age, the profile of local transport users should be considered. This has been undertaken using 2011 Census Method of Travel to Work data identifying local authorities with above average for Lancashire LEP proportions of journeys made by car or van, by bicycle and on foot. Car ownership statistics is also included.

Two out of three local authority areas (Hyndburn and BwD) have the percentage of dependent children aged 0 to 15 higher than the average for Lancashire. Only one district (Ribble Valley) has a higher percentage of older population aged 60 and over than on average within the Lancashire. Only one of the three local authority areas (Ribble Valley) has a slightly lower percentage of working age population, than an average within Lancashire, with Hyndburn having the same percentage on average. BwD has a higher percentage of working age population, at 58% rather than the average 57% for Lancashire.

Table 4.5. Impacted Local Authority Area Profile

Category	BwD	Ribble Valley	Hyndburn	Lancashire
Population Denominators				
Total population: mid 2012 (excluding prisoners)	147,713	57,596	80,190	1,462,493
Dependent Children aged 0-15: mid 2012 (excluding prisoners)	34,255 (23%)	10,525 (18%)	16,375 (20%)	274,653 (19%)
Older population aged 60 and over: mid 2012 (excluding prisoners)	27,372 (18%)	16,084 (28%)	18,233 (23%)	358,524 (25%)
Working age population 18-59/64: for use with Employment Deprivation Domain (excluding prisoners)	85,341 (58%)	31,393 (51%)	45,732 (57%)	836,819 (57%)
Travel to Work				
Driving Car or Van	38,582 (37%)	20,320 (49%)	24,306 (42%)	76,240 (41%)
Bicycle	600 (1%)	389 (1%)	407 (1%)	1,011 (13%)
On Foot	7,874 (8%)	3,053 (7%)	4,002 (7%)	5,521 (7%)
Car or Van Availability				
All Categories	57,353	24,045	34,341	618,019
No cars or vans in household	17,502 (30%)	3,127 (13%)	9,696 (28%)	11,043 (24%)
One car or van in household	25,110 (44%)	9,912 (41%)	15,287 (45%)	19,170 (43%)
Two cars or vans in household	11,819 (21%)	8,268 (35%)	7,560 (22%)	10,919 (25%)
Three cars or vans in household	2,256 (4%)	1,985 (8%)	1,405 (4%)	2,274 (5%)
Four or more cars or vans in household	666 (1%)	753 (3%)	393 (1%)	738 (2%)
Note: Score – the higher the score, the most deprived area Rank – where 1 is the most deprived Decile - where 1 is most deprived 10% 5,338 below or above Lancashire value (i.e. for dependent children, older population, etc.)				

Table 4.5 demonstrates that the lowest number of people going to work by driving car or van live in BwD, which could possibly be explained by a high percentage of population having no car or van available (i.e. 30%). All three local authority areas have much lower than average levels of journeys to work made by cycle, at just 1% compared to 13% on average across Lancashire. Only one district has above average numbers of journeys to work made by car. It is however pertinent to mention that BwD local authority area sees the highest number of journeys made on foot, with 8% of trips compared to 7% in Lancashire.

The profile of the three local authority areas impacted by the proposed scheme in comparison to average indicators for Lancashire provide the evidence of presence of vulnerable groups of population within the study area in addition to a high level of income deprivation. The statistic presented and the analysis of the accident data support the aforementioned TAG A4.2 statement about a strong link between deprivation and road accidents.

By reducing delay and congestion, upgrading the pedestrian and cycle facilities and installing new signal equipment at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road

junction, the potential for accidents between vehicles and vulnerable users could potentially be reduced.

By upgrading the existing signal equipment at the three junctions in question, resurfacing, upgrading road markings, and providing cycle and pedestrian facilities, it is envisaged that number of accidents would reduce. This would particularly have a positive impact on vulnerable road users. Accidents between vulnerable users and vehicles are likely to result in the highest levels of severity. Although reducing congestion would lead to traffic flowing more freely, this does not effectively mean that the traffic speeds would increase. Should any future issues arise, it is likely that BwD traffic team would intervene and could consider traffic calming along the A6119 between the Pleckgate junction, Brownhill Roundabout and Whalley Old Road junction.

