SOUTH EAST BLACKBURN GROWTH CORRIDOR

Business Case

November 2019

Lancashire Enterprise Partnership

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Executive Summary

This business case has been completed by Capita on behalf of Blackburn with Darwen Borough Council (BwDBC) in support for the proposed South East Blackburn Growth Corridor package of schemes. The business case is seeking approval from the LEP and funding towards the packages total cost of £11.56 million. In line with the LEP's Accountability Framework, this business case is required in order to seek approval and draw down funds.

The A6077 Haslingden Road forms an important part of the highway network within BwDBC, providing an arterial route linking Blackburn Town Centre with the M65 motorway at Junction 5. The A6077 provides the main gateway to the Royal Blackburn Teaching Hospital and the centralised Accident and Emergency department for the East Lancashire NHS Trust.

The corridor experiences severe congestion, especially during the peak hours as it has not seen any significant upgrading despite the significant growth in new development along its length since the completion of the M65 in 1997. Traffic flows are expected to increase along the corridor in future years, with strong housing growth and economic development aspirations across south east Blackburn. The link stress analysis indicates that all link sections between the Bee Hive Junction and the Shadsworth Road Junction are forecast to be at or above capacity by 2026.

The scheme will widen Haslingden Road, facilitating future housing and employment growth in the South East of Blackburn. The improved highway network will be 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 Blackburn.

The SE Blackburn GD3 package will support the development of nearly 1,200 housing units and over 65,000sqm of employment land in South East Blackburn and prevent deterioration of air quality at the local Air Quality Management Area site at Blackamoor Road. The connectivity between the M65 and Blackburn town centre will be also significantly enhanced.

The emissions registered at the Blackamoor AQMA are expected to reduce due to the opening of the proposed Blackamoor Road Link Road connecting Roman Road and Blackamoor Road.

Economic Output Comparison

Economic Output	Pennine Gateway Original Target	New Target to 2025	Remainder to meet Target	SE Blackburn Forecast (Difference vs target)
Housing units	870	1,000	573	647 (+74)
Private sector investment	£125m	£178m	£138m	£165m (+£27m)
Jobs	3,750	3,950	3,512	3,857 (+345)
Commercial floor space	64,000 m^2	73,290 m^2	£55,790m^2	91,595m^2 (+35,805m^2)
GVA	£415m	£454m	£201m	£240m (+£39m)

A cumulative total for how these outputs will be achieved is provided below.

Year	Total Houses	Commercial Floorspace	Total Jobs	GVA
2019	-	11,496 m2	479	£38,482,340
2020	60	-	-	£2,233,615
2021	91	4,500 m2	250	£20,320,883
2022	112	9,396 m2	261	£20,584,446
2023	142	15,564 m2	775	£17,398,836
2024	120	15,564 m2	775	£44,119,344
2025	122	35,076 m2	1317	£65,982,044
Total	647	91,595 m2	3857	£209,121,508

*Discounted and adjusted values

Economic Appraisal

The benefit to cost ratios for the scheme are presented below:

Scenario	BCR
Core	3.27
Low Growth	1.43
High Growth	3.93
Switching Value Test (Low)	0.59
Switching Value Test (Medium)	0.89
Switching Value Test (High)	1.39
Switching Value Test (Very High)	1.79

Given the high levels of dependency of the developments associated with the scheme we would suggest that the Very High switching tests should be considered as those most appropriate in the appraisal of the scheme package.

1. Strategic Case

The strategic case helps to determine the need for a scheme. It must demonstrate the case for change, presenting a clear rationale for making an investment against the strategic objectives of the organisation proposing it and other relevant Government objectives. It provides important evidence and sets out robust assumptions at an early stage in the development of a business case and explains how various options have been sifted and distilled into a preferred scheme.

1.1 Strategic Context

Please explain the wider strategic context for the proposed scheme by describing the aims and objectives of the promoting organisation. Consider what is driving the need for change at a strategic level, including external factors such as new legislation, technology.

Introduction

The proposed South East Blackburn Growth Corridor scheme is one of three separate infrastructure packages (the other two being Furthergate and North Blackburn), which together comprise the Growth Deal 3 "Pennine Gateways" project.

The Pennine Gateways project in Blackburn with Darwen, funded through the Growth Deal will deliver key transport infrastructure improvements at three of the main gateways into Blackburn with Darwen off the M65 motorway at junctions 4, 5 and 6.

Investment at these adjoining gateways will extend the concept of the Hyndburn – Burnley – Pendle Growth Corridor to the M65 Growth Corridor and will release the potential of a number of adjacent strategic sites to attract and accelerate new development opportunities.

Major transport improvements will act as a catalyst for new housing and commercial development, contributing to the delivery of the Council's adopted Local Plan targets for new homes, businesses and jobs.

Pennine Gateways has been approved in principle by the Lancashire Enterprise Partnership (LEP) for funding and 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 under the terms of Growth Deal 3 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.

Across Lancashire 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

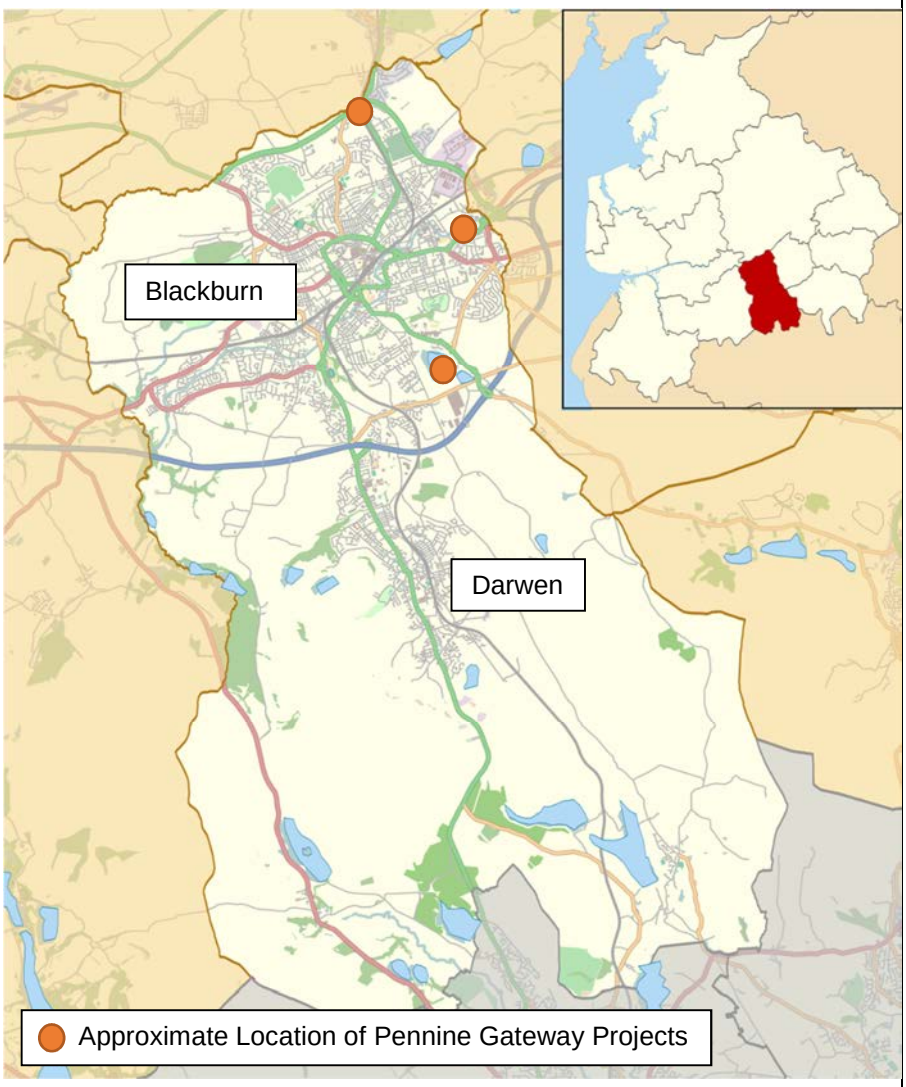
The "Pennine Gateways" project contributes significantly to the "Releasing Growth Potential" priority of the LEP, through essential transport improvements to motorway junctions and railway lines as well as building new roads which support job creation and enable the release of land for homes and businesses.

Blackburn with Darwen

The borough of Blackburn with Darwen is a Unitary Authority within the county of Lancashire in the North West of England. The authority area covers 137 square kilometres and the number of people per km2 is around three times the England and Wales average.

Blackburn is the largest town in the borough and lies to the north of the M65 motorway while Darwen sits to the south of the M65 as can be seen in Figure 1.1.1 below. The other settlements within the borough are small villages within the rural areas surrounding Darwen.

