Infrastructure & Delivery Plan
July 2018
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INTRODUCTION

1. This Infrastructure & Delivery Plan (IDP) forms part of the evidence base for the Local Plan Part 2 Site Allocations and Development Management Policies. The Local Plan Part 2 provides detailed policies and proposals to implement the Core Strategy.

2. The production of the IDP has involved collaborative work between the Council and a range of key partners involved in delivering infrastructure to support planned growth. It forms the framework for continued engagement with infrastructure providers as they progress their own strategies and plans in response to growth in the Borough.

Purpose of the Document

3. The Council is required to evidence that the policies and proposals in the Local Plan Part 2 are deliverable and sustainable. To this end, the purpose of this document is to:

   a) Provide evidence on infrastructure needs arising from planned development in the period up to 2026;
   b) Identify specific elements of infrastructure needs, costs, funding sources and delivery timetables where known; and
   c) Inform the planning framework of partners involved in the delivery and management of infrastructure in the Borough.

4. The document is not intended to provide a prescribed implementation plan for the provision of infrastructure with confirmed funding and delivery timetables. It provides evidence that the Council has prepared the Local Plan Part 2 within an understanding of the implications on infrastructure and continues to monitor this position. It is necessary to balance infrastructure requirements with the need to ensure that developments remain viable. The document provides the basis for future planning by service providers including accessing necessary funding.

National Policy Context

5. The National Planning Policy Framework (NPPF)\(^1\) gives greater importance to the requirement to plan for infrastructure in the plan making process. Amongst other infrastructure related requirements, the NPPF requires Local Planning Authorities (LPAs) to consider the quality and capacity of existing infrastructure and assess its ability to sustain future growth. However the NPPF also acknowledges in paragraph 173 the need to ensure developments remain viable.

6. The NPPF requires LPAs to produce Local Plans that are supported by a proportionate evidence base and carries forward the need for infrastructure planning. Paragraph 162 states:

   "Local planning authorities should work with other authorities and providers to:

   a. assess the quality and capacity of infrastructure for transport water supply, waste water and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk and coastal change management, and its ability to meet forecast demands; and

\(^1\)National Planning Policy Framework (NPPF), DCLG, March 2012; http://www.communities.gov.uk/publications/planningandbuilding/nppf
7. This document identifies a range of infrastructure needs that will arise from new development, determines broad costs of projects and the sources of funding available where known.

8. National Planning Practice Guidance (NPPG) reemphasises that the Local Plan should aim to meet the infrastructure needs of the area. It should make clear, for at least the first 5 years, what infrastructure is required, who is going to fund and provide it, and how it relates to the anticipated rate and phasing of development.

9. This may help in reviewing the plan and in development management decisions. For the later stages of the plan period less detail may be provided as the position regarding the provision of infrastructure is likely to be less certain.

Local Policy Context

Blackburn with Darwen Core Strategy (Local Plan Part 1)

10. The Core Strategy was adopted in January 2011 and covers the period 2011 to 2026. It sets out the overall strategy for development within a targeted growth framework which aims to raise economic performance and diversify the housing market.

11. The Strategy proposes the development of 9,365 dwellings and the provision of up to 105.5 hectares of employment land. Development is directed predominantly within the urban areas of the two main towns of Blackburn and Darwen and in particular the town centres and the inner urban areas of the two towns. The Core Strategy provides flexibility to allow for urban extensions to accommodate planned growth where suitable deliverable sites cannot be found within the urban areas. This includes consideration of green belt land.

12. The Council’s Core Strategy can be viewed at: www.blackburn.gov.uk/Lists/DownloadableDocuments/Adopted_Core_Strategy_final_A4.pdf

The Core Strategy Infrastructure and Delivery Plan (November 2009)

13. The Core Strategy was supported by the Infrastructure and Delivery Plan (November 2009) which provided a comprehensive overview of current infrastructure provision in the Borough. It considered the general infrastructure needs that will arise to serve the scale of growth set out in the Core Strategy, including timescales for delivery and identification of the body responsible for delivery.

14. It identified a number of areas of strategic infrastructure provision as requiring further consideration to examine more localised capacity constraints that may arise to inform the preparation of the Local Plan Part 2.

15. Since November 2009 a number of studies have therefore been completed and this document serves as an update in a number of areas and provides more detail which informed the allocation of development sites in Local Plan Part 2. It is updated annually to ensure the most up to date position is available.

Local Plan Part 2: Site Allocations and Development Management Policies

16. The Council’s Local Plan Part 2 was adopted in December 2015 and can be viewed on the Council’s website at: www.blackburn.gov.uk/Lists/DownloadableDocuments/Local%20Plan%20Part%202%20-%20Adoption%20Version%20Dec%202015.pdf
17. Local Plan Part 2 sets out how the Targeted Growth Strategy expressed in the Core Strategy is to be delivered on the ground. It includes key site allocations for housing, employment and retail development and sets out a suite of more detailed policies to be used when determining planning applications and to encourage high quality development.
18. New development in the Borough will require an appropriate level of infrastructure such as schools, health centres and leisure facilities to ensure sustainable communities. The Infrastructure Delivery Schedule (IDS) on page 60 provides information on specific future infrastructure requirements to support planned growth in the Local Plan Part 2, indicating broad costs and sources of funding.

19. The IDP builds on the information in the Core Strategy’s Infrastructure and Delivery Plan. It must be noted that this IDP provides a snap-shot in time and best available information at the time of its preparation. Needs and demands for infrastructure can change significantly due to unexpected events, such as the opening of a new school which may change the demand for school places in a specific area. In addition, the IDP does not provide a definitive or exhaustive list of available funding sources and infrastructure costs as these can also change significantly within a short period of time. More detailed costs can only be calculated once there is a detailed proposed scheme for the particular piece of infrastructure.

20. The IDP fed into the preparation of the Local Plan Part 2 and assisted in selecting sites for development. It provides background evidence with regards to the deliverability of proposed developments. As part of the evidence underpinning Local Plan Part 2, the IDP informed the overall direction and approach to the location of new development, based on existing capacity and deliverable improvements to infrastructure.

21. The IDP also provides the evidence that Blackburn with Darwen Borough Council has liaised with infrastructure providers, stakeholders and partners to address the need for infrastructure planning as part of preparing Local Plan Part 2. The Council has established on-going liaison with a number of infrastructure providers including United Utilities, Highways England, Environment Agency, Education Authority and NHS England/Blackburn with Darwen Clinical Commissioning Group (CCG). A principal aim of on-going cooperation with infrastructure providers is to ensure that their plans and strategies align with planned growth.

22. Infrastructure planning in the Borough is an ongoing process and will continue to inform the delivery of the Local Plan Part 2. Many partner service providers work on a much shorter planning time frame and therefore it is difficult to commit to infrastructure over the time frame of the Local Plan Part 2. Each infrastructure provider will monitor capacity and needs which will inform their service planning within the Local Plan period.

23. Thus this is a ‘living’ document which will be kept under review to take into account up to date plans and strategies of partners, progress in terms of infrastructure delivery and identification of any new infrastructure requirements. In this sense it is an important corporate document to be used to identify opportunities and needs in relation to all types of infrastructure. It will form a valuable basis for continued discussions with infrastructure providers.

**Infrastructure Planning in Blackburn with Darwen**

24. Infrastructure does not just consist of physical infrastructure such as roads, utilities, schools and health care, but rather includes a broader range of services which play an important role in ensuring sustainable communities.

25. Further evidence gathering has been undertaken since the preparation of the 2009 IDP in the following areas which informed the Local Plan Part 2:

- Strategic Flood Risk Assessment (SFRA) – Level 2
- Transport Implications on the Local Highway Network Study
26. Detailed evidence gathering has also been undertaken in relation to clean and waste water provision in liaison with United Utilities and additional work is taking place in partnership with the Council’s Education team to determine the need for additional school places in the borough as a result of planned housing growth. Since the recent reforms of the health service and the replacement of the Primary Care Trusts, the Council has established an ongoing liaison with the Blackburn with Darwen Clinical Commissioning Group and NHS England to keep up to date with these changes and to gather relevant information on health provision in the Borough.

27. Engagement with infrastructure and service providers and users is central to our ongoing infrastructure planning. The Council has developed strong relationships with service providers to ensure they align their plans and strategies with proposed growth plans. In most cases regular liaison meant that potential development sites were discussed early in the process and any refinement of information as the Local Plan Part 2 preparation progressed was fed to providers who in turn refined their advice on infrastructure requirements.

28. Both internal and external service providers were asked to quantify the likely impacts on their services from planned growth and advise on any necessary infrastructure improvements required, indicating broad costs for these improvements. The level of detail received varied dependent upon the provider’s ability to forecast the impact of the growth on infrastructure. Notwithstanding any shortcomings in the ability of providers to predict the impacts of growth on infrastructure and provide detailed information, the IDP details the feedback received regarding any known deficits or required improvements.

29. The categories and types of infrastructure considered are set out in the table below:

<table>
<thead>
<tr>
<th>Physical</th>
<th>Social</th>
<th>Environmental/Green infrastructure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water supply</td>
<td>GPs, dentists, pharmacists, hospitals</td>
<td>Outdoor sport facilities</td>
</tr>
<tr>
<td>Waste water treatment</td>
<td>Nurseries</td>
<td>Open spaces / green infrastructure</td>
</tr>
<tr>
<td>Flood defences</td>
<td>Primary Schools</td>
<td></td>
</tr>
<tr>
<td>Telecommunications &amp; digital connectivity</td>
<td>Secondary schools</td>
<td></td>
</tr>
<tr>
<td>Highways, rail, bus</td>
<td>Higher Education</td>
<td></td>
</tr>
<tr>
<td>Cycle network</td>
<td>Cemeteries</td>
<td></td>
</tr>
<tr>
<td>Waste Management</td>
<td>Police, Ambulance &amp; Fire services</td>
<td></td>
</tr>
<tr>
<td>Electricity</td>
<td>Local shops</td>
<td></td>
</tr>
<tr>
<td>Gas</td>
<td>Community &amp; cultural facilities</td>
<td></td>
</tr>
</tbody>
</table>

30. The main partners in Blackburn with Darwen Borough for the provision and maintenance of physical infrastructure are:

- Highways England
- Network Rail
- United Utilities
The main partners for the development and provision of social infrastructure include:

- NHS England
- Blackburn with Darwen Clinical Commissioning Group (CCG)
- Blackburn with Darwen Local Education Authority
- Blackburn with Darwen Environmental Services
- Lancashire Constabulary
- Lancashire Fire & Rescue Service
- North West Ambulance Service

It is recognised that a number of commercial retail services such as local convenience stores and post offices are important in ensuring sustainable communities. However, the commercial nature of these makes it difficult to plan for their delivery as part of infrastructure and as such they are not covered by the IDP. Local Plan Part 2 however makes provision to facilitate the provision of local shops where appropriate.

Some elements of infrastructure are more critical in the delivery of development. For example, it is critical that development can adequately be supplied with clean water without affecting existing supplies. However, a residential development can still be delivered without convenient access to a local convenience shop. In view of limited resources it is useful to identify which infrastructure types are 'Critical' and 'Non-Critical' (desirable) to the delivery of development.

The Council commissioned a Market Development Study which indicates that many development sites have no or marginal development viability. Identifying which types of infrastructure are critical can assist when decisions on using any available development value to fund infrastructure need to be made.