The proposed design being in line with current design standards and best practice allows to support the statement that an overall impact on road safety would be slightly beneficial.

4.3 Full Appraisal of DIs

In line with TAG Unit A4.2, a qualitative assessment should be provided for each indicator to describe the key impacts in each case. These are summarised in Table 4.6. The matrix gives a detailed picture of the 'winners' and 'losers' from a transport intervention, and the key issues of relevance.

Table 4.6. DI Appraisal Matrix

	Distributional impact of income deprivation			Are the impacts distributed evenly?	Key impacts – Qualitative statements
	0-10%	11-20%	21-30%		
User Benefits	✓	✓	✓✓✓	No	The DI analysis for user benefits shows that the scheme will have a greater proportional impact on those living within BwD local authority area, with the highest percentage of income deprivation of 21%, as this area makes up the greater proportion of the population within the Impact Area.
Noise	Neutral	Neutral	Neutral	n/a	As the scheme proposes only minor highway changes and signal equipment upgrade, no air or noise quality assessments have been required. The impact of the scheme on air quality and noise is therefore considered as neutral and has not been assessed.
Air Quality	✓	✓	✓	Yes	Reduced vehicle emissions from reduction in delay and queueing on the local highway network shall improve air quality in the local Air Quality Management Area. In view of a proportionate approach being adopted, a qualitative assessment only has been carried out which concluded only slight benefits on air quality.
Accessibility	✓	✓	✓	Yes	The scheme is likely to have slight benefits on accessibility between the M65 motorway and north of Blackburn, as well as the unlocked residential developments along the route of the A6119, by reducing congestion at the junctions and providing improvements to pedestrian crossing facilities and cycle facilities. The overall impact on accessibility is therefore likely to be slightly beneficial. Any further analysis would however be disproportionate to the scale of the development.
Affordability	Neutral	Neutral	Neutral	n/a	Some benefits are also envisaged on car fuel costs, due to reduced congestion and delay at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. The overall impact is however considered to be neutral.
Journey Quality	✓	✓	✓	Yes	It is envisaged that there would be a slight beneficial impact on journey quality by reduced stress and frustration (as a result of reduced congestion and delay) for those travelling through the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction.
Severance	Neutral	Neutral	Neutral	No	Although improved pedestrian crossing facilities and cycle facilities would be provided at the junctions within the study area, the scheme is not designed to have any impact on severance and is purely focussed on reducing junction delays and congestion at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction.
Security	✓	✓	✓	Yes	The North Blackburn scheme will have a minor beneficial impact on security, by reducing the need to stop vehicles or travel at low speeds, as a result of reduced congestion along Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. Any further analysis would however be disproportionate to the scale of the project.
Physical	✓	✓	✓	Yes	Although the scheme proposal includes upgrade of the existing pedestrian crossing facilities and cycle facilities, the scheme is purely focussed on reducing congestion and junction delay at the Brownhill Roundabout, Pleckgate junction and Whalley Old Road junction. Reducing congestion may however have a positive impact by changed environment in the vicinity of the junctions, which would be friendlier for cyclists and pedestrians. It is therefore envisaged, that there would be a slight benefit to physical activity. Any further analysis would however be disproportionate to the scale of the project.
Accidents	✓	✓	✓	Yes	Slight benefits can be expected to road safety by upgrading the existing signal equipment at the signal junctions, resurfacing, upgrading road markings, and providing cycle and pedestrian facilities. It is envisaged that number of accidents would reduce and the potential for conflict between traffic and vulnerable groups (children, older people and pedestrians, young males and motorcyclists) would be reduced. An overall impact on road safety would be slightly beneficial.