Figure 1.1.1 – Blackburn with Darwen Borough



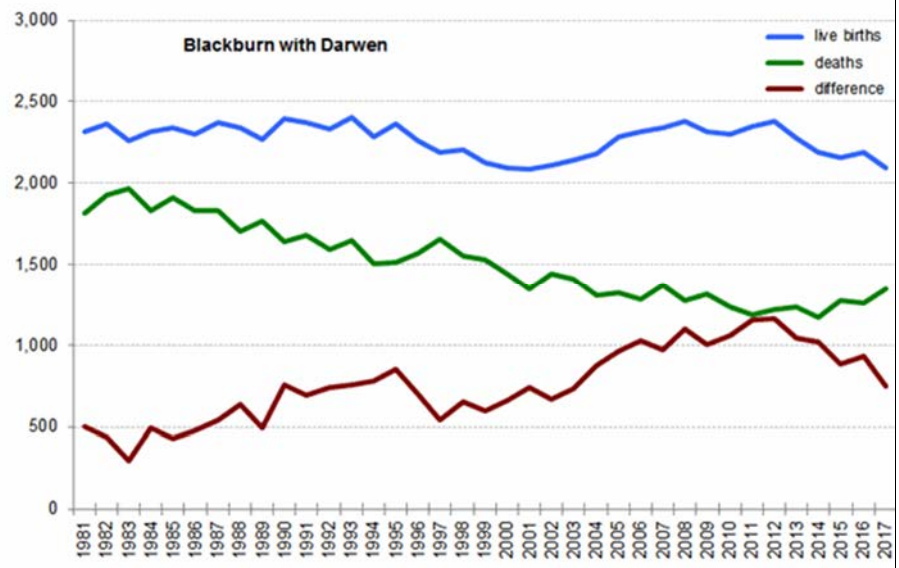
People and Communities

The population of the authority has, in general, been on an upward trend over recent years, and the 2018 result of 148,942 represented a small rise over the previous year. The authority has seen large positive results for the natural rate of change that are usually big enough to offset the substantial losses through

outward migration. Blackburn with Darwen has a noticeable Asian population (2011 census) as part of its ethnic mix.

The total fertility rate can be used as an estimate of the fertility growth factor in the population. In Blackburn with Darwen, the rate of 2.04 in 2017 was the fourth highest in the Lancashire-14 area and well above the England average (1.76).

Local authority live births and deaths graphs are available that track changes in births and deaths since the 1980s for each authority in Lancashire. The graph for Blackburn with Darwen reveals that live births are consistently greater than deaths over the long-term.



The authority has a bias towards a much younger population than is the norm, and therefore has fewer people of pensionable age than the average for England and Wales.

It is estimated that between 2016 and 2041 the population in the authority will decline by 1.6%, whilst there will be a 2.4% growth rate for the Lancashire 14-authority area (England =12.1%). The number of households in the authority is projected to rise by 4.0% between 2016 and 2041. This compares to increases of 7.3% for the Lancashire-14 area and 17.3% in England.

A mosaic profile of local households classifies Lancashire residents by 15 main groups. Across the authority, seven of the groups are dominant in particular areas. These range from the affluent country living and prestige positions groups, to suburban stability, transient renters and urban cohesion, which covers settled communities with a strong sense of identity.

Blackburn with Darwen, like other East Lancashire authorities, has a very high proportion of its housing stock in council tax band A, and has a high proportion of its dwelling stock in the registered social landlord sector.

The median house prices to earnings ratio in the authority is well below England average. The percentage of vacant dwellings is high in the authority.

	In Blackburn with Darwen a substantial 15.7% of households were in fuel poverty in 2017. This was well above the England average of 10.9% and ranks as sixth highest English authority. The main factors that determine this are the energy efficiency status of the property, the cost of energy, and household income. The 2019 Indices of Deprivation revealed Blackburn with Darwen was ranked as the 14th most deprived area out of 317 districts and unitary authorities in England, when measured by the rank of average LSOA rank. Other measures ranked the authority as 7th, 9th and 18th most deprived. In total, 33 (36.3%) of the lower super output areas in the authority were among the 10% most deprived in the country. ***Economic Development*** Gross value added is a measure of economic activity and the 2016 results for Blackburn with Darwen reveal a per head figure that was 75.7% of the UK average. Employee numbers in Blackburn with Darwen increased in the decade to 2008, albeit at a rate below the national and county averages. Between 2009 and 2017, employment in the authority showed strong growth and increased by 7.9% to 68,000. In Blackburn with Darwen as in most places, the manufacturing sector has shed jobs over the years whilst the service sector has grown to become a far greater source of employee jobs. However, there continues to be a bias towards a larger proportion of employees in the manufacturing sector in Lancashire and in Blackburn with Darwen than is the norm. In 2018 there were a substantial 4,960 active enterprises in Blackburn with Darwen, up from 4,655 in 2017. The 2011 census results on commuter flows highlights that large numbers of people are commuting to and from Blackburn with Darwen on census day from neighbouring authorities, and some from further afield. However, the authority has a history of low overall employment rates. Gross disposable household income is effectively the amount of money that after taxes, social contributions, pensions and housing interest payments, households have available for spending or savings. The per-head figure for Blackburn with Darwen was far below the county and UK averages. In general terms the per-head figure for the authority is in long-term decline in comparison to the UK average. Average earnings in Blackburn with Darwen are noticeably higher when measured by place of work in comparison to place of residence therefore the authority records a net loss from commuter flows. The figure by place of residence is well below the national average. The survey of personal incomes by HM Revenue and customs broadly includes all individuals whose income is higher than the prevailing personal tax allowance and who are therefore liable to tax. The median results are the middle value that

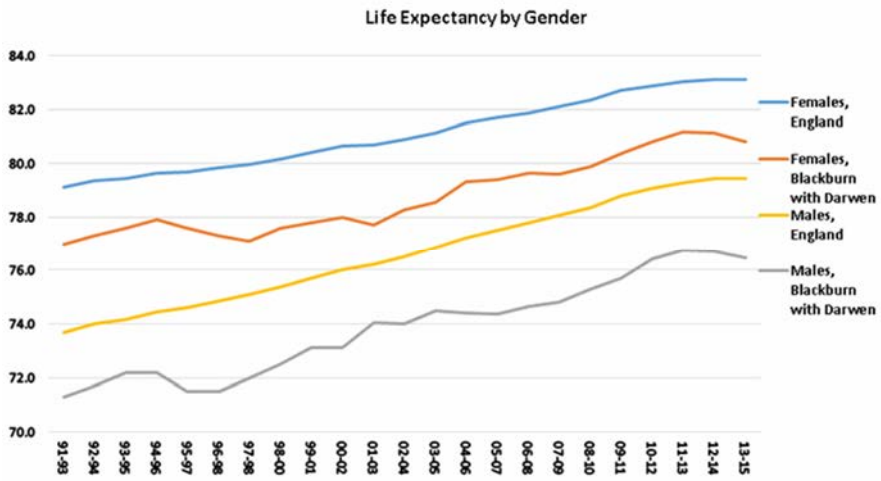
	best reflects typical income and they show a result for Blackburn with Darwen that is well below the North West average. The authority has many employment and support allowance claimants. Housing benefit recipient numbers are high in the authority, and the article also details the effects of the spare room subsidy withdrawal. In comparison to the national average, there is a high percentage of the working age population that is reliant on welfare benefits. Universal credit is a benefit for people on low income or who are out of work. Numbers are updated on a monthly basis, and now indicate a sizeable total for Blackburn with Darwen. ***Community Safety*** The recorded crime article reveals that Blackburn with Darwen has a crime rate which is above average for the Lancashire-14 area. Alcohol is known to contribute to offending behaviour, particularly violence, anti-social behaviour and criminal damage. Residents in the authority have an above average number of hospital stays due to alcohol and alcohol related mortality according to the LAPE (Local Alcohol Profiles for England). In 2017, there were 67 people killed or seriously injured in road traffic collisions in Blackburn with Darwen. ***Environment and Transport*** The East Lancashire Highways and Transport Masterplan is the strategic transport document for the wider area and contains references to transport issues in the authority. Using sustainable transport modes can significantly improve employment opportunities and life chances. In urban areas the reliance on the car presents problems of traffic congestion and reduced air quality. Despite this, and the remaining industrial infrastructure within the town, the authority has some quite good air quality results. There are six railway stations in the authority, with the main Blackburn station being, not surprisingly, the busiest. Darwen station on the Clitheroe to Manchester line has shown some very strong passenger growth over recent years. Green belts have been an enduring element of national planning policy. They check the unrestricted sprawl of large built-up areas; prevent neighbouring towns from merging into one another; assist in safeguarding the countryside, preserve the character of historic towns and encourage the recycling of derelict and other urban land. Blackburn with Darwen has a very high proportion of its land designated as green belt at 38.4%, although 290 hectares were taken out of the designation in 2016 to allow for major housing developments. The household waste reuse, recycling and composting rate for Blackburn with Darwen in 2016/17 was just 30%. Only Preston had a lower rate in the

Lancashire-14 area. The same article also highlights the consistently high number of fly-tipping incidents recorded in the authority.

The legacy of former mine workings in the area was highlighted in 2015, when the coal authority published development risk plans and specific risk plans that included a set for Blackburn with Darwen.

Health and Wellbeing

Figures for life expectancy at birth reveal that Blackburn with Darwen had male and female averages that are deteriorating rather than improving. This is a trend found in a number of the East Lancashire authorities. The following graphs highlights changes between three-year time periods and compares the Blackburn with Darwen results with the England averages.



The Blackburn with Darwen Health Profile, published by Public Health England, reveals that the health of people in the area is considerably worse than the England average.

Hospital services are provided by East Lancashire Hospitals NHS Trust. The major local hospital is the Royal Blackburn Teaching Hospital situated on the A5063 Haslingden Road to the south of the town. Blackburn with Darwen Clinical Commissioning Group took over responsibility for planning and buying health and social care services to meet the needs of local residents in April 2013.

BMI healthcare provide private sector health services at the Beardwood Hospital in Blackburn.