Critical infrastructure for the purpose of this IDP is defined as infrastructure without which the development could not physically be delivered or accessed. This includes:

- Flooding and flood risk mitigation
- Transport infrastructure (on which the delivery of the site is clearly dependant)
- Utilities (clean and waste water, energy)

Desirable infrastructure is defined as infrastructure without which the development could still physically proceed. However, desirable infrastructure may be important in terms of the quality and sustainability of the development. The scale, scope, phasing and overall balance of desirable infrastructure will need to be judged against viability considerations for the development in determining whether the development is acceptable in policy terms and ultimately whether planning permission will be granted. Desirable infrastructure in the IDP includes:

- Transport infrastructure (non-essential)
- Education provision
- Health and local services
- Emergency services
- Green infrastructure and biodiversity
- Waste management
37. The table below indicates whether the various types of infrastructure are ‘Critical’ to the physical delivery of development and those which are ‘Non Critical’:

<table>
<thead>
<tr>
<th>Infrastructure Type</th>
<th>Category</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Physical</strong></td>
<td></td>
</tr>
<tr>
<td>Water Supply</td>
<td>Critical</td>
</tr>
<tr>
<td>Waste water disposal / sewerage</td>
<td>Critical</td>
</tr>
<tr>
<td>Flood management / drainage</td>
<td>Critical</td>
</tr>
<tr>
<td>Waste Management</td>
<td>Critical</td>
</tr>
<tr>
<td>Energy supply</td>
<td>Critical</td>
</tr>
<tr>
<td>Telecommunications / digital connectivity</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Local Highways</td>
<td>Critical</td>
</tr>
<tr>
<td>M65</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Bus Network</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Rail Network</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Cycle / footpath network</td>
<td>Non –Critical</td>
</tr>
<tr>
<td><strong>Social</strong></td>
<td></td>
</tr>
<tr>
<td>GPs</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Dentists</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Hospitals</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Pharmacists</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Community centres</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Nurseries</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Primary Schools</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Secondary Schools</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Higher / Further Education</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Cemeteries</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Police, Fire, Ambulance Service</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Local Shops</td>
<td>Non –Critical</td>
</tr>
<tr>
<td><strong>Environmental</strong></td>
<td></td>
</tr>
<tr>
<td>Outdoor sport facilities</td>
<td>Non –Critical</td>
</tr>
<tr>
<td>Open spaces / green infrastructure</td>
<td>Non –Critical</td>
</tr>
</tbody>
</table>

38. Specific projects and schemes of infrastructure are listed in the Infrastructure Delivery Schedule (IDS) on page 60. The IDS includes the following details for each infrastructure project:

- Infrastructure project name and description and type
- Infrastructure category / type
- Project location specifics
- Level of commitment to project (committed, uncertain, long term)
- Priority rating (critical, required, desirable)
- The projects status e.g. Not started, ongoing, complete
- Lead organisation in delivery and any supporting partners
- Cost
- Funding mechanisms
- Delivery time period within the plan, 5, 10, 15 years or more
- Any risk or contingency plans in place in the event the infrastructure is not delivered
TRANSPORT AND CONNECTIVITY

39. As a unitary authority Blackburn with Darwen Borough Council is responsible for transport planning within the Borough.

40. The 2009 Infrastructure and Delivery Plan revealed that the level of growth planned for in the Core Strategy will significantly impact on the local and strategic highways network in the Borough. Investment in the Borough’s road infrastructure will therefore be required in order to mitigate the impact of new development.

41. The Blackburn with Darwen Local Transport Plan 3 (LTP3) was adopted in 2010 for the period 2011 to 2021. LTP3 sets out the vision and objectives for future transport in the Borough and provides the investment for principal and non-principal road maintenance, street lighting, bridge and structures maintenance, highway improvements, corridor and congestion flow measures, road safety and development of sustainable transport options.

42. In September 2012, the Department for Transport (DfT) confirmed its intention to devolve funding for local major transport schemes to Local Transport Bodies (LTB) from 2015/16. ‘Transport for Lancashire’ is the LTB for Lancashire2.

M65

43. The M65 bisects the Borough west to east between the towns of Blackburn and Darwen and is a major artery within Central and Pennine Lancashire providing links between Preston in the west and the East Lancashire towns of Accrington, Burnley, Nelson and Colne. The role of the M65 is a key inter–urban route whose principal 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.

44. Providing the Borough with a direct link to the regional and national motorway network south of Preston (M6 and M61), its efficient functioning is vital to the Borough’s, and wider Pennine Lancashire’s economic growth ambitions.

45. Studies have shown that the M65 motorway is operating at capacity at peak times. Analysis undertaken in 2012 identified that even without predicted growth of traffic on the M65, the motorway was anticipated as reaching capacity by 2015, with particular strain on the stretch between Junctions 5 and 6. The build out of employment sites and housing sites in proximity to the corridor, and upward trends in car ownership and usage, would see capacity exceeded.

46. Capita was commissioned to undertake a study exploring the transport implications for the M65 corridor of the future scale and locations of development being planned for the Borough. Highways England was involved throughout the study and assisted in preparing the project brief.

47. An initial assessment illustrated that even at present some links of the motorway are approaching capacity. The table below shows the existing stress levels for the weekday (Monday to Thursday) AM and PM peaks and the Saturday peak hour. The westbound carriageway (WB) shows increased levels of stress, with the link between junctions 5 and 4 approaching capacity during the PM peak (95%) and the link between junction 2 and 3 during the AM peak (95%). Many of the other links, both eastbound (EB) and westbound also exceed a stress level of 80% (100% indicates at capacity level).

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2 Transport for Lancashire is a dedicated committee of the Lancashire Enterprise Partnership (LEP). Its membership comprises the leaders of the three Local Transport Authorities in Lancashire (Lancashire County Council, Blackburn with Darwen BC and Blackpool Council) and the Chair and Vice Chair of the LEP.
The M65 study evaluated the future implications of potential housing and employment land allocations that will be required to implement the Targeted Growth Strategy, by forecasting additional traffic flows and stress expected from future development in the Borough.

Five possible scenarios for the delivery of development were assessed which varied to reflect optimistic and pessimistic assumptions of the delivery of development sites.

It concluded that when factoring in the predicted growth over the 15 year Plan period, there would likely be a significant increase in traffic flow on all links for each scenario. Similarly, the analysis also shows that existing merge diverge provision and motorway junctions may require upgrades in order to accommodate the predicted traffic flows.

The table below identifies the core scenario adopted by the Study, where the delivery of the housing target would match the phasing of development set out in the Core Strategy. As the table highlights, a number of the motorway links within the Borough will already be approaching, or above capacity by 2016 under this scenario (1.00 indicates at capacity level). By 2026, the majority of junctions will have exceeded capacity at both AM and PM.

The study considers that there would be a number of possible variable demand responses which are likely to occur as a consequence of increased demand including peak spreading, transfer onto alternative routes etc. As such, the study indicates that the potential levels of demand would be higher than those that would actually occur. However, it indicates that a
package of mitigation measures are likely to be required in order to accommodate the additional demand arising.

53. The following mitigation measures were identified in the Study as being required, in addition to the numerous sustainable transport measures being implemented in the Borough to fully mitigate the impact of the planned development to 2026:

- Basic controlled motorway junctions 2-7;
- Signalisation of eastbound off slip at junction 4; and
- Full signalisation of junction 5.

However, since the M65 Study was completed, Highways England has concluded that the basic controlled motorway junctions 2-7 work is not the most appropriate solution. Instead, their preferred option is to consider the widening of the M65 between junctions 4 and 6.

54. Highways England is working with the Council to seek to address any capacity constraints on the M65 motorway, particularly in relation to the two-lane sections adjacent to the urban area between Junction 4 and Junction 6. In addition, capacity improvements at Junction 5 as part of the Local Pinch Point programme were delivered in 2014/15 whilst improvements at Junction 4 are being investigated as part of the East Darwen distributor project. Highways England are confident that the above measures, when delivered, will fully support the site allocation proposals within the Plan and assist and encourage economic growth in the wider East Lancashire area.

Local Road Network

55. Major roads in and around Blackburn include the A666, A677, A6077 and A6119. The A666 runs from the A59 near the village of Langho, approximately 6km to the north-west of Blackburn. It passes through the town centre and continues south through the towns of Darwen and Bolton then south-west to the town of Pendlebury, near Manchester, where the road joins the A6 at Irlams o' th' Height.

56. The A677 runs from the east part of Blackburn, about 2.5 km from the centre. It passes through the centre of the town and continues to the western outskirts. It then heads north-west to the village of Mellor Brook before joining the A59 towards the city of Preston.

57. The A6077 Haslingden Road corridor forms an important part of the highway network within the Blackburn with Darwen Borough, providing one of the main routes linking Blackburn town centre with the M65 motorway at junction 5. It 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.

58. In order to maximise the benefits of the signalisation of junction 5 of the M65 a series of additional works were delivered for the Haslingden Road corridor thanks to the DfT’s Local Pinch Point Fund. In May 2015 the following package of measures were delivered:

- Localised widening on northbound exit of Beehive roundabout to provide short merge;
- Widening between the Guide roundabout and M65 junction 5 to provide 2 lanes in both directions; and
- Conversion of Guide roundabout to a 4-arm signalised junction.
59. The A6119 is a dual carriageway linking the M65 at junction 6 to the A677 and onto the M6 and provides a bypass to the north of Blackburn.

60. Current capacity issues mean that the A6119/A677 route to the north of Blackburn, between the A59 at Samlesbury and Whitebirk, currently provides a second crucial link to the Enterprise Zone and the M6, both for Blackburn and for the wider East Lancashire area.

61. As traffic continues to grow, however, the section of the M65 between the M61 and Whitebirk is likely to become a bottleneck, with congestion forcing more traffic onto alternative routes and making the M65 even less suitable as a major gateway to East Lancashire.

62. The Freckleton Street Link Road in Blackburn was completed in 2016. The £12m project has seen an important part of the Blackburn town centre orbital route delivered. The scheme completes the orbital route between Copy Nook and the Towns Moor retail park and comprises improvements to the highway and the Wainwright Bridge over the Leeds and Liverpool Canal in the vicinity of Jans Conference Centre.

63. Further local highways projects will be funded from a range of sources including Local Transport Plan 3, the Council’s Capital Programme, developer contributions and further bids to Growth Deal funding through the LTB. Additional sources of external public funding may also arise through future Government proposals to support their commitment to facilitate growth.

64. The 2009 Infrastructure and Delivery Plan highlighted congestion problems at major junctions and along key corridors in the Borough, generally associated with commuter traffic. Localised congestion hotspots in the Borough have had a detrimental impact on air quality, resulting in the designation of five Air Quality Management Areas (AQMA) in 2005. Since then three additional AQMAs have been designated (Four Lane Ends, Blackamoor and Burnley Road / Accrington Road junction). The 2009 Infrastructure and Delivery Plan indicated that further evidence is required to understand the implication of developments on the more localised road network to inform future plan-making.

65. The Council commissioned Capita to assess the current condition and capacity of the local highways network in the Borough and to assess the impacts of potential housing and employment allocations over the Plan period. The assessment of the likely impact of these developments on the local highway network has been undertaken by assessing link capacities and by using a strategic traffic model of the area to assess impact at junctions and to quantify any increases in delay on the Borough’s local road network arising from traffic growth associated with these future developments. This work highlights current ‘hotspots’ and identifies a number of schemes which are required to mitigate the impact on the local highways network and ensure that the local road network can support planned growth in the Borough.

66. The study identified junctions on the local highway network that experience congestion in the base year (2012) and future year scenarios (2016, 2021 and 2026) with and without Local Plan development. The results identified that the existing highway network in the Borough already experiences congestion at some of the key junctions. In the future year scenarios the extent of the network experiencing congestion increases, demonstrating that the existing highway network would struggle to accommodate the proposed level of Local Plan development without increases in congestion or peak spreading, resulting in the congested period being experienced for a greater duration.
67. A number of committed improvement schemes, including junction improvements and more strategic schemes, were added to the model to establish if the impact of Local Plan development traffic could be mitigated.

68. Overall, the level of congestion resulting from Local Plan development is not fully mitigated by the committed improvement schemes currently proposed. As such, the study identifies additional mitigation measures required to support the planned growth in Blackburn with Darwen over the Plan period. These are identified in the Infrastructure Delivery Schedule on page 60.

**Rail**

69. The Borough benefits from two railway lines; the Clitheroe-Manchester line which runs in a north south direction through the towns of Blackburn and Darwen, and a line running east west from Blackpool and Preston in the west to Burnley (Manchester Road and Central), Colne (the East Lancashire Line), Leeds and as far as York in the east (the Caldervale Line).

70. Rail patronage (recorded journeys to/from local rail stations) increased by over a third (38%) between 2004 and 2014 with over 1.8 million passenger journeys recorded at the six local stations in 2014. In 2017 this had reduced to 1.4 million however this coincided with construction work disruption in 2016/17 which had an effect on rail patronage in the Borough.

71. Blackburn Station has an important role in facilitating the interchange between the various rail services and the local bus services. The station received £2m investment during 2009/10 including a covered canopy and improved step free access (lift) to platform 4. The investment was funded through Network Rail’s National Station Improvement Project tranche 1 (NSIP) and ‘Access for All’ funding and Blackburn with Darwen Borough Council. The lack of sheltered passenger facilities on platform 4 had been a long standing issue of complaint for local commuters.

72. NSIP investment has also been spent improving the foyer at Blackburn Station. A £600k investment package enabled the modernisation of the station entrance in February 2014 creating a brighter more welcoming entrance to a major local station.

73. Improvements at Darwen Station undertaken in 2012 included two new shelters and ticket machines, new signage, landscaping, CCTV, customer information screens, platform resurfacing and access improvements; costing a total of £400k (with £200k secured through the NSIP tranche 2).

74. Significant investment has also been allocated to improve the capacity and frequency of rail services between Blackburn and the Manchester City Region.

75. Following a multi-million pound investment and almost a decade of partnership work between Burnley Council, Network Rail, Lancashire County Council and Northern Rail, the first direct train service between Burnley and Manchester in over 40 years was launched in May 2015.