Impact	AST Entry									
	Social Groups						User Groups			
	Children & Young People	Older People	Carers	Women	Disabled	BME	Pedestrians	Cyclists	Motorcyclists	Young Male Drivers
Noise										
Air Quality	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Accessibility	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Affordability										
Journey Quality	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Severance										
Security	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Physical	✓	✓	✓	✓	✓	✓	✓	✓		
Accidents	✓	✓					✓	✓	✓	✓

5. Conclusion

This Appraisal Report documents the methodology and findings of the Social and Distributional Impacts Assessment undertaken for the North Blackburn scheme.

Social and Distributional Impact Appraisal is undertaken as part of the transport appraisal process in order to inform the business case for a transport investment proposal.

The social impact assessment has been carried out under the definitions and guidance provided in WebTAG Unit A4.1: Social Impact Appraisal. Eight social impacts have been appraised, including:

- Accidents
- Physical Activity
- Security
- Severance
- Journey Quality
- Option and Non-Use Values
- Accessibility
- Personal Affordability.

Following the Social Impact Appraisal the following conclusions have been drawn:

- Further analysis of User Benefits is required;
- A qualitative distributional analysis of Accidents is required;
- The impact of the scheme on Noise is neutral and has not been further assessed;
- In view of the scale of the project, further consideration of Physical Activity, Security, Journey Quality, Air Quality and Accessibility is not necessary, as these impacts have been considered qualitatively and are determined to be slight beneficial;
- In view of the scale of the project, further consideration of Affordability and Severance impacts is not necessary, as these impacts have been considered qualitatively and are determined to have no impact on the scheme.

Further analysis of the Distributional Impacts of User Benefits and Accidents has therefore been carried out.

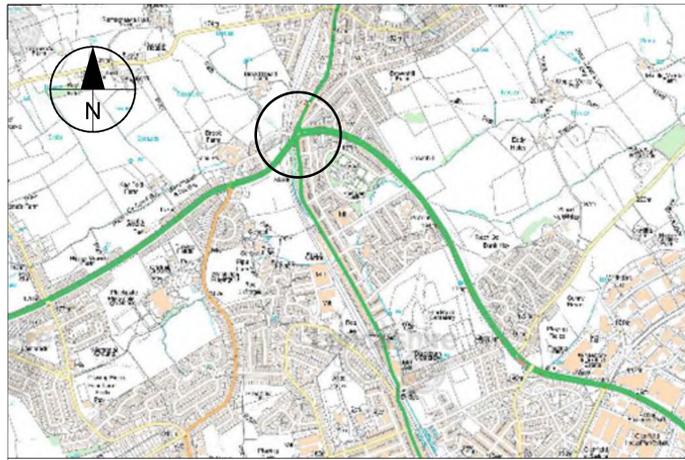
The impact area has been defined as mapped as running through three Local Authorities in Lancashire, namely Blackburn with Darwen, Hyndburn and Ribble Valley. The profile of each area, in comparison to Lancashire, has been established.

It has been demonstrated within the Distributional Impacts Appraisal of User Benefits, that the scheme would have a large beneficial impact on the most deprived areas (particularly within the Blackburn with Darwen local authority area), whilst having a slight beneficial impact on least deprived areas of Ribble Valley and Hyndburn.

The Distributional Impacts of Accidents assessment has been carried out, which has demonstrated that the intervention would have a slight beneficial impact on road safety with particular regard to vulnerable groups of population, such as pedestrians (children and older people), young males and motorcyclists.

The results of the Social and Distributional Impacts Appraisal are recorded in the Appraisal Summary Table of the business case report.

Appendix A Proposed Scheme Drawings



LOCATION PLAN
Not to scale



NOTES:

1. THIS DRAWING IS TO BE READ IN CONJUNCTION WITH ALL OTHER RELEVANT DRAWINGS. ANY DISCREPANCIES, ERRORS OR OMISSIONS TO BE BROUGHT TO THE ATTENTION OF CAPITA.
2. ALL DIMENSIONS TO BE CHECKED BEFORE COMMENCEMENT OF WORK ON SITE.
3. ALL DIMENSIONS IN METRES UNLESS OTHERWISE STATED.