Older People

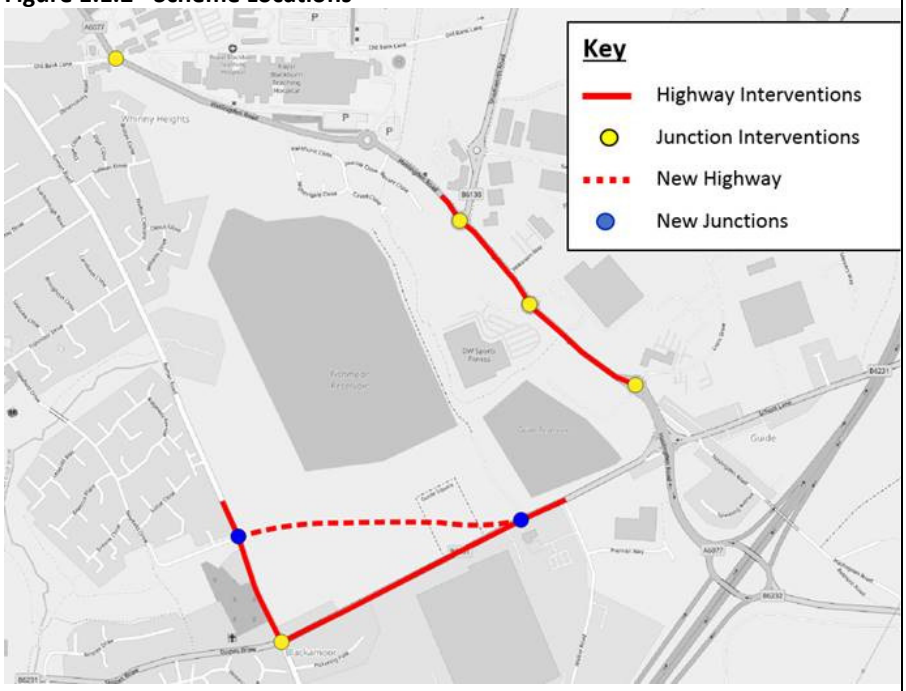
It has been well documented over recent years that people are living longer and that the older age-groups will record some dramatic increases over future years, with associated financial implications and demand for health and social care services. The population aged 65 or over in Blackburn with Darwen is projected to increase to 29,400 by 2041. The authority currently has over 21,000 State Pension claimants.

	Scheme Proposal The South East Blackburn Growth Corridor, promoted by Blackburn with Darwen Borough Council is one of the priority schemes within Blackburn with Darwen Council's Local Plan (December 2015) and includes three distinctive infrastructure interventions as follows: - Widening of the A6077 Haslingden Road between Lions Drive and Shadsworth Road to four lanes with associated geometric improvements at junctions; - Delivery of the Blackamoor Link Road including two new junctions at Roman Road and Blackamoor Road and associated changes at the existing Roman Road / Blackamoor Road junction; and - Improvements to the Haslingden Road / Old Bank Lane junction to also include a new access to the Royal Blackburn Teaching Hospital. The scheme proposals aim to: - Enable Blackburn with Darwen Borough Councils growth ambitions to be realised without adversely impacting on the future (without scheme and without dependent development) level of service (congestion) provided by the Haslingden Road corridor and adjoining local highway network; - Improve air quality at the Blackamoor Road / Roman Road junction to bring nitrogen dioxide levels within the (annual mean) objective as specified in the Air Quality (England) Regulations 2000 (as amended) to enable the revocation of the Blackamoor AQMA; - Enable further development of employment opportunities by facilitating the delivery of over 47,894sqm of new commercial floorspace creating approximately 3,862 jobs; - Supporting future housing growth by enabling the delivery of approximately 643 additional houses within the borough; and - Improve the facilities for walking and cycling along Haslingden Road, providing a safer environment to encourage participation in active travel. The broad South East Blackburn study area is presented in Figure 1.1.1 below.

Figure 1.1.1 - South East Blackburn Study Area

The location of the A6077 Haslingden Road and B6231 Blackamoor Road, which form part of the South East Blackburn scheme are shown in Figure 1.1.2 below.

Figure 1.1.2 - Scheme Locations



The proposed South East Blackburn scheme drawings are included in Appendix A.

Wider Strategic Context – Policy Review

The proposals are strongly aligned to various National, Regional and Local policies, helping to achieve both their immediate goals and contribute to longer-term aims. Details of these policies and the scheme's contributions are presented below.

	NATIONAL POLICY ***National Planning Policy Framework (NPPF)*** The NPPF was last updated on 19 June 2019 and sets out the government's planning policies for England and how these are expected to be applied. The NPPF was first published in March 2012. The purpose of the planning system is to contribute to the achievement of sustainable development. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives): *a)* ***economic objective*** *– to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;* *b)* ***social objective*** *– to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and* *c)* ***environmental objective*** *– to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy."* Central to the NPPF is a *"presumption in favour of sustainable development"*, which for plan-making means that: *d) Plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;* *e) Strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:* *i. The application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or* *ii. Ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.* For decision-taking this means: *f) Approving development proposals that accord with an up-to-date development plan without delay; or*

	g) Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless: *i. The application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or* *ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.* With regards to maintaining effective cooperation, the NPPF states in paragraph 24 that local planning authorities and county councils (in two-tier areas) are under a duty to cooperate with each other, and with other prescribed bodies, on strategic matters that cross administrative boundaries. Transport issues should be considered from the earliest stages of plan-making and development proposals, so that (see paragraph 102): *a) the potential impacts of development on transport networks can be addressed;* *b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;* *c) opportunities to promote walking, cycling and public transport use are identified and pursued;* *d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and* *e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes and contribute to making high quality places.* Paragraph 109 states: *"Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe."* It further states, that "*The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making."*

Department for Transport: Single Departmental Plan (Published 14 December 2017, updated 23 May 2018)

The Single Departmental Plan for the Department for Transport (DfT) sets out the government's strategic objectives to 2020 and the plans for achieving them. The overall mission is to create a safe, secure, efficient and reliable transport system that works for the people who depend on it; supporting a strong, productive economy and the jobs and homes people need.

The DfT has a full programme of delivery designed to support six major objectives:

1. *"Support the creation of a stronger, cleaner, more productive economy*
2. *Help to connect people and places, balancing investment across the country*
3. *Make journeys easier, modern and reliable*
4. *Make sure transport is safe, secure and sustainable*
5. *Prepare the transport system for technological progress, and a prosperous future outside the EU*
6. *Promote a culture of efficiency and productivity in everything we do"*

The South East Blackburn Growth Corridor scheme contributes to the delivery of the key DfT's objectives within the Single Departmental Plan by managing the congestion along the A6077 Haslingden Road, one of the busiest routes in Blackburn whilst addressing the existing and future air quality and noise issues as well as unlocking/accelerating new areas of land for potential development.

Highways England

While it is not anticipated that the scheme will have a perceptible impact on the Strategic Route Network (SRN), the South East Blackburn highway interventions are expected to improve journey times along the A6077 Haslingden Road leading to and from the M65 motorway. The main aims of Highways England (HE), the responsible authority for the SRN, can be found at the following link: https://www.gov.uk/government/organisations/highways-england/about

The South East Blackburn scheme will support a number of HE's key aims, including ensuring the road network is free flowing, safe and serviceable, accessible and integrated. The scheme would contribute to further aim to *"support economic growth with a modern and reliable road network that reduces delays, creates jobs, helps business and opens up new areas for development"* and *"ensure our activities result in a long term and sustainable benefit to the environment"*.

REGIONAL POLICY

Lancashire Strategic Economic Plan 2014

The Lancashire Strategic Economic Plan (SEP) sets out the growth ambitions for the next 10 years, with a focus on realising the potential of the whole of Lancashire. The SEP identifies key priorities and programmes which command local support and funding commitments.

	In regard to East Lancashire, the SEP recognises the issues around *"…connectivity and access…to and from the M65"*, which is the main route connecting East Lancashire with the M6 and M61 near Preston: *"It* [M65] *therefore plays an essential role in the economy of this part of the country, connecting people and business internally as well as providing the primary means of access to the M6."* (paragraph 7.148). In this respect, the South East Blackburn scheme will provide a high-quality link to the M65 and the wider network. The additional capacity will be created to cater for additional traffic generated by potential new development. As a result, the unlocked land for new development with strong connections to SRN would create a potential to boost the region's economy. ***East Lancashire Highways & Transport Masterplan (2013)*** The East Lancashire Highways & Transport Masterplan was adopted in February 2014. It aims to align economic and transport objectives across East Lancashire. The Masterplan is designed around five core principles, all of which will be supported either directly or indirectly by the implementation of the proposed South East Blackburn scheme. These five principles are: • Support the economic development of East Lancashire and of the country as a whole; • Work to address deprivation; • Promote community resilience; • Increase healthy behaviour; and • Reduce our carbon footprint. The Masterplan identifies the South East Blackburn and Pennine Gateway area, which forms a gateway into the town of Blackburn, as those expected to see redevelopment. The document further states on page 28: *"The HA* [Highways Agency] *has an integral role in assisting growth in East Lancashire by ensuring that the strategic corridors of the M66/A56 (T) and M65 operate effectively and efficiently and integrate fully with the local highway network."* The South East Blackburn scheme would therefore contribute in the joint effort to improve the East Lancashire's gateways by increasing the capacity of the A6077 Haslingden Road which connects the southern part of Blackburn to the M65 motorway via the M65 Junction 5. The current proposals for both Haslingden Road and Blackamoor Road include measures to improve pedestrian crossing facilities at junctions by providing dropped kerbs and tactile paving and by widening splitter islands to provide sufficient width to act as pedestrian refuges. Additionally, the provision of signalised pedestrian crossings at the Blackamoor Road/Roman Road junction will improve safety for pedestrians, as existing design does not incorporate crossings.