76. The reinstatement of 500 metres of rail track known as the Todmorden Curve, improves journey times between Burnley, Accrington and Manchester and will be a vital catalyst for jobs, economic growth and the visitor economy. Moreover with the train service starting at Blackburn it also provides an alternative rail route into Manchester for the borough complimenting the existing Clitheroe to Manchester rail service.
77. Previously, the Clitheroe line which links the Borough with the market town of Clitheroe (population 15,000) Bolton (population 276,800), Salford (population 239,900) and the regional centre of Manchester (population 2.7m - Greater Manchester area, including Salford) had single line sections of track which were acting as a capacity constraint on the future development of the service which was considered important to improving the economic prosperity of Pennine Lancashire. Improved connectivity with the Manchester City Region would assist in sharing in the sub-region’s economic growth including attracting higher wage earners to live in the Borough.

78. An extension to the Darwen Passing Loop by approximately one mile in each direction along with associated track, points, signalling and work to bridges and retaining walls was therefore completed in the summer of 2015 thanks to funding from the Local Growth Fund secured via the Lancashire Local Enterprise Partnership.

79. The Department for Transport subsequently ensured that the next Franchisee for Northern will operate a half hourly service throughout the day Monday – Saturday between Blackburn and Manchester (utilising this new track) which commenced on 10th December 2017.

80. Improved passenger waiting facilities (including customer information screens, new shelters and repair and repaint of fencing) at Darwen, Entwistle and stations north of Blackburn also helped to improve the overall local offer and this work was completed in March 2016.

81. There is also a recognised need for improvements to the East Lancashire rail service which links the Borough with Preston/Blackpool in the west and Accrington/Burnley/Colne in the east due to the poor performance, journey times and poor quality of the rolling stock. The need for an East Lancashire Rail Connectivity Study was identified in the East Lancashire Highways and Transport Masterplan adopted in February 2014. The principal objective of the Rail Connectivity Study was to develop a ‘Conditional Output Statement’ setting out what East Lancashire requires of the rail industry in support of growing its economy.

82. In order to answer this question, a three stage methodology has been adopted:
• Stage 1: Data Collection and Problem Identification;
• Stage 2: Conditional Output Development; and
• Stage 3: Conditional Output Statement.

83. The Study was able to support the local perception that East Lancashire’s rail network is relatively constrained in terms of rail connectivity, capacity, performance, journey quality, journey times and passenger facilities. If no investment is secured to improve East Lancashire’s rail network it is therefore likely to have a negative impact on future economic growth. In conclusion, the Rail Connectivity Study has identified the deficiencies within East Lancashire’s rail network. The study has identified a series of Conditional Outputs which set out what East Lancashire requires from the rail industry in support of growing its economy. The study has shown there are significant potential transport benefits to be realised from improvements to the rail network and a shortlist of options which are likely to make the most significant contribution to delivering the potential transport benefits has been identified.

84. The shortlisted options for East Lancashire include:
The need to improve passenger waiting facilities at a number of smaller stations in the Borough has been a local priority which has been delivered in partnership with Community Rail Lancashire utilising a mix of funding from the LTP3 programme and the Local Sustainable Transport Funded project BwD Connect. The installation of CCTV, customer information systems, improved waiting shelters and signage can have a dramatic impact upon the perception of rail services and safety. In 2013 Mill Hill station benefited from a £35k investment package which enhanced the waiting environment. This investment complimented the installation of community art organised by the local Community Rail Partnership and the introduction of CCTV funded through the Council's LTP3. A similar investment package was also delivered at Cherry Tree station and the council is now working with the local community to enhance the waiting environment at Pleasington rail station. In partnership with Community Rail Lancashire, the Department for Transport's Access Fund Project, namely ‘Connecting East Lancashire’ is investigating key stations and interchanges to look at Gateway Improvements. Attached to this delivery intervention are funding to support identified stations and interchanges improving for example, waiting areas, timetables, gates and signage at targeted stations and interchanges.

### Bus

86. Figures from the 2017/18 monitoring period identify a total of 3,897,954 passengers using bus services in the borough, compared to 4,164,000 in the 2016/17 monitoring period. This represents a 260,000 reduction in passenger numbers over the year. The Council has a good working relationship with local bus operators to maximise the quality of bus services in the borough in view of limited public subsidies. The Council will continue to work to encourage residents to use public transport wherever possible and ensure new developments completed in the borough are accessible by public transport.

87. Blackburn with Darwen Borough Council has a good working relationship with local bus operators to maximise the quality of bus services in the Borough in view of limited public subsidies. The main bus operators in the Borough are Lancashire United (Transdev), Rosso Bus, Moving People, Blackburn Private Hire and our local community transport operators Travel Assist, Dial-A-Ride and the Voluntary Community Transport Scheme through the Royal Voluntary Service and Pilkingtons.

88. The need for existing and future bus services to be financially sustainable results in difficulty in planning for public transport as a form of infrastructure. New bus services will require a

<table>
<thead>
<tr>
<th>Type</th>
<th>Shortlisted Options</th>
</tr>
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<tbody>
<tr>
<td>Facility Improvements</td>
<td>Improve station facilities across the study area to meet Rail North’s SQS criteria which cover access facilities, information provision and passenger facilities.</td>
</tr>
<tr>
<td>Infrastructure Improvements</td>
<td>Electrification of the line between Clitheroe and Bolton.</td>
</tr>
<tr>
<td></td>
<td>Electrification of the line between Preston and Colne / Leeds (including the newly reinstated Todmorden Curve).</td>
</tr>
<tr>
<td></td>
<td>Journey time improvements on the Copy Pit line (the section between Todmorden and Burnley).</td>
</tr>
<tr>
<td>Service Improvements</td>
<td>Improve the quality of Rolling Stock operating on services in the core study area so that it is comparable with similar regional services in other parts of the country (for example, the rolling stock currently operating on the TransPennine Express Services between Manchester and Leeds).</td>
</tr>
<tr>
<td></td>
<td>Improve service frequency between East Lancashire and Central Manchester.</td>
</tr>
<tr>
<td></td>
<td>Add additional carriages to the existing peak services between Clitheroe and Manchester to increase capacity.</td>
</tr>
<tr>
<td></td>
<td>Improve service frequency between East Lancashire and Leeds.</td>
</tr>
</tbody>
</table>
customer base in place first and often new development is required to support new bus services for a limited period. However such requirements will need to be considered alongside other infrastructure requirements against the viability of development. As far as possible Local Plan Part 2 directs development to areas which have quality existing public transport links.

89. The Borough is served by a number of local and inter-urban bus services. The local bus network which connects residential areas and villages with the town centres is focussed on the Blackburn interchange and additionally a network of commercial inter-urban services connect the Borough with neighbouring centres including Bolton, Burnley, Clitheroe, Manchester, Preston and Rawtenstall. In addition, a large number of non-commercial services operate with financial support from either Blackburn with Darwen Council or Lancashire County Council. These fall into a number of categories and include early, evening and Sunday operations on parts of the main commercial network; a series of Darwen local services; schools services that are available to fare paying members of the public; and operations serving rural areas both within the Borough and in neighbouring parts of Lancashire and Greater Manchester. As would be expected, the rural areas are not catered for as well as urban areas in terms of bus service provision and frequency. Additionally the Blackburn with Darwen Public Transport Review (2010) highlighted that a number of new business and employment areas on the edge of Blackburn are poorly served by buses.

90. The Blackburn with Darwen Public Transport Review (Transport and Travel Research Ltd, 2010) involved extensive engagement with bus users, non-bus users and a range of other stakeholders and revealed a number of suggested improvements to the Borough’s network. The most common suggestions were an increase in frequency of services and network coverage, followed by cheaper fares. Additionally a number of users commented that whilst the provision of bus shelters in town centres is good, provision at local bus stops is poor. The review also revealed that improvements are needed from the point of elderly and disabled residents in increasing the availability of level access to buses and the provision of information in accessible formats. The review also concluded that increased marketing and publicity aimed at current non-users of buses is needed along with improved frequency and coverage to expand current usage of the bus network. This is being taken forward as part of BwD CONNECT, the Council’s Local Sustainable Transport Funded project and now more recently through the Council’s ‘Connecting East Lancashire Project’ in partnership with Lancashire County Council.

Pennine Reach

91. In 2013 the Department for Transport gave Full Approval for the Pennine Reach rapid bus transit project which has been developed by the Council in partnership with Lancashire County Council. Pennine Reach aims to improve public transport along the Accrington – Blackburn – Darwen corridors linking in with the strategic east-west and north-south railway lines.

92. Delivery of the £39.9m investment package (DfT £31.9m, BwD £5.1m, LCC £2.9m) was substantially completed in March 2017.

93. A major component of the project was the construction of Blackburn’s new bus station adjacent to the Mall and Blackburn Market. The building, on the site of the old six day market, is now fully covered, has 14 stands and also features the latest technology to allow users to easily find their destination. It is staffed from the first to the last bus so there will always be someone there to provide help and assistance. Blackburn’s new bus station officially opened May 2016.
94. Pennine Reach has also delivered new highways infrastructure in the Ewood and Burnley Road areas. Key junctions will also be upgraded using the latest technology and new bus stops and shelters will be provided along the Pennine Reach route. New ticketing and real time information systems will be introduced to make bus travel easier and simpler.

**Pedestrian and Cycle Network**

95. The Council is committed to promoting and improving opportunities for sustainable and active modes of travel, in recognition of their benefits to quality of life, health and wellbeing and the natural environment. A wide range of cycling infrastructure projects have been identified for the Borough which is further supported by the Access Fund ‘Connecting East Lancashire’ Project. This project aims to connect people to employment and skills in East Lancashire, enabling active travel through a variety of projects working with businesses, communities and educational establishments. It addresses the issues of physical inactivity and barriers to sustainable transport and supports the usage of local transport infrastructure delivered through Local Growth Fund and Local Transport Plan investment.

96. Since 2001, results from the town centre cordon counts in Blackburn and Darwen show a considerable increase in the numbers of cyclists. The steady increase reflects the significant efforts which have been made in recent years to promote cycling in the Borough as a more sustainable mode of transport. These include the promotion of cycle to work schemes, comprehensive infrastructure improvements and press and publicity generated through events such as bike week, the local sky ride (delivered in partnership with British Cycling) and a programme of led rides with bike hire which is run from Witton Country Park in Blackburn.

97. In 2015 Blackburn with Darwen Borough Council in partnership with Lancashire County Council, Blackpool Council, Public Health England, Sustrans, Living Streets and British Cycling established a steering group to oversee the development of a pan Lancashire walking and cycling strategy. The DfT published their National Walking and Cycling Strategy in April 2017, with the main purpose to encourage walking and cycling to be the transport choice particular for shorter journeys or as part of a longer multi-modal journey. The Lancashire Cycling and Walking Strategy currently being developed, with an estimated launch date scheduled for late 2018.

98. Lancashire County Council (Lead Authority), Blackburn with Darwen and Blackpool Councils were informed in September 2017 that the DfT awarded the authorities with technical support to assist in the production of Local Cycling and Walking Infrastructure Plans (LCWIPs) that will cover a 10 year period. The LCWIP programme commenced in December 2017.

99. Over the last decade a number of improvements to the local cycling infrastructure have been delivered through Local Transport Plan funding addressing demand of utility and leisure cycling trips. Furthermore, the Council has been successful in securing funding from a variety of sources such as the Local Sustainable Transport Fund (LSTF) and more recently in partnership with Lancashire County Council, Access Fund monies equating to £1.94 million over a three year period (2017-2020) which has helped to deliver much needed infrastructure improvements in the Borough.

100. In 2015 further funding was secured for the boroughs cycling network following a successful joint bid with Lancashire County Council for the development of a strategic cycle network for the East Lancashire area. The creation of an East Lancashire Strategic Cycleway network was first proposed in The East Lancashire Highways and Transport Masterplan.
101. Building an effective cycle network linking towns, employment sites and communities is identified by the masterplan as a key project to be taken forward. In June 2015 £2.6m of funding towards the creation of an East Lancashire cycle network was secured from the Lancashire Local Growth Deal through the Lancashire Economic Partnership. With local contributions from both Lancashire County Council and Blackburn with Darwen Borough Council a total budget of £5.85m will be allocated to the delivery of 4 schemes over the next 4 years.

102. Once completed 23km of new and 95km of improved routes across East Lancashire will have been delivered providing enhanced links to the Enterprise Zone at Samlesbury and other key employment sites at Huncoat, Whitebirk, Blackburn Town Centre Rising Bridge, Haslingden and along the Rossendale Valley. As well as being used for commuting these new cycleways will also provide great benefits for leisure, health and tourism users. The investment will focus on plugging gaps in the existing networks, to maximise connectivity and deliver high quality, end to end cycle networks.

103. The investment in Blackburn with Darwen (£600k of LGF and £250k LTP3) delivered a 26km cycle route encircling Blackburn town centre. Known as the Weavers Wheel the network includes spurs radiating out to key employment locations such as Samlesbury Enterprise Zone and Whitebirk as well as spokes into Blackburn Town Centre providing direct access to local employment, education, retail and leisure opportunities for pedestrians and cyclists.