KEY:

- SITE BOUNDARY
- PROPOSED CARRIAGEWAY RESURFACING
- PROPOSED FOOTWAY RESURFACING / LANDSCAPING
- FOOTWAY OVERLAY
- PROPOSED LANDSCAPE MATERIALS. SEE DRAWING BROW-CAP-ELS-00-DR L-15-1100
- PROPOSED LANDSCAPE MATERIALS. SEE DRAWING BROW-CAP-ELS-00-DR L-15-1100

Rev	DR	DV	CHKD	APPRD	DESCRIPTION	DATE

Purpose of Issue
D1 - ISSUE FOR COSTING

Classification
COMMERCIAL IN CONFIDENCE

Client
**BLACKBURN WITH DARWEN B.C
TOWN HALL
BLACKBURN BB1 7DY**

Project
**GROWTH DEAL 3 -
NORTH BLACKBURN**

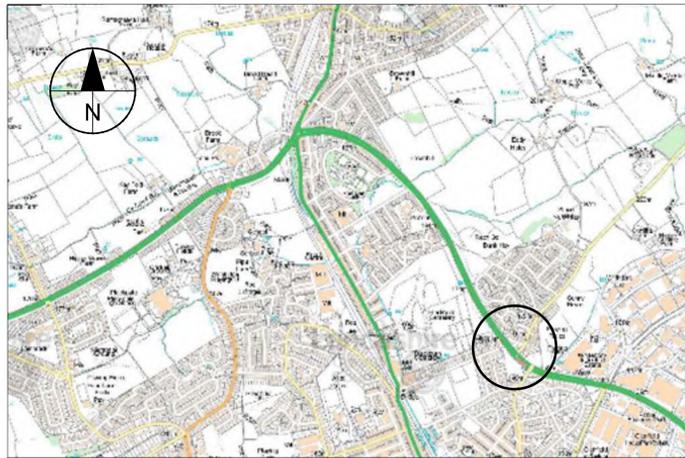
Drawing
**BROWNHILL
GENERAL ARRANGEMENT**