	Furthermore, there are wider aspirations for the area to provide fully segregated cycle routes along existing public right of ways to improve and extend the Weavers Wheel network in the area. It is hoped that these improvements can be funded through s.106 developer contributions and these improvements have the potential to be utilised by pedestrians also. **LOCAL POLICY** ***Local Plan Part 2 (2015)*** BwDBC recognises the need for future investment in transport infrastructure to accommodate pressure from new development, and to unlock areas for development to take place. Apart from stressing the importance of good public transport access naming the A6077 Haslingden Road corridor as one of its specific areas designated for improvement (page 13) the Core Strategy sets out a housing requirement over the plan period 2011-2026 of 9,365 net additional dwellings. Since issuing Local Plan document in 2015 BwDBC has created and maintained a Growth Pipeline document to highlight and track the prioritised economic investment. Growth Pipeline specifically identifies the following housing sites (over 1,100 housing units) within South East Blackburn: • Beechwood Garden Centre, Roman Road - estimated number of housing units is 14 to be delivered by 2023; • Blackamoor Road Development Site (Local Plan ref. 16/8) – estimated number of housing units is 70 to be delivered by 2026; • Fishmoor Drive, Parcel 1 (LP ref. 28/6) – estimated number of housing units is 205, of which 170 are expected to be delivered by 2026; • Fishmoor Drive, Parcel 2 (LP ref. 28/6) – estimated number of housing units is 65, of which 50 are expected to be delivered by 2026; • Fishmoor Drive, Parcel 3 (LP ref. 16/8) – estimated number of housing units is 130, of which 80 are expected to be delivered by 2026; • Fishmoor Drive, Parcel 4 (LP ref. 28/6) – estimated number of housing units is 200; • Haslingden Road, Brandy House Site – estimated number of housing units is 79, of which 65 are expected to be delivered by 2023; • Haslingden Road, Fishmoor Reservoir Site (LP ref. 16/7) – estimated number of housing units is 200, of which 150 are expected to be delivered by 2026; • Manxman Road, Highercroft – estimated number of housing units is 45 to be delivered by 2023; • Newfield Drive Development Site– estimated number of housing units is 38; • School Lane, Guide – estimated number of housing units is 45 to be delivered by 2023; • Fishmoor Drive, Parcel 5 – estimated number of housing units is 30 to be delivered by 2026;

- Crossfield Street Former Bakery Site– estimated number of housing units is 27;

In addition to the housing sites listed above the following employment land allocations (totalling over 87,500m^2 of employment area) are listed in the Growth Pipeline:

- Sigma 110 (formerly Accrol family owned) – commercial floor area of 10,440m^2;
- Blackamoor Road Development Site (LP ref. 16/8) – commercial floor area of 22,700m^2 to be delivered by 2026;
- TIBS (former Blakewater College) – commercial floor area of 6,000m^2 to be delivered by 2026;
- Chubb Systems (Shadsworth Industrial Estate) – commercial floor area of 4,335m^2
- Hotel adjacent to The Willows (Haslingden Road) – commercial floor area of 1,258m^2
- Evolution Park, Shadsworth Road (LP Ref. 13/6) – commercial floor area of 4,500m^2 to be delivered by 2026;
- Old Bank Lane – commercial floor area of 22,700m^2;
- Premier Way (Walker) Business Park (LP Ref. 13/9) – commercial floor area of 10,739m^2 to be delivered by 2025;
- Roman Road (near Davyfield Site) – commercial floor area of 2,400m^2 to be delivered by 2021;
- Shadsworth Plot C (LP Ref. 13/7) – commercial floor area of 9,267m^2 to be delivered by 2023;
- Waterside Employment Site (Parcel A) – commercial floor area of 11,945m^2 to be delivered by 2020; and
- Waterside Employment Site (Parcel B) – commercial floor area of 4,500m^2 to be delivered by 2022.

In view of the existing capacity issues on the A6077 Haslingden Road it is critical to ensure that the local highway network can accommodate the additional traffic demands from the potential future residential and employment developments. The South East Blackburn scheme would therefore help to unlock potential development sites, which in turn would help to boost the local economy and meet the housing targets.

Blackburn with Darwen Core Strategy (2011)

The Blackburn with Darwen Core Strategy sets out the priorities for the future planning and development of the Borough for the next 15 to 20 years: how much and what types of development there should be, where it should be focused, when it is likely to take place, and how it will be delivered.

The Core Strategy forms part of the statutory Local Development Plan and presents 11 Strategic Objectives. While the proposed South East Blackburn scheme will indirectly influence a number of these, the effects will be most pronounced when considering the following objectives:

- *C) Ensure that local people benefit from economic growth and have sustainable access to services and facilities*
- *D) Improve the quality of the local environment and the Borough's physical setting*
- *E) Increase levels of demand both for existing housing stock and for new development in the inner urban area*
- *F) Minimise the Borough's environmental footprint*

Blackburn with Darwen Local Transport Plan 3 (2011-2021)

Blackburn with Darwen Borough Council's Third Local Transport Plan (LTP3) is a long-term strategic document covering the period 2011-2021, and is the key mechanism for articulating and delivering transport policy at a local level. The plan highlights a number of key issues within the borough to be addressed over the lifespan of the plan, including:

- *The borough's young population and its relationship to the growth of car use and road accidents;*
- *Peak time congestion and traffic levels;*
- *The impact on and the effects of the changing climate;*
- *Chronic health issues;*
- *Poor localised air quality and intrusive noise;*
- *Car dependence;*
- *The effects of long-standing deprivation;*
- *The ongoing requirement to generate jobs, improve wage and skill levels; and*
- *The need to create sustainable communities through economic restructuring and regeneration.*

The proposed South East Blackburn scheme will meet four goals described within the LTP3:

- *Support the Economy;*
  The scheme will achieve all associated objectives within this goal: reducing congestion and delay; improving the condition and attractiveness of the transport infrastructure; ensuring good accessibility for the new developments; working with partners to develop economic growth and bring forward new development.
  The LTP3 priority within this goal is to *"Improve access to areas of regeneration and economic growth*". Part of achieving this comes through *"greater co-ordination of transport and land use planning*", ensuring that the transport infrastructure is capable of fully supporting the expected growth both in the current year and the future.
- *Tackle Climate Change;*
  The scheme supports this goal by helping to develop and maintain an efficient and sustainable transport system.
  The LTP3 priority within this goal is to *"Reduce carbon emissions".* The scheme will contribute directly to reduced delay and fuel consumption

which should reduce the emissions from vehicles and subsequently result in a corresponding improvement in air quality.

- *Promote quality of life, health and the natural environment.*
  The scheme supports this goal by managing traffic to reduce its impact, including noise and air pollution, on people's wellbeing as well as developing land use and transport policies to ensure transport infrastructure and modes of travel which complement and enhance the distinctiveness and quality of the built environment.
- The LTP3 priority within this goal is to "Maintain our transport assets in good condition". A well-maintained infrastructure is essential to meet the travel needs of people and the transport needs of industry.

Through this analysis of key documents and policy, it is clear that there is a strong evidence base for the implementation of the South East Blackburn scheme as it is aligned with all the relevant local, regional and national policy, and will further the strategic aims for the Borough, County and Country.

Need for Change

Haslingden Road – History

The A6077 Haslingden Road forms a main arterial route across south east Blackburn connecting the town centre to the M65 motorway. The A6077 starts at a gyratory in the Townsmoor area of Blackburn, where it meets the A666 and A6078. It heads south east away from the town centre providing access to Royal Blackburn Teaching Hospital and a number of industrial estates before terminating at the M65 Junction 5.

The M65 is a major artery within Central and Pennine Lancashire providing links between Preston in the west with the East Lancashire towns of Blackburn with Darwen, Accrington, Burnley, Nelson and Colne. The role of the M65 is a key inter-urban route whose principle function is to link the main population and employment centres of Preston, Blackburn, Burnley and Colne with routes of Strategic National and Regional importance as well as destinations in other regions.

Congestion on the M65 and connecting corridors is now evident during peak periods and exacerbated by the limited capacity, traffic flow composition and proximity of some junctions. However, future employment opportunities and priorities continue to be along this corridor and there are significant development pressures in the area around Junction 5 (Guide) which also forms the main gateway to Royal Blackburn Hospital and the centralised Accident & Emergency department for the East Lancashire NHS Trust. Journey time comparisons of current travel times on the local network in the AM and PM peak periods as compared to the inter-peak period are provided in the Baseline Conditions Report provided as Appendix B.