104. Pedestrian movements into the two town centres have also steadily increased over the last 10 years and due to recent investment from the LSTF, both Darwen and Blackburn town centres have been mapped and are now part of the ‘Walk it’ website3 which enables people to route plan and calculate their potential journey time, calorie burn and carbon savings.

105. The Access Fund ‘Connecting East Lancashire’ Project (2017-2020) invests in supporting people to walk, particularly for shorter journeys and provides personal travel planning service, highlighting the quickest and safest walking routes, inclusive of calories burned and carbon savings. Route audits are also conducted as part of the project to highlight where improvements are required and where they can contribute to increased numbers of people walking and cycling to employment, education and leisure. Mass participation events working with businesses, skills and educational establishments will look to target 4000 participants, therefore further encouraging people to try and chose active travel as an alternative transport mode.

106. The number of pedestrians recorded in Blackburn increased by approximately 24% from 14,770 people in 2013 to 18,290 people in 2014. The overall trend of pedestrian numbers has shown a steady increase since 2003, with numbers peaking in 2010 at 23,690 pedestrians.

107. The number of pedestrians passing the Blackburn town centre cordon count in 2016/2017 increased by approximately 11% from 18,290 people to 20,235 people.

108. There was a 25% drop in the year-on-year number of pedestrians entering Darwen town centre during the surveyed hours. In 2013, 8,259 pedestrians were counted, as opposed to only 6,199 during the 2014 survey. Census data shows that Darwen’s population has increased by just 692 (2%) people from 2001 to 2012, yet the survey data shows that during the 11 year span of the study the numbers who walk into town has increased by 47%.

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3 http://bwdconnect.org.uk/journey-planner/
109. The number of pedestrians passing the Darwen town centre cordon count in 2016/2017 has further decreased by approximately 4% to only 5,943 people.

**Digital Connectivity**

110. Broadband access is becoming a critical factor in attracting knowledge based employment in the Borough. The availability of good quality broadband allows fast download and upload speeds enabling businesses and individuals to run their own mail server and internet services directly from their own office rather than hosting with an Internet Service Provider.

111. The 2009 Infrastructure and Delivery Plan highlighted that broadband coverage across the Borough is uneven, with some areas not having access and others having insufficient services to support business needs. Insufficient broadband provision is recognised as an economic barrier in the Pennine Lancashire sub-region and improving broadband provision across the sub-region is a key objective.

112. The Government has recognised the importance of broadband access in achieving the economic growth agenda and ‘Broadband Delivery UK’ (BDUK) was set up to deliver the Government’s Broadband Strategy by bringing superfast broadband to all areas of the UK. Public funding has been made available through BDUK due to the recognition that the private market could not deliver this ambition itself, particularly with regards to more rural and isolated areas.

113. The ‘Pennine Lancashire Strategic Action Plan for Digital Connectivity’ mapped next generation access broadband across the sub-region and illustrated forecast coverage by 2015 based on a ‘do-nothing’ scenario (leaving the private market to deliver superfast broadband). The plan showed that areas of Blackburn with Darwen (predominantly rural) are unlikely to have access to superfast broadband without public sector intervention, and only the urban cores are likely to be served by more than one operator.

114. The Lancashire Local Broadband Plan (January 2012) acknowledges the importance of superfast broadband to the economy including good quality connections in the workplace and people’s homes, as increasingly people are choosing to work from home. The Plan also acknowledges that the rural areas are most likely to suffer from digital exclusion (e.g. limited or no access to digital information technology).

115. Lancashire Superfast Broadband is a £40m+ project led by the county council that aims to bring improved broadband speeds to businesses and communities across the region. Superfast Fibre Broadband works at quicker speeds than standard broadband reducing the time taken to download and send files.

116. The project aims to:

- Connect the rural and remote areas of Lancashire that currently have little or no broadband;
- Open up new opportunities for business;
- Help new business start-ups in the county;
- Enable flexible home-based working; and
- Raise the overall quality of life to residents due to increased access to a host of new services.

117. The project uses private and public funds to roll out high speed broadband to areas not covered by commercial roll out plans. The project includes substantial investment in making fibre broadband more widely available in areas such as Blackburn which already have high speed technology.
118. The project is based on collaboration between Lancashire County Council, Blackburn with Darwen Borough Council, Blackpool Council and BT and is being funded by the European Regional Development Fund, BT, BDUK, and the three local authorities.

119. As part of Superfast Lancashire, a pan-Lancashire proposal for funding was drawn up and endorsed by the Local Enterprise Partnership to improve broadband connectivity across the County in terms of speed and coverage. £10.8m has been secured from Broadband Delivery UK (BDUK) and approximately £16.5m of European Regional Development Funding (ERDF). BT is contributing £30m to the project whilst the three Councils are contributing in total £5.23m.

120. The Superfast Lancashire network rollout commenced detailed planning in January 2013 and Blackburn was amongst one of the first areas to benefit from the public-private funded investment. So far, around 3,500 extra premises (that would otherwise have not had access to a superfast broadband service) have been enabled. This is in addition to the coverage already provided by commercial operators in the area (including BT/Openreach and Virgin Media). The project has delivered coverage to a number of significant business park sites for example, Shadsworth Industrial Estate (an area with previous poor broadband speeds) and businesses are able to order the service.

Mobile Operators

121. The Mobile Operators Association (MOA) represents the four UK mobile phone network operators – Everything Everywhere (EE – formerly Orange & T-Mobile), O2, Three and Vodafone on radio frequency (RF) and associated planning issues.

122. Under the “Ten Commitments to Best Siting Practice”, the MOA provides the Local Authority annual plans from the four operators showing network proposals for the following twelve months. The plans provide an opportunity at an early stage for the Council to consider the operators’ plans for the coming year, and to work with them towards the best solution for network development within the Borough.

123. Mobile operator infrastructure is demand led and therefore mobile operators will need to respond to any increased demand on their networks as a result of new development within the Borough. Through 24/7 monitoring of network performance, Mobile Operators can identify if the network is overloaded due to demand and whether additional sites need to be developed. As a result, no strategic response is required at the present time from Mobile Operators in light of planned growth in the Borough. Instead, they will monitor the situation over time.
EDUCATION AND SKILLS

124. Blackburn with Darwen Borough Council is the Local Authority (LA) responsible for primary and secondary school provision. The Council has a duty under section 14 of the Education Act 1996 to ensure that sufficient schools are available in the area to provide primary and secondary education. In planning for school places it is expected that pupils are allocated places within the expected maximum distances of two miles for primary places and three miles for secondary places.

125. Recent education reforms allows for the establishment of Free Schools and Academies outside the LA’s control which makes planning for schools in the Borough more challenging as additional education provision can be introduced into the area outside of the Council’s strategic planning process.

126. The LA uses pupil data and information from population updates (e.g. births and children registered with GPs at postcode level) from the Health Authority in planning school place requirements. This method of forecasting has proved to be very accurate in forecasting future needs 3-4 years in advance. Population updates are obtained in September each year.

127. Nearly a third of the Borough’s population is aged 0-19, the second highest proportion in England, resulting in a high demand for primary and secondary education. With the Borough aspiring to increase the proportion of high quality family housing and to attract new residents from outside the Borough, increasing demand will be placed on the Borough’s primary and secondary schools over the life of the Local Plan in parts of the Borough.

128. Councils can receive some funding for additional school places from the Department for Education (DfE) in the form of Basic Need capital funding allocations. The size of the allocations is determined by data submitted by the LA on school capacity levels and future demand for school places. Due to the national increase in the birth rate the DfE has also released extra targeted capital funding allocations to support additional capacity building schemes but there is no guarantee that these extra funding allocations will continue to be provided in the future. It is expected that funding from developer contributions will also be required, particularly for additional capacity that arises directly from new developments in an area.

Primary school provision

129. The Borough has 55 primary schools, catering for 14,997 children, but due to the increases in the birth rate in the Borough it is anticipated that demand for primary school places is expected to be close to exceeding available capacity in parts of the Borough where large scale developments are planned.

130. Primary school places are planned on a more localised basis with smaller pupil catchment areas than secondary schools. Population data is used to calculate the cohort that is likely to be admitted into each primary school in the Borough. Although the Council plans for primary school provision using demographic forecasting based on the Borough’s existing population, it is also necessary to take into account the location of future housing developments. Primary schools are more sensitive to new housing development and it is therefore likely that further need for additional school places or new schools may arise as a result of new housing.

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4 Academies and Free schools are independent non-profit making establishments funded directly by Central Government.
5 2015 October School Census
developments planned for through the Local Plan Part 2, particularly larger scale sites or potential urban extensions.

131. Whilst a proportion of new housing built will be occupied by existing Blackburn with Darwen residents who have relocated within the Borough, the Council is also seeking to attract new families to live in the area through an improved housing offer and this inward migration will result in additional demand for school places. Developers will need to make a contribution to increases in school provision where required. Due to the costs involved in building a new school, where possible, the preference will be for existing schools to be expanded. In some areas it may not be possible to increase existing school provision so the creation of a new school may be required to support population growth from the new developments.

132. The Council’s Education Team are currently working with consultants to assess the number of primary school places needed in light of planned housing growth in the borough over the Local Plan period.

133. Once this assessment has been completed, the conclusions will be included within an updated Infrastructure & Delivery Plan.

**Secondary school provision**

134. There are eleven secondary schools in the Borough. Forecasting for places in secondary schools is done on a wider geographical area basis and is therefore less sensitive to the locations of new development as that of primary school provision. Secondary school provision has been developed through the Building Schools for the Future programme to increase the capacity available to support population growth.

135. As highlighted above, an assessment is currently being undertaken to identify the number of additional school places required as a result of planned housing growth within the borough. In addition to identifying the number of primary school places required, it will also determine whether there is a need for additional secondary school places. The Infrastructure & Delivery Plan will be updated once this information is available.
Figure 7: Locations of Primary and Secondary schools in Blackburn with Darwen

- Primary Schools
- Secondary Schools

Blackburn

Darwen
Post-16 Education

136. Post-16 education in the Borough is provided at Further Education Colleges, Sixth Forms and a Studio School. The Further Education Colleges in Blackburn with Darwen are:

- St Mary’s College, Blackburn
- Myerscough College, Blackburn
- Blackburn College, Blackburn

137. Blackburn College has seen significant investment of over £30m including a new sixth form and IT centre (opened in 2007), a University centre (opened in 2009) and refurbishment of existing buildings (completed in 2012).

138. The Sixth Forms in the Borough are:

- Tauheedul Islamic Girls High School, Blackburn
- Our Lady and St John Sixth Form, Blackburn
- St Wilfrid’s, Blackburn
- Tauheedul Islamic Boys High School, Blackburn
- Darwen Aldridge Community Academy, Darwen

139. In addition, Darwen Studio School ‘Darwen Aldridge Enterprise Studio’ opened in September 2013 on the Darwen Aldridge Academy site and provides vocational training for 14 to 19 year olds.

140. There are currently no issues with capacity for post-16 education in the Borough. This will be monitored by the LEA in line with its planning timeframe, taking into account latest birth rate figures. It is important to note that providers have the ability to be flexible, so the capacity to accommodate young people at these institutions can fluctuate depending on demand.

Nursery Provision

141. Section 6 of the Childcare Act 2006 places a duty on local authorities to secure sufficient childcare, so far as is reasonably practicable, for working parents, or parents who are studying or training for employment, for children aged 0–14 years (or up to 18 years for disabled children).

142. Local average penetration rates\(^6\) in the Borough have increased since November 2015 indicating a growth in childcare places but still remain lower than the national average which suggests that further growth would be required. This information however needs to be measured and balanced against the year on year reported increase in vacancies and a decline in live birth rates for the borough.

143. It is recognised that in some wards in Blackburn with Darwen childcare sufficiency penetration rates are lower than the Borough average and significantly lower than the national average, however encouraging new business growth in a marketplace that is already under significant economic pressure due to its current under occupancy and high levels of vacancy Borough wide could lead to existing business being placed under further economic pressure and lead to destabilisation and disruption to existing established businesses.

\(^6\) Penetration rates are calculated per 100 children by Lower Super Output Area (LSOA). They are calculated by dividing the number of nursery places available in the LSOA by the 0-4 population in the area and multiplying by 100. The greater the penetration rate, the more places available.
144. Section 11 of the Childcare Act 2006 places a duty on local authorities to assess childcare provision in the Borough and to prepare assessments of the sufficiency of the provision of childcare in their area at least every three years.

145. The 2016 Childcare Sufficiency Assessment Review concluded that the Borough has a sufficient amount of quality childcare to cater for the childcare needs of parents and carers in Blackburn with Darwen.

146. Section 7 of the Childcare Act 2006 (as amended, effective from 1 September 2013) places a duty on local authorities to secure sufficient funded early education places for every eligible child in the Borough.

147. The Childcare Act 2016 places a duty on local authorities to secure 30 hours free childcare available for qualifying children of working parents.