Scale @ A1	Drawn	Checked	Approved
1:500	DR	DV	APN

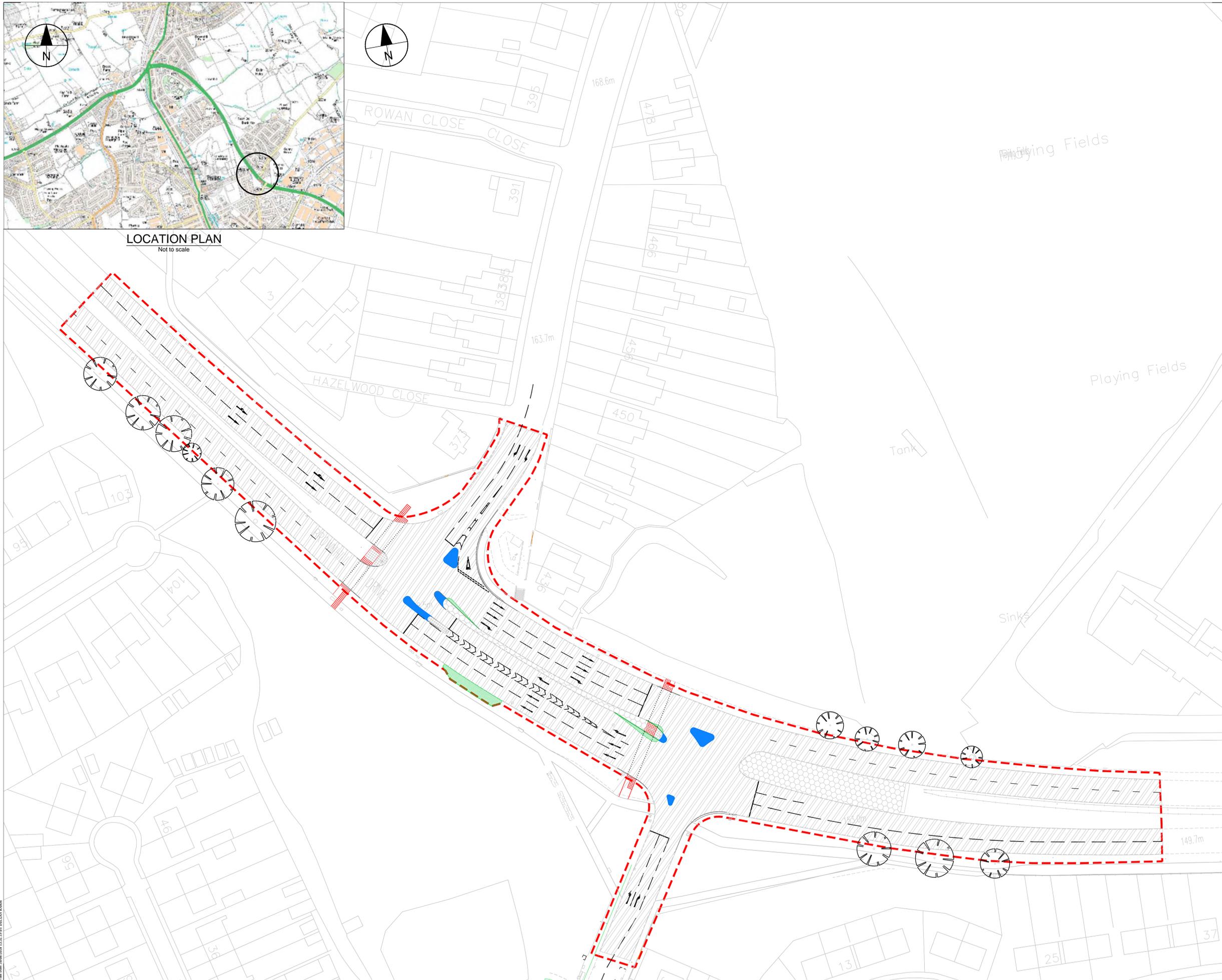
Project No.	Date
CS/093641	18/04/2018

Drawing Identifier	Revision
Project - Originator - Zone - Level - File Type - Role - Number BROW-CAP-HGN-00-DR-CH-0100	P01

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LOCATION PLAN
Not to scale



- NOTES:**
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 2. ALL DIMENSIONS TO BE CHECKED BEFORE COMMENCEMENT OF WORK ON SITE.
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- KEY:**
- SITE BOUNDARY
 - PROPOSED CARRIAGEWAY RESURFACING
 - PROPOSED FOOTWAY RESURFACING
 - NARROW WIDENING
 - FOOTWAY OVERLAY
 - TACTILE PAVING
 - PROPOSED LANDSCAPE MATERIAL. SEE DRAWING: WOR-CAP-ELS-00-DR-L-15-1200

Rev	DR	DV	CM	AP	TENDER	DATE
						JULY 18

Purpose of Issue
D1 - ISSUE FOR TENDER

Classification
COMMERCIAL IN CONFIDENCE

Client
**BLACKBURN WITH DARWEN B.C
TOWN HALL
BLACKBURN BB1 7DY**

Project
**GROWTH DEAL 3 -
NORTH BLACKBURN**

Drawing
**WHALLEY OLD ROAD
GENERAL ARRANGEMENT**

Scale	Drawn	Checked	Approved
1:500	DR	DV	APN

Project No.	Date
CS/093641	16/07/2018

Drawing Identifier	Revision
WOR-CAP-HGN-00-DR-CH-0100	P01

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