Limited capacity on the M65 at Junction 5 and along the intersecting Haslingden Road corridor (A6077) will impact significantly on the growth aspirations of the BwDBC Local Plan (Part 2) and the wider regeneration and healthcare aspirations for Pennine Lancashire. Even without the development envisaged in the BwD

	Local Plan, analysis suggests11 that with normal traffic growth, sections of the M65 (particularly Junction 5 and its approaches) will operate over capacity at peak times after the first five years of the plan. The A6077 Haslingden Road also experiences high levels of congestion during the morning and evening peak periods due to the high levels of vehicular traffic generated by Blackburn town centre and significant developments along the corridor including Royal Blackburn Teaching Hospital, Blackburn Central High School, Shadsworth Business Park and Walker Business Park. A number of committed and aspirational developments are also planned in the area, which will result in increased traffic demands and further delay in future years. Congestion has been a longstanding issue on the corridor with a number of studies having been carried out to identify measures to relieve congestion dating back to May 2008. Whilst some measures identified within these studies have been implemented, they have tended to be 'low cost' solutions delivering limited benefits to road users. According to the East Lancashire Chamber of Commerce resolving this 'notorious bottleneck' is absolutely crucial to assist business growth in Pennine Lancashire. The scheme is designed to safeguard and bring forward employment and housing investment by improving capacity on the Haslingden Road corridor on its approaches to M65 Junction 5 and is fully supported by the Highways Agency, the wider business community, East Lancashire NHS trust and bus operator Lancashire United. The Haslingden Road corridor has experienced significant growth since the opening of the M65 motorway to around 23,000 vehicles per day, with a noticeable increase following the relocation of Blackburn Royal Infirmary to the Royal Blackburn Teaching Hospital site in 2006. The latest NTEM traffic growth forecasts based on Urban Principal roads in Blackburn (main) are also shown and indicate continued growth. As traffic flows and problems relating to congestion on the A6077 Haslingden Road have increased the need for intervention has become more apparent. A number of studies have subsequently been undertaken with some of the measures identified having already been implemented. The studies undertaken, options considered and any measures arising are described in the following paragraphs. ***Guide Roundabout, Blackburn – Junction Assessment (May 2008), Capita Symonds*** This report considered the following options for the Guide roundabout junction: Option 1) Signalisation of Guide Roundabout Option 2) Alteration to a 4-arm signalised junction

[1] M65 Transport Implications Study Final Report, Capita Symonds, October 2012

	Option 3) 'Throughabout' signalised junction with two priority approaches Option 4) 'Throughabout' signalised junction with all priority approaches The report recommended that the part signalisation of guide roundabout be implemented as a lower cost alternative to full signalisation or alteration to a 4-arm signalised junction. Additionally, the conversion of Bee Hive Roundabout to a teardrop roundabout and widening to two lanes from Guide roundabout to Bee Hive roundabout was also recommended. The recommendations from this study were not implemented as insufficient funding was available at the time. ***Haslingden Road Corridor Study (March 2009), Capita Symonds*** As congestion worsened and a number of other issues began to arise on the Haslingden Road corridor as a consequence of increased traffic levels, a new study with a wider scope to consider the full Haslingden Road corridor was commissioned involving the development of a micro-simulation traffic model (using S-Paramics) to consider a range of possible options including: Option 1) Widening between Guide and Bee Hive to 2 lanes in both directions Option 2) Option 1 with addition of a controlled pedestrian crossing Option 3) Option1 with Bee Hive Teardrop Design Option 4) Option 1 with Part Signalisation of Guide roundabout Option 5) Option 2 with committed development Option 6) Option 2 with free flow lane from M65 Eastbound Off-slip From the modelling analysis undertaken the preferred scheme identified was Option 2 which was implemented in November 2009. The report also made recommendations as to further improvements which should be considered on the corridor including: - Widening of the link between Guide Roundabout and M65 J5 to two lanes (not implemented at the time due to lack of funding) - Ghost island for right turners into Bennington Street (Not implemented due to other traffic management options being considered on Bennington Street) - Improvements to the North Access to the Hospital (Measures were taken to reduce internal queuing within the hospital to reduce impact on Haslingden Road and a new controlled pedestrian crossing was introduced to facilitate increased pedestrian movements arising as a result of the new Blackburn Central High School which has also increased opportunities for right turns into the nearby hospital access). The impact of the scheme introduced initially indicated journey time savings on the corridor in both the AM and PM peak periods. However, in January 2010 the Highways Agency (HA) part signalised Junction 5 of the M65 which released an upstream bottleneck which had previously resulted in queuing on the motorway off-slips which extended back to the motorway mainline during the peak periods.

	By releasing this additional traffic onto the local network the HA scheme exhausted the additional capacity created by the localised widening and displaced queuing from the motorway slip roads to the northbound Haslingden Road approach to Guide roundabout. These queues frequently extend back through the circulatory carriageway of Junction 5 resulting in significant queues also forming (blocking back) on the northbound B6232 Haslingden Road approach to Junction 5. Such significant queuing had not been witnessed prior to the part signalisation of Junction 5 and results in B6232 traffic 'rat-running' through Belthorn village in an attempt to by-pass the queue. Consequently, Lancashire County Council has received a number of correspondences raising concerns relating to the impact of this 'rat-running' traffic on road safety and amenity within the village (although only a single casualty incident has been reported in this time). ***A6077 Haslingden Road Corridor Study, October 2012 – Capita Symonds*** As a consequence of the issues arising on the corridor a further study was undertaken which required a recalibration and revalidation of the micro-simulation model previously used so as to reflect the implemented schemes and the emerging conditions on the highway. This study identified a preferred scheme option for the Haslingden Road corridor which would deliver the greatest benefits as comprising the following elements: - conversion of Guide roundabout to a 4-arm signalised junction; - extended merge section on southbound exit of Guide roundabout (towards M65); - localised widening on northbound exit of Bee Hive roundabout to provide short merge; and - full signalisation of M65 Junction 5 (subsequently implemented following a successful National Pinch Point Fund Bid). However, given budgetary constraints a 'low cost' solution was identified for implementation which comprised the localised widening on the northbound exit from the Bee Hive roundabout. Funding for the preferred scheme was later secured following a successful Local Pinch Point Fund bid supported by LTP3 Capital Programme. The scheme was extended slightly to provide two lanes in both directions between the Guide junction and M65 Junction 5 following the acquisition of privately-owned land. ***M65 Transport Implications Study Final Report, October 2012 – Capita Symonds*** This report assessed the impact of Core Strategy development proposals on the M65 motorway and recommended that Junction 5 of the M65 be signalised and the circulatory carriageway be widened to provide 3-lanes within the next 5 years to accommodate future development. As mentioned earlier the junction

has since been fully signalised although recommendations to widen the circulatory carriageway to 3 lanes were not completed.

Haslingden Road – Current Situation

Despite the historical highway schemes and interventions over recent years, high levels of congestion, queueing and traffic delay continue to occur along both Haslingden Road and at the Roman Road / B6231 Blackamoor Road junction during peak travel periods.

Traffic counts were undertaken at a number of junctions along Haslingden Road in May 2017 during the AM (07:00 – 10:00) and PM (16:00 – 19:00) peak periods in support of a local planning application. A total of six junctions along Haslingden Road between the M65 Junction 5 to the south and the RBH access junction to the north were surveyed, these are detailed as follows:

- M65 Junction 5;
- Haslingden Road / Blackamoor Road / School Lane (B6321) Junction;
- Haslingden Road / Lions Drive Roundabout (Beehive Junction);
- Haslingden Road / DW Sports Soccerdome Access Junction;
- Haslingden Road / Shadsworth Road Junction; and
- Haslingden Road / Royal Blackburn Hospital Access Junction.

A review of MCC data at these junctions highlights the relative traffic flow patterns through junctions along Haslingden Road. A clear tidal flow movement through Haslingden Road junctions between AM and PM peak travel periods can be identified. Dominant traffic movements flow towards Blackburn town centre, RBH and Shadsworth Business Park during the AM peak, with a reversal during the PM peak period.

Link stress measured by comparing the level of observed traffic against the capacity of the road was calculated along Haslingden Road. When the ratio of flow to capacity is less than 90% the link operates within capacity. Between 90% and 100% stress, the link is approaching capacity and the traffic flows are susceptible to flow breakdown. At greater than 100% stress the link operates over capacity and experiences stop-start traffic flows, queuing traffic and delays.

An assessment of the road type has been made based on the guidance given in DMRB TA 79/99[2]. Carriageway standards along Haslingden Road as well as the theoretical link capacities under current traffic are detailed in Table 1.1.1 below. Link sections already built to an S4 carriageway standard are shaded/highlighted in green.

[2] http://www.standardsforhighways.co.uk/ha/standards/dmrb/vol5/section1/ta7999.pdf

Table 1.1.1 - Current Haslingden Road Link Stress

Link Section	DMRB Link Standard	Theoretical Capacity (veh/hr)	One-Way Hourly Flow (veh/hr)	Link Stress
M65 Junction 5 – Guide Junction	Single S4 carriageway 13.5m wide	2,800	1,883	67%
Guide Junction – Beehive Junction	Single S4 carriageway 14.6m wide	3,050	1,729	57%
Beehive Junction – Soccerdome Access	Single S2 carriageway 7.3m wide	1,300	1,316	101%
Soccerdome Access – Shadsworth Road	Single S2 carriageway 7.3m wide	1,300	1,199	92%
Shadsworth Road – Royal Blackburn Hospital	Single S2 carriageway 7.3m wide	1,300	1,266	97%
Royal Blackburn Hospital – Old Bank Lane	Single S2 carriageway 7.3m wide	1,300	852	66%

Traffic flows are forecast to increase along Haslingden Road in future years, with strong housing growth and economic development aspirations across south east Blackburn. To provide an initial future forecast of traffic flow conditions, local TEMPro growth factors have been applied to the link flows defined in Table 1.1.1 across a number of future years. The relative future year forecast flow along each link section is compared to its theoretical capacity to identify the relative residual capacity in future years, listed in Table 1.1.2. This indicates that all link sections between the Guide Junction and the Royal Blackburn Hospital access are forecast to be at or above capacity by 2026.