148. It is important to note that whilst local authorities are required by legislation to make available sufficient funded early education places for every eligible child in the Borough, there is no requirement for the local authority to make available places in any specific setting type, ward or area.

Three and Four Year Old Children:

149. All three and four year old children are eligible for funded early education places, comprising 570 hours a year delivered over no fewer than 38 weeks of the year, from the beginning of the term following the child’s third birthday until the child reaches compulsory school age, the beginning of the term following the child’s fifth birthday.

150. Qualifying children of working parents will be entitled to free hours comprising 1140 hours a year delivered over no fewer than 38 weeks of the year from the term after both of the following conditions are satisfied; (1) the child has attained the age of three and (2) the child’s parent has a current positive determination of eligibility from HMRC. Eligibility for the additional free hours is determined by HMRC through an online application.

Two Year Old Children:

151. Some two year old children are eligible for funded early education places, comprising 570 hours a year delivered over no fewer than 38 weeks of the year, from the beginning of the term following the child’s second birthday and for three terms in total. This ensures a seamless transition for the child from the two to the three and four year old early education funding.

152. Two year old children are eligible for funded early education if:
- they meet the criteria used to determine eligibility for Free School Meals (as set out in section 512ZB(4) of the Education Act 1996). The Department for Education’s eligibility checking service provides a mechanism for local authorities to verify whether children meet the qualifying criteria for Free School Meals;
- their families receive Working Tax Credits and have an annual gross income of no more than £16,190 per year;
- they have a current statement of Special Educational Needs or an Education, Health and Care plan;
- they are entitled to Disability Living Allowance;
- they are looked after by a local authority;
- they are no longer looked after by the local authority as a result of an adoption order, a special guardianship order or a child arrangements order which specifies with whom the child lives.
Number and Type of Local Provision in Blackburn with Darwen as at 06/10/2017:

- **103 Childminders** - are registered with Ofsted and can provide childcare and education for children under the age of eight, but may also care for older children. Some childminders may be accredited to a National Childminding Association Network. More information about network childminders can be found at www.pacey.org.uk.

- **37 Private day nurseries** - are registered with Ofsted and can provide childcare and education for children from six weeks to five years old. They tend to open for full days all year round.

- **8 Pre-schools** - are registered with Ofsted and can provide childcare and education for children aged two to five years. Pre-schools tend to be open for mornings or afternoons in term time only, though some may have longer hours.

- **13 Out of school providers** - tend to provide sessional childcare - usually before or after school or in the school holidays for children up to the age of 14. They offer a safe and stimulating place in which children can play or take part in activities.

- **27 Nursery schools, nursery classes and children's centres** - are registered with Ofsted and typically provide early education during term time. Some may provide extended services before school, after school or in the school holidays.

- **4 Independent schools** - can provide childcare and education for children from 6 weeks to 5 years old, and are typically open term time only.

153. Private nursery provision is commercially driven and population growth in particular parts of the Borough due to new housing could drive the establishment and expansion of private and independent nurseries.

154. After discussing the planned growth in Local Plan Part 2 with the Council’s Early Years Team, it can be concluded there is no requirement for additional nursery provision in the Borough at the present time. This will be kept under review.
GREEN INFRASTRUCTURE

155. Green Infrastructure refers to the combined structure, position and types of green spaces and areas of water in both urban and rural areas. Green infrastructure assets include parks, rivers, woodlands, playing fields, rivers, canals, moorland, sites of nature conservation interest, churchyards and private gardens. Individually, they deliver environmental and quality of life benefits for people, such as recreation and food; collectively they have the potential to perform multiple functions, from sustainable transport links to mitigating and adapting to the effects of climate change.

156. Enhancements to the borough’s green infrastructure to support the area’s development over the next 15 years will focus on enhancing the connectivity of the network of all the elements that together make up green infrastructure.

Open Space Audit

157. An Open Space Audit was produced to support the Core Strategy in 2010 which identifies all open spaces within the borough covering parks & gardens, amenity greenspace, cemeteries, civic space, natural and semi-natural urban greenspaces, allotments, children & young people facilities, accessible countryside and green corridors. This was updated as part of Local Plan Part 2 preparation to reflect any changes to open space provision since 2010.

158. The updated audit identifies a total of 289 open space sites (excluding playing pitches and school grounds) in the Borough covering a total of 1049.5 hectares. Parks and gardens make up a significant proportion of the total open space within the borough (282.61ha):

<table>
<thead>
<tr>
<th>OPEN SPACE CATEGORY</th>
<th>HECTARES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accessible urban fringe</td>
<td>192.23</td>
</tr>
<tr>
<td>Amenity greenspace</td>
<td>94.76</td>
</tr>
<tr>
<td>Cemeteries</td>
<td>53.33</td>
</tr>
<tr>
<td>Children &amp; young people</td>
<td>6.27</td>
</tr>
<tr>
<td>Civic spaces</td>
<td>3.54</td>
</tr>
<tr>
<td>Open space corridors</td>
<td>23.74</td>
</tr>
<tr>
<td>Allotments</td>
<td>13.87</td>
</tr>
<tr>
<td>Parks &amp; gardens</td>
<td>282.61</td>
</tr>
<tr>
<td>Natural &amp; semi-natural urban greenspace</td>
<td>218.84</td>
</tr>
<tr>
<td>Golf courses</td>
<td>160.31</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1049.5</strong></td>
</tr>
</tbody>
</table>

Open Space Assessment

159. From the information contained within the audit, an Open Space Assessment has been produced which assesses the quantity, quality and accessibility of these sites.

160. An integral component of this assessment was to engage with residents of the Borough to determine their use of, and attitudes towards, Blackburn with Darwen’s open spaces. The Council commissioned consultants to conduct a telephone survey with a representative sample of the borough’s residents. In summary, the findings of the survey were:

- Parks and gardens were the most popular open space that residents visited (71% of residents surveyed) followed by cemeteries or churchyards (47%) and woodlands (42%). Just over one in ten (14%) of residents had not visited any open space over the last 12 months.
Residents’ overall satisfaction with open spaces in Blackburn with Darwen was high, with 87% ‘satisfied’ or ‘very satisfied’ with the open space in the Borough.

Perceptions of open spaces in the Borough were generally very positive. Residents tended to agree that open spaces:

- Create a nicer environment for people to live in (98% agree)
- Should be preserved (98% agree)
- Improve the appearance of the borough (97% agree)
- Would be missed if they weren’t there (95% agree)
- Are important to them (94% agree)
- Are a focal point for local communities (89% agree)
- Are areas where they feel safe (77% agree)
- Encourage people and businesses to move to or stay in the borough (71% agree)

161. Results from the residents’ survey were used to identify any apparent issues with the quantity, quality and accessibility to open spaces within the Borough and whether existing provision meets the needs of the local population. They have also been used to inform the setting of local accessibility thresholds for each open space typology.

162. The assessment concluded that there are some areas of access deficiency in the Borough for certain types of open space. In addition, the assessment highlighted there is a current issue with the quality of Children & Young People’s open space.

163. The Council will work with developers to determine the most appropriate means of providing open space in new residential developments, either through provision of public open space on site or, where more appropriate, through financial contributions towards improving the quality and/or accessibility of nearby existing spaces. The information contained within the Open Space Assessment will facilitate these discussions.

164. A Green Infrastructure and Ecological Networks Supplementary Planning Document was adopted by the Council in December 2015 and is available to view at www.blackburn.gov.uk/Lists/DownloadableDocuments/Green-Infrastructure-and-Ecological-Networks-SPD.pdf.
Figure 8: Open space in Blackburn with Darwen

OPEN SPACE IN BLACKBURN WITH DARWEN

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**Playing Pitch Strategy**

165. A Playing Pitch Strategy (PPS) and accompanying Playing Pitch Assessment (PPA) has been completed by consultants on behalf of the Council as part of the Local Plan Part 2 evidence base and covers the sports of football (including both grass and artificial pitches), cricket, rugby, hockey and bowls. Sport England and the Sport National Governing Bodies have been part of its preparation and have endorsed the Strategy.

166. The PPS sets out the strategic direction and site specific priorities for the future delivery of playing pitches across Blackburn with Darwen and identifies the supply and demand for playing pitches within the Borough.

167. The PPS and PPA are available to view on the Council’s website:


Cemeteries / Crematoria

168. Blackburn with Darwen BC provides and manages the cemeteries and crematorium in the Borough. The Council is also required to take over the management of closed Church of England cemeteries such as St James cemetery (at the corner of Stopes Brow and Roman Road), plus the following closed cemetery sites:-

- St Peters Church, Darwen
- St Peters Church, Blackburn
- St James Church, Darwen
- Pole Lane, Darwen (no church name)

169. Blackburn with Darwen has four main cemeteries: Blackburn (at Roe Lee), Pleasington, Darwen Old/New and Darwen Eastern. Pleasington is the most used cemetery within the Borough.

170. Both Blackburn and Darwen old/new cemeteries have nearly reached their capacity and only pre-purchased burial spaces can be used at those locations. New grave plots are available at Pleasington and Darwen Eastern cemeteries.

171. An extension to the Pleasington cemetery was completed in January 2014, funded by the Council’s capital allocation. This has extended the level of supply for up to 15 years.

172. Currently the Darwen Eastern cemetery has enough capacity for the next five years. A burial site is being sought within Darwen at present, as there is no opportunity to extend the current cemetery sites in Darwen.

173. The Crematorium at Pleasington has capacity for eight cremations per day. £1m has been spent upgrading the facilities to comply with emissions and mercury abatement standards.
COMMUNITY AND CULTURAL FACILITIES

174. The 2009 Infrastructure and Delivery Plan did not highlight any major capacity issues with regards to the provision of community and cultural facilities in the Borough. Community and cultural facilities include Community Centres, Youth Facilities, Leisure & Sport Centres and Libraries. Increased demand from planned development over the next 15 years will in some cases secure the future of some community facilities in the Borough, especially smaller facilities. It may be appropriate in some cases for developers to make a contribution towards improved facilities; this will depend on overall viability of development and requirements for other infrastructure elements.

Community Centres

175. Community Centres are an important resource to the community offering a wide range of activities to local people of all ages. There are no standards for the provision of community facilities but the Council has endeavoured to keep facilities open by working in partnership with local organisations and volunteers through increasing budgetary constraints. There are 11 Community Centres in the Borough:

- Accrington Road Community Centre, Blackburn – managed by Accrington Rd Community Centre Ltd
- Audley Sports and Community Centre, Blackburn – managed by Jamia Ghosia Association
- Bangor Street Community Centre, Blackburn – managed by Minority Enterprise Development Trust
- Greenfield Community Centre, Blackburn managed by Greenfields Community Centre Ltd
- Ivy Street Community Centre, Blackburn managed by Ivy St Community Centre Ltd
- Little Harwood Community Centre, Blackburn - managed by Little Harwood Community Centre Ltd
- Mill Hill Community Centre, Blackburn – managed by Mill Hill Community Trust CIC
- Roman Road Community Centre, Blackburn – Managed by Community & Business Partners
- Darwen Valley Community Centre, Darwen (previously known as Sudellside) managed by Darwen Valley Community Centre Ltd
- Shadsworth Hub – Managed by Together Housing
- Barlow Institute - managed by North Turton Parish Council

176. There are a further three community centres attached to local churches. These are:

- St Barnabas Church Community Centre, Blackburn
- West End Youth & Community Centre, Clayton Street, Blackburn
- St Albans Community Centre, Blackburn

177. As part of the asset transfer agreement, Community Groups and Organisations are responsible for staffing and managing the Community Centres and received initial grant support towards running costs. The management organisations are also responsible for building long-term sustainability for the community centre to operate without ongoing support from the Council.

178. Given the current financial situation the Council is not considering building any new community facilities or undertaking any major improvements to existing facilities.
Youth Facilities

179. Traditionally planning for youth facilities has been based on community and young people's needs; the more inner urban, deprived wards are often where youth facilities are located. The Marmot Review referred to this approach as 'proportionate universalism' where actions must be universal, but with a scale and intensity that is proportionate to the level of disadvantage. The Council is aiming to maintain youth services. Youth from more deprived areas will access youth facilities within their immediate area. Quite often friends will access a particular facility if someone in the group attends that facility.

180. The Council provides youth services at the Community Centres referred to above (apart from Barlow Institute, Roman Rd CC or Church-based community centres listed above) for young persons between the ages of 8-12 and 13-19 year olds (or 21 if a child has additional needs). In addition the Council provides services at:

- Darwen Youth Centre, Knott Street, Darwen (YPS building)
- Kaleidoscope Youth Centre, Blackburn (YPS building)
- Queen's Park, Blackburn (for outdoor, positive activities)
- Roe Lee Tenant Base, Blackburn
- St Alban's Catholic Church, Blackburn
- East Lancs Cricket Club, Blackburn
- Highfield park Pavillion
- Livesey All Age Centre

181. The 'Youth Zone' in Blackburn opened in June 2012 and provides a range of high quality services catering for 8-12 and 13-19 year olds. It is a voluntary organisation independent from the Council and serves not only youth from Blackburn with Darwen but also attracts youth from neighbouring areas. The facility is conveniently located in Blackburn town centre close to the rail and bus stations.

182. The level of planned growth will not have a negative impact on youth facilities since the infrastructure (e.g. venues) already exist. Any issue arising will relate to adequate revenue to provide services and maintain provision. Increasingly the Council relies on volunteers to help deliver the services in view of decreasing financial resources. There is an established relationship between the Council and volunteer youth workers and in 2012/13 over 19,000 volunteer hours were provided across the department. Volunteer services will be the key aspect in the future to meet increasing demand for youth services.

Leisure Facilities

183. There are currently four council-run Leisure Centres within the Borough, including Blackburn Sports and Leisure Centre, Witton Park Arena and Darwen Leisure Centre. In addition the Council currently operates three BSF schools as community use facilities in the evenings and at weekends.

184. Blackburn Sports and Leisure Centre opened in March 2015 and is a collaboration with Blackburn College. Situated in the town centre this £13m state of the art facility was funded by both the Council and Blackburn College. The new centre includes both 'wet' and 'dry' facilities; a 25m 6 lane pool, a 7 metre training pool (with a moveable floor to vary the depth from 0.0m -1.6m), 2 flumes, children’s splash area with very shallow water for toddlers, two 4 court multisport halls, 80 station fitness gym, aerobics and spinning studios, and training room for courses. The sports halls are used by the college during the college day but open to public during the evenings and at weekends. The swimming pools and fitness gym are open to the community during the day time, at evenings and weekends.
185. Major improvements to the outdoor sport facilities took place at Witton Country Park in 2013/14 including the refurbishment of the running track and £2.3m capital investment from the Council into Witton Park Arena, a new fitness facility providing an indoor 60m sprint track, 45 station gym and aerobics studio. The new facilities attracted funding support from UK Athletics and Sport England to create a flag-ship facility. Witton Park Arena provides a modern training facility for Blackburn Harriers Athletics Club whilst also being accessible to the public, schools and other sports clubs in the Borough. The improved and enhanced facilities opened in April 2014.

186. Further capital investment from the Sustainable Transport Grant enabled the relocation of the Cycle Centre at Witton Country Park in autumn 2013 to the Pavilion within the Park, providing a more visible offer. Further investment in 2015 included the installation of a BMX Pump Track. The Cycle Centre runs 12 weekly group cycling sessions and as well as bikes to hire also has all-terrain mobility Trampers for those less mobile.

187. Darwen Leisure Centre in Darwen town centre opened in 2010 and includes an eight lane, 25m competition swimming pool with longitudinal boom and moveable floor and spectator seating for 250. The centre also provides a learner pool, sauna and steam facilities, four court sports hall, 80 station fitness gym, two aerobic studios and a café which is also open to the community.

188. In addition the council operates community use at three BSF schools Blackburn Central High School, Pleckgate Academy and Witton Park Academy. These sites offer facilities for leisure outside school hours (6pm-9.45pm during the week, 9am-1pm Saturday and 10am-2pm Sunday). All have aerobic studios, gym equipment, 4 sports halls and full size astroturf pitches.

189. The Council has had unprecedented severe reductions in Central Government funding each year since 2010. Due to these significant and ongoing budget pressures the council has reviewed its leisure provision since 2015, including swimming pools and dry sites. This review has used Sport England’s Facilities Planning Model to inform decisions, primarily related to pool provision. Retaining 3 public access pools across the borough would meet modelled demand. An outcome of the review has seen models of asset transfers for a number of community leisure facilities including:-

   a. Junction 4 Skate Park, located on the boundary between Blackburn and Darwen, on land adjacent to Darwen Vale Academy on A666. This is a stand-alone facility and the only indoor BMX, scooter & skate provision in the borough. It is operated by a Community Interest Company and programmed to maximise use by children and young people.
   b. Audley Sports and Community Centre is operated by local organisation Jamia Ghosia Association providing dry leisure facilities including a four court sports hall, community fitness gym, community hall and 2 training rooms. There is also kitchen provision for Asian weddings and a designated crèche area.
   c. Daisyfield Swimming Pools is operated by Half Fish Foundation.

190. There are also a number of private facilities within the Borough, including one DW fitness club and budget gym provider Pure Gym located in Blackburn shopping Mall.

191. It is considered that there is sufficient capacity in dry side leisure facilities (sports halls & AWP) to meet future needs arising as a result of planned growth over the next 15 years. In order to ensure that pool provision meets local demand Sport England’s Facilities Planning Model indicates that there should ideally be 3 pools across the borough. Any reduction in existing water space combined with planned growth would put excess demand on the remaining facilities’ capacity. The infrastructure is in place to meet the accepted Sport
England standard of 20 minute drive time. Growth will assist in ensuring the continued viability of facilities.

**Libraries**

192. The library service is a statutory service but as with all Council services, libraries have been affected by budget cuts. There are currently the following five static libraries: -

- Blackburn Central
- Darwen
- Livesey, Blackburn
- Mill Hill, Blackburn
- Roman Road, Blackburn

193. Despite the need to find significant savings over recent years, the Council has been and still is committed to maintaining all the static libraries. As a result of the savings the mobile library service was withdrawn; all static libraries have reduced their opening hours and staffing levels have been significantly reduced. This has impacted on front of house and back office functions as well as the delivery of our targeted services e.g the children and learning offers. The Council has explored ways of securing libraries by allowing co-location of partner services in library buildings and sharing resources. This is already happening in Blackburn Central Library which now includes the Council’s Healthy Lifestyles and Wellbeing Service, Neighbourhood Services and Shelter. Works continues to further develop partnership working.

194. The discontinuation of the mobile library service meant that many of the villages and parts of the urban areas in the Borough would no longer have convenient local access to library services. In response, the Council extended the ‘at home service’ (for housebound users) to enable more customers to benefit from this service. Many of the residents who previously would have used the mobile library service qualified for the at home service. Work was undertaken to enable greater access to our services online such as the provision of free e-books and the capability to renew and reserve items on loan and check the catalogue, all via the website.

195. The library service underwent further review to achieve the additional savings required in 2014/15, 2015/16 and 2016/17. Public consultation was undertaken and various options were considered. The community supported a volunteer model for the three small community libraries and later a blended staff/volunteer model at Darwen Library. The initiative provided a way of keeping libraries open but using community volunteers to manage the front line service and supported by centralised back office library staff. The service is currently operating the 3 brand libraries and Darwen library successfully on this basis.

196. A self-service system has also been introduced, alongside voluntary support, to facilitate the volunteer model and help reduce operational costs significantly at other libraries. This has been fully implemented across all 5 libraries and provides a fast and modern public interface.

197. There is currently sufficient capacity in library provision in the Borough to meet future needs arising as a result of planned growth in Local Plan Part 2. Housing growth in certain areas could help to maintain the library offer through increased usage.
Local Shops

198. The 2011 Retail Study included a gap area analysis for convenience provision within the Borough which identified the existing pattern of retail provision, taking account of retail catchments and levels of accessibility to such facilities.

199. Convenience goods shopping should be done on as localised a basis as possible. Therefore, an assessment which identifies any ‘gap areas’ is crucial to ensure that all catchment area residents have adequate access to these services.

200. Gap areas were defined as locations within the Borough which are not within:

- Five minutes’ drive time of a foodstore or foodstore commitment with a floorspace of up to 2,500 sq.m sales area; or
- Ten minutes’ drive time of a foodstore or foodstore commitment with a floorspace of 2,500sq.m sales area or more.

201. Using these accessibility standards, the only areas within the Borough which are beyond 10 minutes’ drive time from a food superstore are the thinly populated rural areas of the Borough, most notably Edgworth.

202. However, the Study acknowledged that in the more deprived areas of the Borough, car ownership is likely to be low and drivetime is likely to be a less useful measure. As a result, locations of foodstores in relation to the Index of Multiple Deprivation rankings of areas in the Borough were assessed.

203. Multiple deprivation is highest in Central, South and East Blackburn and in North Darwen; however, the analysis identified that most of these areas are comparatively well served by foodstores. The major exception was the Shadsworth area of Blackburn, where the analysis identified a localised gap of convenience retail provision within this area of the town.

204. The Council has worked with our housing provider in the Shadsworth area, and granted planning permission in March 2015 for the development of a new foodstore, community centre and four local shop units. This development has removed the localised gap of convenience retail.
Commissioning involves deciding what services are needed and securing their provision. NHS commissioning underwent significant change in April 2013, when NHS England Area Teams took on many of the functions of Primary Care Trusts (PCTs) for commissioning primary health care services. Blackburn with Darwen is covered by the Greater Manchester and Lancashire Area Team.

Clinical Commissioning Groups (CCGs) were established on 1st April 2013 as statutory NHS organisations, to which every GP practice in England must belong. CCGs are responsible for commissioning most of the hospital and community NHS services in the local areas for which they are responsible, including urgent and emergency care (including GP out-of-hours), mental health and learning disability services.

Blackburn with Darwen CCG has a budget of approximately £200m annually, and responsibility for managing around 70% of local NHS spend, including planned hospital care, rehabilitation, urgent and emergency care, most community health services and mental health and learning disability services. It is led by an independently appointed Chair and six GP Executives, elected by the 28 member practices in the CCG.

Since April 2015 there has been further change, with Blackburn with Darwen taking on delegated responsibility (Level 3) from NHS England for commissioning General Practice. NHS England Area Teams retain full responsibility for commissioning other primary care independent contractors such as dentists, community pharmacy and opticians.

The CCG works closely with the Local Authority through the Health and Wellbeing Board, which also includes East Lancashire Hospitals NHS Trust and Lancashire Care Foundation Trust. The role of the Health and Wellbeing Board is to oversee and ensure the delivery of local health outcomes and drive service integration across the NHS, local government and non-NHS sectors.

Healthwatch Blackburn with Darwen is the consumer champion for health and social care, which has taken on responsibilities to provide advice and information about access to health and social care services and be responsible for independent advocacy services for people wishing to make a complaint about NHS or social care services. The local branch is one of 152 community-focused organisations in the national Healthwatch network set up in October 2012, and became a social enterprise in early 2014. Healthwatch Blackburn with Darwen is a statutory member of the Health and Wellbeing Board, and works with all partners on the Board.

Patient involvement is a top priority for all CCGs in order to effectively commission and oversee local services that meet the needs of their residents. A range of different forums offer opportunities for residents of Blackburn with Darwen to provide views and inform the CCG's commissioning work. As part of the CCGs engagement process they need to ensure that all projects undertaken are subject to an Equality and Diversity Impact assessment ensuring that all protected groups are engaged with and are not discriminated against.

Patient participation groups offer patients interested in health and healthcare the opportunity to get involved with their local GP practice and support its work. Most groups also include members of practice staff. They meet at regular intervals to discuss and recommend ways of adding value to the services and facilities offered to patients.
213. The CCG has also established collaborative commissioning arrangements for working with other CCGs across Lancashire to ensure that in commissioning a range of more specialised services they can offer the best value and highest quality services to local people.

Health provision

214. The map overleaf shows the distribution of existing GP practices in the Borough.

215. Significant investment has taken place over the years in health services in Blackburn with Darwen - a new health centre opened in Darwen town centre in 2005; and Barbara Castle Way Health Centre in Blackburn town centre opened in 2011, providing a wide range of health services in addition to the GP practices located there.

216. However, despite these improvements, preliminary assessments of GP capacity in Blackburn with Darwen have shown that some practices across the Borough are at capacity and in premises which would be unable to cope with any additional patients.

217. Furthermore, Blackburn with Darwen CCG is facing a significant shortfall in the General Practice workforce, due to both the age profile of the current workforce, and recruitment difficulties. Innovative solutions are being developed, including a Physician’s Associate scheme.

218. Work is underway to start to explore possible scenarios of the demographic impact of the new housing developments, in terms of in-migration into the Borough and its timing, as a first step in quantifying consequent changes in health needs.

219. Any growth in population will need additional expansion in Primary Medical services (GP Practices). Facilities are required within areas identified to attract new population, in particularly in the West and North localities of the borough.

220. In terms of assessing the additional health services that a housing development would require, NHS England Lancashire Area Team and the CCG would be informed of the proposed development at pre-application/application stage which would enable them to work with local practices to identify possible solutions for meeting any increase in patient numbers.

221. An estate plan has now been drafted that reflects the primary care strategy ambition. The plan is currently being reviewed and the ambition is to expand primary care facilities in the community in fit for purpose premises. Some primary care is still being provided out of sub-standard accommodation.

222. As the NHS is still in a state of flux due to the recent changes in the organisation of the commissioning function, it has not been possible to assess the capacity of each GP surgery in sufficient detail at this stage.