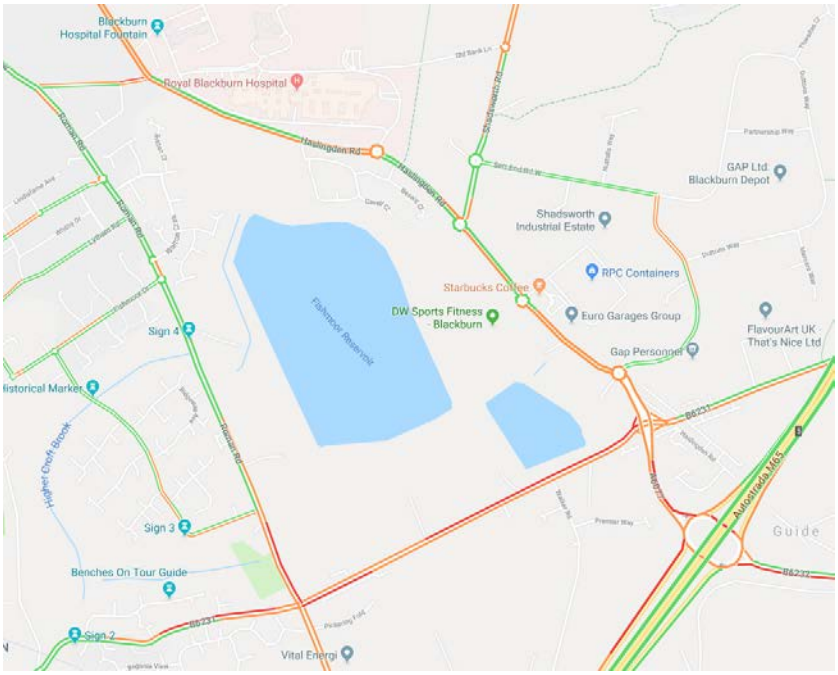
Table 1.1.2 - Haslingden Road Forecasted Link Stress

Link Section	Link Stress				
	2017	2021	2026	2031	2036
M65 Junction 5 – Guide Junction	67%	70%	73%	75%	78%
Guide Junction – Beehive Junction	57%	59%	61%	63%	65%
Beehive Junction – Soccerdome Access	101%	106%	110%	113%	117%
Soccerdome Access – Shadsworth Road	92%	96%	100%	103%	106%
Shadsworth Road – Royal Blackburn Hospital	97%	102%	105%	109%	112%
Royal Blackburn Hospital – Old Bank Lane	66%	68%	71%	73%	76%

Typical traffic congestion data made available online via Google has been reviewed across the south east Blackburn study area. This gives an estimate of the general level of traffic and delay along specific link sections for a given time period. Figure 1.1.3 (AM peak) and Figure 1.1.4 (PM peak) indicate similar tidal traffic flow and congestion patterns as those identified earlier.

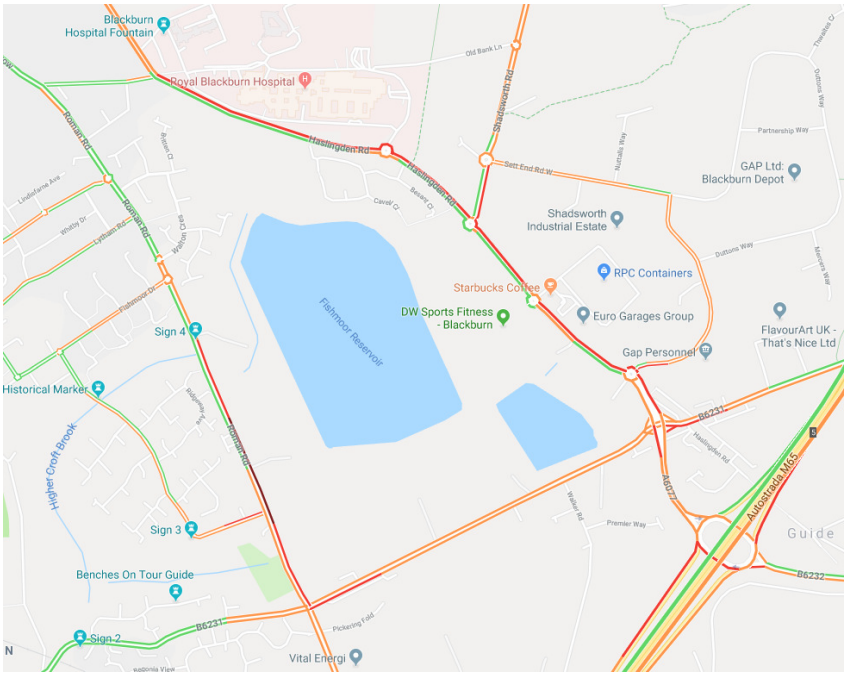
For the AM peak, relative conditions at 08:30 highlight slow moving traffic and congestion along Blackamoor Road on the approach to both the Guide Junction and around the M65 Junction 5

Figure 1.1.3 - Typical AM (08:30) South East Blackburn Traffic Congestion



In the PM peak highlighted in Figure 1.1.4 the tidal flow is clearly defined along Haslingden Road, with significant congestion and slow-moving traffic extending back from the Blackamoor Road junction past RBH and beyond. This is likely to be generated by people traveling from places of work including Blackburn town centre, RBH and Shadsworth Industrial Estate towards the M65. Significant congestion and delays are also occurring along from the Roman Road southbound approach to its junction with the B6231 Blackamoor Road, likely generated by high traffic volumes and delay at the constrained signalised junction.

Figure 1.1.4 - Typical PM (17:30) South East Blackburn Traffic Congestion



It is also evident from Figure 1.1.3 and Figure 1.1.4 that during peak periods the motorway off-slips encounter delay. Recent discussions with Highways England have confirmed that queues do form on the motorway off-slip and that blocking back of queues from M65 Junction 5 into the motorway mainline is a significant safety concern.

Highways England have made recent changes to the westbound off-slip to remove sections of hard shoulder to provide greater storage capacity for queuing vehicles to reduce the potential for blocking back.

Previous studies have shown that the operation of junctions along Haslingden Road, particularly the Haslingden Road / Blackamoor Road (Guide) junction can impact on the operation of the M65 junction 5 through blocking back, and visa-versa.

Discussion with Highways England as to how the local road network and the strategic road network can be made to work better together in this location.

Blackamoor Road

The junction of B6231 Blackamoor Road / Roman Road is a signalised junction to the south of Blackburn which provides an intersection between North-South traffic between Blackburn and Darwen and East-West traffic between Lower Darwen / Earcroft and Shadsworth and Oswaldtwistle.

On the 8th February 2012 the area around the junction was designated as an Air Quality Management Area (AQMA) under Section 83(1) of the Environment Act 1995 in relation to a likely breach of the nitrogen dioxide (annual mean) objective as specified in the Air Quality (England) Regulations 2000 (as

amended). The area within the AQMA designation is shown in Figure 1.1.5 below.

Figure 1.1.5 – Blackamoor AQMA Area Extents

The area consists of sections of Stopes Brow, Roman Road, Blackamoor Road and Wisteria Drive, Blackburn and extends twenty metres from either kerb, other than where the area boundary has been extended to include the whole of the property (buildings and associated open space within the curtilage).

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas[3],[4]. The annual health cost to society of the impacts of particulate matter alone in the UK is estimated to be around £16 billion[5].

The Blackamoor AQMA is one of four within Blackburn with Darwen which were designated due to an exceedance of the annual mean Nitrogen Dioxide objective. Despite significant efforts by Blackburn with Darwen Borough Council to promote and encourage the uptake of public transport and active travel modes through schemes like Pennine Reach and Weavers Wheel, air quality remains a significant concern at all these locations and the AQMA designation cannot be revoked until the situation improves.

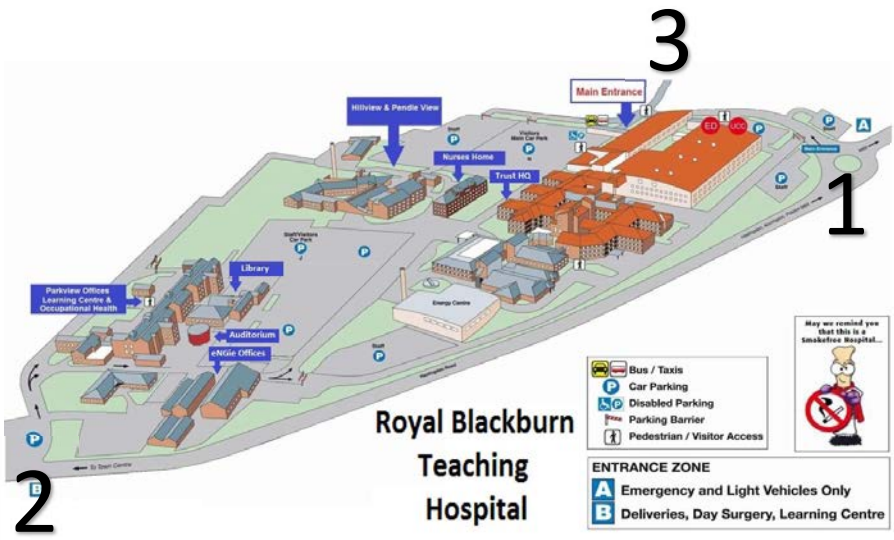
3 Environmental equity, air quality, socioeconomic status and respiratory health, 2010

4 Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

5 Defra. Abatement cost guidance for valuing changes in air quality, May 2013

	The Blackamoor Road Link Road has been identified in the Blackburn with Darwen Local Transport Plan 2. It is intended to relieve congestion at the Roman Road / Blackamoor Road by reducing turning flows through the junction and by improving the phasing and staging of traffic signals for a more efficient operation. The creation of the Blackamoor Road Link Road will also unlock parcels of land adjacent to the Fishmoor Reservoir, increasing the viability of this land for new housing and employment. **Haslingden Road / Old Bank Lane / New Royal Blackburn Teaching Hospital Access** The Royal Blackburn Teaching Hospital provides a full range of hospital services to adults and children. This includes general and specialist medical and surgical services along with a full range of diagnostic (e.g. MRI, CT scanning) and support services. The Royal Blackburn Teaching Hospital opened in July 2006 following the amalgamation of the Queens Park Hospital located on this site and Blackburn Royal Infirmary which was located off the A666 to the south of Blackburn town centre. Royal Blackburn Teaching Hospital now includes state of the art in-patient facilities, centralised out-patients department, new operating theatres and Emergency Department serving the whole of East Lancashire. There are over 630 beds at the hospital which is run by East Lancashire NHS Trust which has over 7,000 staff, the majority of which are based at Blackburn Royal Teaching Hospital. The hospital currently has three points of access for vehicles. The primary staff and visitor access for the main hospital (1) is via a roundabout junction off Haslingden Road. The second entrance (2), also off Haslingden Road is to the north of the Old Bank Lane junction opposite the KFC restaurant. The access is a priority junction with a short ghost island for right turners. This access is predominantly used as a goods and delivery access and by staff at the Parkview offices, Learning Centre, Energy Centre and Occupational Health. The third entrance (3) is off Shadsworth Road via a mini roundabout junction between Shadsworth Road and Old Bank Lane. The access serves a recently constructed Council owned overflow car park and also offers bollard-controlled access to the hospital site for buses and blue light traffic only.