223. Regular liaison has been established between the Council, the CCG and NHS England, which will be used to update the Council on the NHS capacity work and the bidding process to access capital for additional health services (which is as yet unknown), and for Planning to inform the CCG and NHS England on any new major pre-applications/planning permissions to enable them to assess the development’s impact on health infrastructure and any additional services that would be required to meet additional demand.

224. In the past, the developer donated land within a development and the NHS built a new facility as necessary. However, the current financial position in the NHS means this is no
longer an option and a significant financial contribution from developers would be needed to meet demand.

225. Opticians and pharmacists are commercially driven and will locate where there is demand. Therefore there is less need to plan for these services. From April 2013 Health and Wellbeing Boards took over responsibility for Pharmaceutical Needs Assessment (PNA) to identify pharmaceutical service provision across the Borough, reviewing both access and adequacy of services currently provided for residents and how these could be developed further. The latest edition was published in March 2015 and concluded that the existing network of pharmacies providing NHS services broadly matches the population distribution across Blackburn with Darwen and that in terms of access and provision of pharmaceutical services the local population are on the whole adequate.

226. There is a shortage of dentists in the Borough and further population growth will have an impact on NHS dentist provision.
Hospital Services

227. The Royal Blackburn Teaching Hospital is part of the East Lancashire Hospitals NHS Trust and offers medical treatment to many of the residents of East Lancashire. It provides a full range of hospital services to adults and children, including general and specialist medical and surgical services along with a full range of diagnostic (e.g. MRI, CT scanning) and support services.

228. The East Lancashire and Blackburn with Darwen CCGs are responsible for planning care at the hospital by commissioning the services required. This includes some specialist care including vascular surgery, which is accessed by people both from within and outside the Borough.

229. The Accident and Emergency (A&E) department is the most critical area in the hospital and is currently working at capacity. The main reason for this however, is how people use the service. Currently 40% of A&E attendances at the Royal Blackburn are capable of being treated by primary care services, either through their GP or community health services rather than accessing hospital treatment.

230. The national health care policy is focused on reducing the number of beds in hospitals and to instead encourage people to access appropriate treatment within primary care facilities in the community rather than in hospitals. The cost of primary care is much less than secondary i.e. hospital care. Currently it costs approximately £1800 per head of population per year for both primary and secondary care. Around 60% of that is spent on secondary care. However, the aim is for 50% of that to be shifted into primary care and community health facilities.

231. The most critical sections of the Borough’s population accessing A&E services at the hospital who could instead be treated within the primary care system are i) people with long term limiting conditions, ii) the vulnerable elderly and iii) the urgently ill. However, interventions have been identified and are currently being implemented in the Borough which will offer these groups a more appropriate alternative to A&E treatment.

232. In terms of long term conditions, community and voluntary health groups are being set up in the Borough to offer support and appropriate treatment for these conditions; the adult social care service in the Borough is being redesigned to help treat the vulnerable elderly and to provide social support to these groups; and an Urgent Care Centre has been set up within the hospital, staffed by GPs to treat the urgently ill. These interventions will free up capacity in the A&E department to focus on treating the critically ill.

233. The planned growth in the Borough will not require a strategic response from the hospital. The Royal Blackburn Teaching Hospital has a much larger footprint than the Borough itself, with around 400,000-500,000 people regarding it as their main hospital. The impact of the new development identified in Local Plan Part 2 Site Allocations and Development Management Policies will be marginal and the interventions identified above will increase the capacity of A&E at the Royal Blackburn Hospital. This will lead to increases in the efficiency and effectiveness of secondary health care in the Borough and ensure the service can cope with any increases in patient numbers.
234. There is no requirement in the National Planning Policy Framework to consider the provision of the emergency services as infrastructure to support development. These services do not necessarily follow development but instead their service provision planning takes into account other key considerations such as crime rates, road traffic casualties, and fire risks. Nonetheless housing growth can have an impact on how these services are planned and delivered and therefore it was important to involve the relevant service providers as part of the process.

**Police Service**

235. Policing within the Borough is provided by Lancashire Constabulary, which in April 2014, was reorganised into three divisions from the original six. These changes have been necessary to realise efficiency savings as a result of austerity measures. Blackburn with Darwen now sits within the newly formed East division. The division includes the boroughs of Hyndburn, Ribble Valley, Rossendale, Pendle and Burnley. Blackburn with Darwen is sub-divided into six Neighbourhood Policing Areas (NPAs), each with a Neighbourhood Policing Team (NPT):

- North East Blackburn
- South East Blackburn
- North West Blackburn
- South West Blackburn
- Blackburn Town Centre
- Darwen

236. Some NPTs may cover more than one NPA depending on the size of the neighbourhood and how busy it is. The local community can get involved with how the neighbourhood is policed in a number of ways, these include face to face meetings, social media, via the In The Know messaging service and through other organised meetings such as the residents meetings organised by the local MP.

237. Since 2010, the Constabulary has lost over 700 police officers across Lancashire, this equates to in excess of 200 Police Officers from within the combined East division.

238. There are three police stations in Blackburn with Darwen:

- Greenbank, Blackburn
- Blackburn town centre
- Darwen Town Centre

239. The opening times vary dependant on footfall, with Greenbank being the busiest.

240. Funding for local policing is agreed through a number of means but is mainly through central Government funding and through local Council Tax Precepts. Police Service budgets have over the past few years been subject to severe budget cuts and a review of policing services, which includes the estates function, has been undertaken and continues to remain under review. More innovative approaches to police accommodation are being explored such as co-location of services and community based policing within existing public and private sector buildings.
241. There is no capacity to increase the policing within the borough of Blackburn with Darwen and in the coming years policing levels are likely to see further significant reductions. This level of growth in housing will therefore put increasing pressure on the service and it is therefore imperative that the Council requires developments to be built to Secured by Design standards.

242. Road layouts to reduce the likelihood of accidents, in particular serious or fatal needs to be a consideration as does the provision of adequate and accessible youth facilities to reduce anti-social behaviour and crime rates.

243. Discussions with Lancashire Constabulary have concluded that the level of growth planned for in Local Plan Part 2 will not require a strategic response from the Police Service.

**Fire & Rescue Service**

244. The Lancashire Combined Fire Authority (CFA) is made up of elected councillors drawn from Lancashire County, Blackburn with Darwen and Blackpool Councils, and is responsible in law for providing a fire and rescue service in Lancashire. Additional responsibilities include fire safety enforcement, emergency planning and ensuring that the work of the fire and rescue service is efficient, effective and provides value for money. The Authority's responsibilities are set out in a range of legislation, principal amongst which are the Fire and Rescue Services Act 2004, the Civil Contingencies Act 2004 and the Regulatory Reform (Fire Safety) Order 2005.

245. Lancashire Fire and Rescue Service (LFRS) is the service provider on behalf of the CFA. Operating county-wide, LFRS delivers a full range of prevention, protection and emergency response services and employs over 1500 staff in a variety of roles including fire and community safety, emergency response, mobilising and control, specialist support and administration.

246. There are two 24/7 fire stations in Blackburn with Darwen District (BwD). Blackburn Community Fire Station on Byrom Street is a modern facility which opened in April 2012. It is staffed full time and houses two full time appliances and a command vehicle. Blackburn is identified as a key station and therefore if the two engines are booked out for 30 minutes or more, another engine from elsewhere will be sent to ensure that there is at least one fire engine at all times.

247. Darwen Fire Station on Union Street is a relatively modern facility built in the mid-1980s and houses one full time fire engine, one retained engine (part time) which has a five minute response time and an off-road vehicle. Staffing at Darwen is on a Day Crewing Plus shift pattern. During the night shift, workers are not in the station but instead are in a new ‘travel lodge’ type accommodation block built next to the station. This arrangement has achieved efficiencies without compromising overall service standards.

248. Fire service response provision is risk based and the LFRS Risk Management Plan sets out the strategic focus (this can be accessed through the LFRS website at www.lancsfirerescue.org.uk/Pages/home.aspx). Risk levels are determined by a range of factors including the size of population, demographics, type of housing, economy and deprivation levels.

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7 Day shift is between 8am and 8pm and then on standby 8pm-8am at night. The response time varies between day and night. The day response time would be around 30 seconds and at night around 45 seconds to a minute.
249. To quantify fire risk, LFRS profile critical fires, fire casualties and deprivation applying a formula which calculates a score and then a subsequent risk grade is applied for different areas. This risk score is then used to determine appropriate attendance times for the first and second fire engine and to help direct community safety activity. For performance purposes, the LFRS then report the average time taken to attend incidents in each area. No further changes in Blackburn and Darwen are anticipated at this time to achieve further budget savings.

250. Every year the number of fire incidences reduces as people become more educated about the risk of fire and fire hazards. As a result the risk is constantly changing and the need for fire engines on call also changes.

251. Lancashire Fire & Rescue Service has confirmed that the scale and distribution of development proposed would not cause concern in relation to its response times to incidents. Building Regulations now require that new dwellings include a hard wired smoke detection and therefore risk from fire is reduced. The situation will be reviewed on an ongoing basis and will be considered as part of any further emergency cover reviews.

**Ambulance Service**

252. The North West Ambulance Service NHS Trust (NWAS) provides 999 Paramedic Emergency Service, Urgent Care Service, Patient Transport Service and Major Incident Management across the North West, covering Cumbria, Lancashire, Manchester, Cheshire and Mersey, with a population of over 7 million and over 5,400 square miles.

253. Ten stations cover the East Lancashire Sector employing 132 Paramedics, 110 Emergency Medical Technicians (EMTs) and 9 Urgent Care staff. In addition, the East Lancashire area has 25 Emergency Ambulances, 7 Rapid Response Vehicles and 2 Urgent Care vehicles. Additional staff of all grades commenced employment in the sector between October 2017 and January 2018.

254. There are currently active Community First Responder teams in Blackburn, Darwen and Accrington.

255. Ambulance services are commissioned for Lancashire by the Blackpool Clinical Commissioning Group (CCG). Performance standards for the service are based on the time to the patient and as a result, Rapid Response Vehicles often park in strategic locations and Ambulances are dynamically deployed to enable them to respond quicker to emergencies.

256. One of the issues experienced by the Ambulance Service is the handover of patients to the hospital during busy periods and on occasions, ambulance staff and patients are queued up within the Emergency Department (ED) at Royal Blackburn Hospital awaiting handover. There is an NWAS Divert and Deflection Policy in place where Ambulances can be sent to an ED at another hospital if there is limited capacity to treat the patient.

257. Royal Blackburn Hospital has an Urgent Care Centre (UCC) and there is a UCC at Burnley General Hospital, for patients who need attention but who are not classed as an emergency, thus freeing up some capacity in ED. Therefore, issues with the Ambulance Service and hospitals are being considered and responded to.
258. North West Ambulance Service has a Capacity Manager and the strategic plans for each Council across the Trust will be factored into future commissioning discussions with the lead CCG.

259. Discussions with the North West Ambulance Service have concluded that the level of growth planned for in Local Plan Part 2 will not require a strategic response at the present time. However, the service will monitor the situation and if capacity of the service becomes an issue in the future, NWAS will inform the CCG who will be responsible for commissioning additional services.
260. The 2009 Infrastructure and Delivery Plan confirmed that the level of growth planned for in the Core Strategy does not pose any major capacity issues regarding the Borough’s strategic utilities infrastructure. This includes electricity and gas transmission networks and clean water, waste water and sewage networks.

**Electricity**

261. National Grid owns and operates the high voltage National Transmission network throughout Britain and the following high voltage cables pass through the Borough:

- 4ZP line - 400,000 volt route from Padiham passing through Hyndburn
- ZQ line – 400,000 volt route from Penwortham substation to Daines substation

262. National Grid has confirmed that the scale of growth proposed in the Core Strategy will not present any capacity issues in their transmission network.

*Figure 11: National Grid High Voltage Cables*

263. Electricity North West (ENW) own, operate and maintain the electricity distribution network throughout the North West of England. It is responsible for delivering electricity to consumers' homes from the National Grid transmission network. ENW is required by the regulator to keep costs and therefore prices down. Therefore ENW operates on a reactive basis rather than a forward plan, which means it does
not invest in infrastructure on a speculative basis. ENW monitors loading issues and then invests to cover issues as they arise and may in some instances invest for a slightly increased capacity than what is needed to address the particular issue. For example, Roman Road substation was heavily loaded and ENW has increased capacity by replacing 13mW transformers with 23mW which was not a response to a particular development proposal.

264. Future development in the Borough will increase loading on ENW’s substations to the extent that some may require upgrades to increase their capacity. ENW cannot advise on specific future capacity issues without knowing the specific details of a development taking place. Where a new development necessitates an upgrade in ENW’s network, ENW asks the developer to contribute a proportionate amount towards the increase in capacity. Future upgrades to the Borough’s electricity distribution infrastructure will therefore be dealt with by ENW and the individual developers concerned at the appropriate time.