Figure 1.1.6 –Royal Blackburn Teaching Hospital Access Arrangements



The limited access arrangements for the hospital create problems on the local highway network with traffic blocking back from the electronic arm controlled accesses to the main visitor car park onto Haslingden Road (See Figure 1.1.6). The second access also experiences problems at certain points of the day with vehicles waiting to turn right into the hospital frequently queuing beyond the length of the short ghost island blocking through traffic on Haslingden Road (See Figure 1.1.7). The third access from Shadsworth Road is shown in Figure 1.1.8.

Figure 1.1.6 – Main Hospital Access (Showing Blocking Back from Visitor Access)

Figure 1.1.7 – Short Ghost Island at Second Hospital Access

Figure 1.1.8 – Third Hospital Access

In order to improve access to the hospital and reduce the impact of blocking back of hospital traffic on through traffic on Haslingden Road, it is proposed to provide a new vehicular access to the hospital site (to replace the second access) from the Haslingden Road / Old Bank Lane junction through the addition of a 4th arm and by converting the existing priority arrangement to a compact roundabout type junction.

This investment will enable sites with planning permission, those identified in the Local Plan and those for inclusion in the emerging local plan to come forward whilst also enabling further expansion of existing sites. The proposals will help to deliver 3,817 jobs and 545 houses, which would otherwise be prevented due to the long-standing traffic issue not being resolved.

The proposal will also enable the Highways Agency to realise the full benefits of any complimentary plans to improve the M65 and support the ongoing 'Connecting East Lancashire' smarter travel choices' campaign to encourage healthier, greener ways of travelling including walking, cycling, car sharing and public transport.

1.2 Challenge or Opportunity to be addressed *Please describe the key characteristics of the challenge to be addressed and the opportunity presented. Provide an overview of the evidence supporting this and the impact of not progressing the proposed scheme.*	**The Main Challenge and Opportunity** The main challenge, which the South East Blackburn schemes aim to address is to prevent prevailing congestion issues within the study area from preventing delivery of Blackburn with Darwen's growth ambitions through increasing the capacity of the local highway network. It is envisaged that this would prevent a deterioration in travel times, improve air quality and facilitate future growth aspirations for the area. The South East Blackburn schemes have the following aims: - Enable Blackburn with Darwen Borough Councils growth ambitions to be realised without adversely impacting on the future level of service (congestion) provided by the Haslingden Road corridor and adjoining local highway network; - Improve air quality at the Blackamoor Road / Roman Road junction to bring nitrogen dioxide levels within the (annual mean) objective as specified in the Air Quality (England) Regulations 2000 (as amended) to enable the revocation of the Blackamoor AQMA; - Enable further development of employment opportunities by facilitating the delivery of over 47,894sqm of new commercial floorspace creating approximately 3,862 jobs; - Supporting future housing growth by enabling the delivery of approximately 643 additional houses within the borough; and - Improve the facilities for walking and cycling along Haslingden Road, providing a safer environment to encourage participation in active travel. Investment in the South East Blackburn schemes would contribute to economic growth by releasing the potential for a number of strategic residential and employment sites located in South East Blackburn and help to attract new developers and 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 near the B6231 Blackamoor Road / Roman Road junction, reduce severance and improve road safety. The anticipated economic outputs from the South East Blackburn package of schemes are as presented in Table 1.2.1 over leaf:

Table 1.2.1: South East Blackburn Economic Output - Summary:

	South East Blackburn Original by 2025	**South East Blackburn Additional by 2030 (and 2025)**
Housing units	*443*	200 (130 by 2025)
Private sector investment	*£85m*	£65m (£53m by 2025)
Jobs	*3312*	550 (200 by 2025)
Commercial floorspace	*46,500 m2*	13,935 m2 (9290 m2 by 2025)
GVA	*£161.7m*	£149m (£38.9m by 2025)

Overview of Evidence

A summary of the main issues and key evidence is presented in Section 1.1 under the heading of 'Need for Change'. Further information and evidence is provided in the SE Blackburn Baseline Conditions Report provided as Appendix B.

The baseline conditions report demonstrates that:

- A number of key trip attractors and destinations, including several industrial estate areas and the Royal Blackburn Teaching Hospital generate a tidal traffic flow pattern along Haslingden Road and generally across the study area;
- Significant congestion and delay have been observed following a review of baseline traffic and travel data, focused along Haslingden Road and associated junctions, as well as around the Roman Road/ Blackamoor Road junction;
- Traffic flows are forecast to increase in future years, with a number of growth and development sites identified across the south east Blackburn study area; and
- Trips generated by further development sites are highly likely to result in increased delay and extended journey times for those travelling along Haslingden Road and through the Roman Road/ Blackamoor Road junction (without intervention).

Impact of Not Progressing

The impact of not progressing would be detrimental on both the local and strategic highway network, particularly accessibility to and from the main gateway of East Lancashire (i.e. M65) and numerous villages located to the south of Blackburn.

The existing highway network currently operates above its design capacity and the situation is likely to deteriorate in the near future. The South East Blackburn Growth Corridor Baseline Conditions Report indicates that the link sections of the Haslingden Road corridor between the 'Beehive' roundabout and Royal Blackburn Hospital were already close to their theoretical capacity in 2017 and

	will exceed them by 2026 in AM peak hour even without any new developments (i.e. Do-Nothing scenario). Blackburn with Darwen Borough Councils growth ambitions for housing and employment (listed in the Local Plan) would be thwarted by not delivering the scheme. Planning applications would be refused due to unacceptable impact on an already congested local highway network as this would be considered to be a severe impact if not adequately mitigated. Development sites would not be attractive to developers and end users if the local highway network providing access to the sites was heavily congested. Conversely, if the proposed developments are to be delivered, the impact on the local highway network is envisaged to be significant, with the road network forecasted to operate significantly over capacity. This in turn would result in a further deterioration in air quality, increased traffic congestion and exacerbation of existing severance issues. In the absence of a Blackamoor Road Link Road, it is predicted that there will be an increase in severe congestion across south east Blackburn. This will result in a deterioration of air quality, limiting the potential of any other measures to reduce nitrogen dioxide levels to below national target levels at the Blackamoor AQMA preventing the revocation of the AQMA designation. A6077 Haslingden Road serves as a main route to and from the Royal Blackburn Hospital. Congestion issues along Haslingden Road and Blackamoor Road along with issues associated with vehicles queuing to access hospital car parks can cause problems for ambulances accessing and egressing from Royal Blackburn Hospital. This situation will get much worse without a significant infrastructure intervention with ambulance response times and blue light access to the hospital likely to get worse as a consequence.
1.3 Strategic Objectives *Please present the SMART (specific, measurable, achievable, realistic and time-bound) objectives that will resolve the challenge or opportunity identified in Section 1.2 and explain how these contribute towards achieving the wider context set out in Section 1.1.*	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: 1. Enable Blackburn with Darwen Borough Councils growth ambitions to be realised without adversely impacting on the future level of service (congestion) provided by the Haslingden Road corridor and adjoining local highway network; 2. Improve air quality at the Blackamoor Road / Roman Road junction to bring nitrogen dioxide levels within the (annual mean) objective as specified in the Air Quality (England) Regulations 2000 (as amended) to enable the revocation of the Blackamoor AQMA; 3. Enable further development of employment opportunities by facilitating the delivery of over 47,894sqm of new commercial floorspace creating approximately 3,862 jobs; 4. Supporting future housing growth by enabling the delivery of approximately 643 additional houses within the borough; and

	5. Improve the facilities for walking and cycling along Haslingden Road, providing a safer environment to encourage participation in active travel.
1.4 Achieving Success *Please describe how the success of the proposed scheme will be assessed and/or quantified.*	The outcomes from the scheme will be assessed and monitored as detailed in the Monitoring and Evaluation report provided as Appendix C. This will assess the performance of the scheme against the scheme objectives outlined above.
1.5 Delivery Constraints *Please describe any high level internal/external constraints or other factors that present a material risk to the delivery of this scheme.*	Full risk registers for each of the scheme elements are available in Appendix D with the key delivery constraints for the scheme are highlighted below: Specific to Haslingden Road: - Cost for the statutory undertakers could include, potential diversion works as part of the scheme i.e. United Utilities, Virgin Media, BT etc.; - All property and land acquisitions; - Electricity substation located within verge area in front of Royal Blackburn Hospital will require re-locating; and - Stakeholder aspirations/scope creep - Scope changes may be requested/ required internally or by external stakeholders. Specific to Blackamoor Road: - Ground Conditions, contamination or ground gasses could involve remediation or removal of ground contamination. Potential gas monitoring leading to prolongation; - Phasing and timing of site works and statutory undertakers works could potentially result in delays to the programme if works clash logistically; and - Adequacy of public consultation to include local businesses, leading to public opposition to the project (potential challenge to the planning application process would result in further consultation and programme delays and additional costs). Specific to Haslingden Road / Old Bank Lane / New Hospital Access: - Statutory Undertakers - Privately owned High Voltage Cables within the verges currently owned by Royal Blackburn Hospital which provide power to buildings 1-4 of the hospital; - All property and land acquisitions; - Cost for the statutory undertakers could include, potential diversion works as part of the scheme i.e. United Utilities, Virgin Media, BT etc.; and - All property and land acquisitions

1.6 Stakeholders *Please outline the main stakeholder groups/organisations and their relevance or involvement in the development of the scheme. Identify any specific requirements, constraints or conflicts between stakeholders.*	**Communications Strategy** A Communications Strategy has been prepared by BwDBC, which is targeted towards general public, residents and businesses in the study area. The Communications Strategy states that during the planning and implementation stages, a variety of channels will be used to deliver the Communications Strategy and to get information on programme and milestones to local residents, businesses and visitors. An information portal on the Council's website provides ongoing information to local residents, businesses, Councillors and MPs. (https://www.blackburn.gov.uk/transport-and-travel/transport-and-streets-policies-and-strategies/transport-infrastructure-growth) Social media will also be used to ensure the success of the PR side of the project and get information to local people. A regular newsletter is produced which provides updates on project delivery, disruption and timescales for completion etc. This will emanate from the main contractor and will be issued via the Council, predominantly through the webpage above. However, a notification letter shall be delivered to adjacent properties to notify the local residents of works commencing. The Communications Action Plan for the scheme has been prepared and shall be monitored through the Communications Activity Report, which would detail the completed activities. The most recent Communications Strategy is provided in Appendix E. **Letters of Support** Engagement has taken place with local organisations and businesses through a number of channels including the Hive, Blackburn with Darwen's business network. A number of letters of support for the scheme have subsequently been received which are included in Appendix F. Letters of support have been received from the following organisations: - East Lancashire Chamber of Commerce - Persimmon Homes Lancashire - Wainhomes North West Ltd - Blackburn College - Countryside Properties (UK) Ltd - Chubb Systems Ltd - Together Housing Association Ltd **Consultation with BwDBC Officers and Local Councillors** A member briefing session was held at 5pm on Monday 21st January at Blackburn Town Hall. Councillors were talked through detailed scheme drawings, annotated maps and a summary of the options considered.

	Since the briefing Councillors are kept in form of progress and any changes to the scheme through: - Weekly Executive Member briefings - Monthly Growth Board updates with Chief Officers and Leadership. - Regular updates on the information portal for the project - Shuttle articles **Residents Feedback and Comments** Two drop-in information events were held in relation to the South East Blackburn scheme: 1. Venue: Innovation Centre, Evolution Park, Haslingden Road, BB1 2FD: Time: Tuesday 29th January 2019, 4pm - 7pm; and 2. Venue: St James' Church Hall, Stopes Brow, Lower Darwen, BB3 0QP: Time: Thursday 7th February 2019, 4pm -7pm A summary of the comments made is provided in Appendix G. The Council will ensure that residents are kept informed at every stage of the development and will prepare a newsletter which will be published at key stages as the project is delivered. **Planning Applications** Planning applications were submitted for both the Haslingden Road improvement scheme (inclusive of the improvements to the Haslingden Road / Old Bank Lane junction to provide a new access to the Royal Blackburn Teaching Hospital) and the Blackamoor Road Link Road scheme. Planning applications can be viewed on the planning pages of the Blackburn with Darwen Borough Council website. - Blackamoor Link Road: 10/19/0888 - Haslingden Road: 10/19/0887 Statutory consultees on these applications include: - Environment Agency - Highways England - United Utilities - Local Councillors - BwDBC Highways - Lancashire Constabulary - Lancashire Archaeology - GM Ecology Unit - The Coal Authority To date no objections from any of the statutory consultees have been received on either application.

1.7 Strategic Assessment of Alternative Options *Please provide a list of all the alternative options considered. Ensure that the optioneering report is consistent with the defined scope and objectives. Include a description of the option sifting process and assessment of opportunities and constraints* *Demonstrate a detailed selection process of "Preferred", "Next Best" and "Low Cost" option*	**Alternative Options Considered** South East Blackburn scheme features three distinct parts: - Haslingden Road Widening; - Blackamoor Road Link Road; and - Haslingden Road / Old Bank Lane / New Hospital access junction Each of these scheme elements has been assessed separately for the purposes of analysis. A wide range of options went through a rigorous and systematic appraisal process to identify a preferred option for each part of the scheme as listed below. The following options were considered for Haslingden Road Widening: - Provision of a dual-carriageway - Single carriageway with 2 lanes in each direction (Preferred) - Single carriageway with 2 lanes in alternating directions - Tidal flow lanes (Next Best) - Junction improvements only (Low Cost) - Do - Nothing The following options were considered for the Blackamoor Road Link Road: - Link Road Scheme with an all vehicle ban on the existing Blackamoor Road (Blackamoor Road / Roman Road changes to a 3-arm signalised junction); (Preferred) - Link Road Scheme with an HGV ban on the existing Blackamoor Road; (Next Best) - Link Road Scheme with an upgrade to the Blackamoor Road/ Roman Road junction; - Upgrade to the Blackamoor Road / Roman Road junction only (Low Cost); and - Do-Nothing The following options were considered for the Haslingden Road / Old Bank Lane / New Hospital access: - Fully signalised junction (Next Best) - Midi Roundabout (Preferred) - Mini Roundabout - Priority (Low Cost) - Do-Nothing An optioneering report that provides a summary description of the option sifting process and outlines the assessment of opportunities and constraints for each of the scheme elements is provided in Appendix H.

Strategic Case Summary

The proposed South East Blackburn scheme is one of three infrastructure packages, which together 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 areas of the Borough 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 Growth Deal 3 'South East Blackburn' scheme proposal comprises three civil engineering packages as follows:

- Widening of the A6077 Haslingden Road between Lions Drive and Shadsworth Road from single two to single four;
- Delivery of the Blackamoor Road Link Road including two new junctions at Roman Road and Blackamoor Road, a stretch of new Highway between these two junctions and works at the Blackamoor Road / Roman Road junction to close the Blackamoor Road arm; and
- Improvements to the A6077 Haslingden Road / Old Bank Lane junction to convert the existing priority junction to a compact roundabout incorporating a new point of access to the Royal Blackburn Teaching Hospital.

The main challenge, which the South East Blackburn schemes aim to address is the potential for increased congestion from new development within the study area by increasing capacity through carriageway widening, junction improvements and the provision of a new Link Road. It is envisaged that this would enable the delivery of the Councils growth ambitions for the SE Blackburn area.

Investment in the South East Blackburn scheme would contribute to economic growth by releasing the potential for a number of strategic residential and employment sites along the route of the A6077 and in the wider south east Blackburn area.

The improvement schemes to be delivered as part of the South East Blackburn package are expected to help attract new developers and to accelerate projects which are already planned. Bringing forward new housing would also help the borough to meet its Local Plan and Prosperity Plan targets for new homes.

The following key strategic objectives have been identified for the scheme:

1. Enable Blackburn with Darwen Borough Councils growth ambitions to be realised without adversely impacting on the future level of service (congestion) provided by the Haslingden Road corridor and adjoining local highway network;
2. Improve air quality at the Blackamoor Road / Roman Road junction to bring nitrogen dioxide levels within the (annual mean) objective as specified in the Air Quality (England) Regulations 2000 (as amended) to enable the revocation of the Blackamoor AQMA;
3. Enable further development of employment opportunities by facilitating the delivery of over 47,894sqm of new commercial floorspace creating approximately 3,862 jobs;
4. Supporting future housing growth by enabling the delivery of approximately 643 additional houses within the borough; and
5. Improve the facilities for walking and cycling along Haslingden Road, providing a safer environment to encourage participation in active travel.

The impact of not progressing would be detrimental on both local and strategic highway network, particularly accessibility to and from the main gateway of East Lancashire (i.e. M65) and numerous villages located the south of Blackburn. The existing highway network currently operates above the design capacity and the situation is likely to deteriorate in the near future.

Council ambitions with regards to the housing and employment sites listed in the Local Plan would suffer heavily from not progressing the South East Blackburn schemes. The sites would have a direct access onto an already congested highway network and as a result are likely to be unattractive for development.

Future traffic growth could lead to a worsening of air quality at the Blackamoor AQMA and reduce the chances of revoking the AQMA status in this location. This is also likely to be a planning issue for any potential development aspirations in the local area and could restrict or prevent development proposals from being realized.

Without improvements to Royal Blackburn Teaching Hospitals access arrangements there is likely to be a worsening of the current issues. Patients and visitors are likely to encounter frustrating waits trying to access the hospital, miss appointments and cause further disruption to through traffic on Haslingden Road. Ambulances will continue to be held up in traffic congestion trying to access the hospital.