**Gas**

265. National Grid owns and operates the gas distribution network within Blackburn with Darwen and has confirmed that the scale of growth planned in the Borough over the Plan period is unlikely to present any capacity issues for the gas network.

**Water and Sewage Network**

266. The supply of clean water and the disposal of surface and foul water are considered as essential in delivering any development. It is necessary to consider the availability of water and wastewater infrastructure in the identification of new sites for development. This will include consideration of the impact on the pressure of water supplied to existing residents especially taking into account topography in certain locations. Similarly it is important to consider the disposal of surface and foul water to minimise increased likelihood of flooding and impacts on the environment.

267. United Utilities (UU) are responsible for managing water supply and the sewerage system within Blackburn with Darwen.

268. For water supply, the developer is currently required to pay for increased network capacity required by their development (apart from in relation to treatment works). For wastewater, the cost of increasing capacity in infrastructure is borne by United Utilities.

269. UU prepares five year investment plans which identify funding requirements. This is submitted to OFWAT who approve price limits for customers for the five year period. The investment period is known as an AMP.

270. Growth has an impact on UU’s infrastructure. Although UU have confirmed that there are no major strategic capacity issues anticipated to arise over the lifetime of the next investment period with regards to clean and waste water, having regard to the level of growth set out in the Local Plan, it was important to involve UU in the preparation of the IDP to consider the impact on infrastructure and how this can be most appropriately managed. It also provides UU with early intelligence on where growth may cause increased pressure on infrastructure in the Borough. A strong relationship has been established throughout the Local Plan Part 2 process to assist one another.
271. In responding to growth, UU are unable to build speculatively and must have a degree of certainty before incurring expenditure. At the same time the Council cannot offer a guarantee when development will take place.

272. It is important that meaningful dialogue with UU continues throughout and beyond the Local Plan period to ensure that UU are made aware of progress on developments and can plan ahead to co-ordinate any potential infrastructure improvements with the delivery of development. UU cannot confirm if capacity is available until full details of a particular development are known and flows / completion dates can be more accurately estimated. The Council will involve UU where appropriate in discussions with developers at an early stage in the process to ensure issues are adequately addressed.

273. On receipt of further details regarding development proposals, the full impact on infrastructure can be properly assessed having regard to the full detail proposed and the cumulative impact of all development proposals in an area. At this point, it may be necessary to consider how the delivery of development needs to be co-ordinated with the delivery of infrastructure improvements through the determination of the planning application.

274. Policies and proposals in the Local Plan Part 2 will assist in minimising the impact on both clean and waste water systems through an assessment of how surface water can be most appropriately managed and through the encouragement of water efficiency measures in new development. Following changes to the planning system in April 2015, there is a requirement to ensure sustainable urban drainage systems (SUDs) are provided in all new development where appropriate. Further guidance can also be found within the Non-statutory Technical Standards for Sustainable Drainage Systems.

275. Engagement with UU during the preparation of the Core Strategy highlighted that the capacity of the sewage network in localised circumstances is likely to be the main issue to take into consideration when planning for new development in Local Plan Part 2. The Council will continue to liaise with UU on an ongoing basis to ensure information is shared to benefit both parties’ planning activities. The Council will continue to update UU with details of potential future development sites to assess the impact that such development may have upon the capacity of water and wastewater infrastructure and what approach to development is the most preferable. This assessment has enabled the Council to gain a greater understanding of more localised impacts of new development.

276. UU projects in AMP6 include:

- The Blackburn and Darwen Integrated Solution will see major investment at both Blackburn and Darwen Wastewater Treatment works. The investment is being driven by the Environment Agency to deliver improvements in River Water quality as well as Bathing Water and Shellfish Water quality. The new treatment works will have sufficient capacity for a future design horizon of 2036, based on population growth as identified by the Council up to this date. This will be monitored to identify any changes to future growth levels.

- Darwen Wastewater Treatment Works forms part of the Blackburn and Darwen Integrated Solution and will see flow to full treatment being transferred to Blackburn WwTW. Additional storm water storage volume will be built at the Darwen WwTW site.
Clean water supply

277. The Borough is served by a range of assets which include Fishmoor Water Treatment Works and Ramsgreave Reservoir in the Forest of Bowland. In general terms there are currently no strategic water supply issues in the Borough anticipated during the next investment period. United Utilities will continually monitor this and act accordingly.

278. Although the North West of England is water neutral, climate change could have an impact on future yields of drinking water and UU already have measures in place to minimise water wastage including consumer awareness and education and encouraging the use of water metering, use of rain water butts and cistern displacement devices.

279. The Water Resources Management Plan was published in 2015 and sets out the strategy for water management for the next 25 years highlighting where there is a likelihood of a deficiency and how UU proposes to respond. In relation to Blackburn with Darwen, the plan shows there is no future deficiency anticipated.

280. In certain parts of the Borough the flow of water is dependent on pumping stations due to the local topography. Some sites may require additional infrastructure such as upgrading pumping stations in order to ensure adequate levels of water pressure.

281. In bringing forward all development proposals in the Borough, United Utilities would encourage developers to make early contact with the Developer Services teams at United Utilities to better understand how sites can be brought forward in the most appropriate way and the nature of any network improvements that may be required. For further information, contact: wastewaterdeveloperservices@uuplc.co.uk

282. In order to reduce the impact of development on water supply infrastructure, and indeed sewage infrastructure, United Utilities encourages the construction of development with water efficiency measures.

Waste Water Disposal

283. The Borough is served by two Wastewater Treatment Works (WwTW), Blackburn WwTW which sits outside the Borough in South Ribble District at Samlesbury and Darwen WwTW which is adjacent to the M65. As described above, major capital investment is required at both sites to comply with Environment Agency regulatory drivers and this will see Darwen closing as a treatment works and being converted to a network combined sewer overflow. In general terms, the capacity of the sewerage system is adequate in accommodating planned growth, however, specific major developments will be reviewed to understand localised issues that may arise. Regular liaison between the Council and United Utilities is critical to understand growth levels and importantly timescales.

284. UU have provided information on localised capacity issues which will need to be addressed as developments come forward. Localised problems can be overcome if connections to the network are controlled. Policies in the plan will also set the preference that the surface water hierarchy is investigated and where reasonably practicable no surface water should connect to sewer. It is very important that an alternative to the public sewer for the discharge of surface water is used where reasonably practicable. Where a surface water connection is necessary, this will be at a controlled rate and as an absolute last resort. The policies within the Local Plan
Part 2 highlight the importance of sites considering how surface water will be managed in advance of determination of any planning application.
FLOODING

285. Flood risk is recognised as a key issue for the Borough of Blackburn with Darwen. The Borough lies at the head of a catchment that includes the River Darwen and the River Blakewater, which form tributaries of the River Ribble.

286. Blackburn with Darwen Borough Council is designated as the Lead Local Flood Authority (LLFA), under the Flood and Water Management Act (2010), and is responsible for managing local flood risk across the Borough. The Council is progressively taking a more proactive role in investigating and addressing surface water flooding issues and liaises with the other two Lead Local Flood Authorities in Lancashire – Lancashire County Council and Blackpool Council, and also the Environment Agency (EA).

287. The Borough’s main watercourses, the River Darwen and River Blakewater have been heavily modified with artificial channelling and culverting as a result of historical land-uses and in particular industrial development that used the water in the rivers for various purposes. In addition to the numerous road bridges and foot bridges over the two watercourses, there are 12 sections of culvert on the River Darwen and 11 on the River Blakewater and its key tributary, Knuzden Brook. The Blakewater catchment is extremely urbanised and drains a significant proportion of Blackburn town. Many of the Borough’s flooding problems originate from blockages and capacity issues associated with structures such as culverts. In extreme conditions the artificial structures and modified channels have insufficient capacity to carry the flows that are generated by the dense urban nature of the river catchments.

288. The Environment Agency is responsible for managing flood defence infrastructure and recognises that whilst flooding cannot be completely eliminated, it can be managed. The Council is preparing Local Surface Water Management Plans in accordance with the Flood and Water Management Act. These are informed by the Environment Agency’s Catchment Flood Management Plans (CFMP).^8^  

289. A Strategic Flood Risk Assessment (SFRA) Level 1 was prepared to inform the Core Strategy. In preparing the Local Plan Part 2, the Council commissioned a SFRA Level 2 which assessed flood risk arising from all sources and sets out potential mitigation measures. Both the Environment Agency and United Utilities were involved in the preparation of the SFRA Level 2. Both SFRA Levels 1 and 2 were used to steer development as far as possible away from areas at risk of flooding in order to avoid unacceptable risks to development, people, the economy and the environment. It is noted that the EA does not fund new flood defences to enable new development.

290. Specifically the SFRA Level 2 examined five key sources of flooding in the Borough including flooding from rivers, groundwater, surface water, sewers and artificial sources (docks, canals, reservoirs, lakes).

291. The SFRA highlights the primary source of flooding is from the Rivers Darwen and Blakewater, both tributaries of the River Ribble which run through the Borough. The

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^8^ The Environment Agency has published the River Ribble Catchment Flood Management Plan (CFMP) in 2009. The river Darwen running through Blackburn and Darwen and the river Blakewater running through Blackburn are main tributaries of the River Ribble. A CFMP is a high level strategic plan for the catchment, with the main aim to develop policies to manage flood risk in the river catchment over the next 50 to 100 years, and provide an action plan of how these can be achieved, taking into account the likely impacts of climate change and the effects of land use and land management.
heavily urbanised nature of the catchment in conjunction with the steep and narrow nature of the watercourses results in a rapid response to heavy rainfall events. The confined nature of the channel, which is a result of historical development that closely borders the watercourse, and the presence of numerous structures means that there is an inadequate capacity within the watercourse resulting in overtopping and flooding of surrounding land, primarily where there are no flood defences. This flooding generally results in overland flow along the path of the watercourses, impacting numerous properties and infrastructure.

292. The Environment Agency prepared the River Ribble Catchment Flood Management Plan (CFMP) in 2009; a high level strategic plan which sets out policies to manage flood risk over the next 50-100 years and provides an action plan of how these can be achieved. The Borough is covered by two ‘policy areas’ in the CFMP – ‘Rural Darwen’ and ‘Blackburn and Darwen’. The CFMP seeks to reduce flood risk in the Blackburn and Darwen policy areas, given the potential effects of future climate change and further urban development. Actions covered in the CFMP include the maintenance of flood defences, the clearing of screens associated with culverts, the maintenance of the banks of open water courses and the provision of formal flood warnings to the flood warning areas in the unit.

293. In addition to fluvial flood risk, the SFRA Level 2 has also shown localised surface water flooding to be a significant risk, particularly in a number of parts of Blackburn and Darwen. This flooding is in many locations associated with small ordinary watercourses that drain to the larger River Darwen and River Blakewater or their larger tributaries especially where they are culverted.

294. Localised surface water flooding is a particular issue during periods of high rainfall events when the capacity of culverts is exceeded. Also in a number of places the ground gets saturated with resultant run off into adjacent properties. Such events of high rainfall can lead to serious flooding of property and possessions. Climate change is likely to increase the risk of surface water flooding due to higher intensities and prolonged periods of rainfall.

295. Sewer flooding has historically affected the urban areas of the study area and there are numerous areas, primarily within Blackburn in the Blakewater catchment predominantly, where sewer flooding is predicted for more frequent events such as the 1 in 30 year storm.

296. In addition to the risks outlined above there are also residual risks associated with the failure of reservoir or canal infrastructure. The risk identified is a worst case scenario. However the Council is satisfied that the risk of such events is minimal. Owners of reservoirs are legally obligated under the Reservoir Act to maintain them. In relation to legally classified reservoirs (e.g. reservoirs of a volume of 25,000 m³) the EA will ensure that they are maintained and where they are not will serve a repair notice to owners. The EA has advised that they will not object to developments which may be affected by reservoir flood risk shown in the SFRA Level 2.

297. Most of the large reservoirs are owned by UU and therefore it is considered that the risk of breech is minimal. UU have not raised any concerns relating to developments downstream from reservoirs in their ownership. Other reservoirs are within the Council’s ownership but there are a few small reservoirs within private ownership.
298. Risks of flooding from breaches of the Leeds and Liverpool canal have also been identified. The maintenance of the canal is the responsibility of the Canal & River Trust who have procedures in place for the monitoring and maintenance of canals.

299. One of the requirements set out in the Canal & River Trust's operating plan 2012-2015 is to ‘maintain the infrastructure in a safe and acceptable condition’. Furthermore, their strategic priorities include requirements of ‘ensuring our canals rivers are open, accessible and safe’, and ‘establishing the Trust as a respected and trusted guardian of our canals and rivers’

300. An extensive network of flood defences is in operation in the Borough and the SFRA Level 2 provides detailed information on the location, standard and condition of existing flood defences in the Borough.

301. Development Management Policies within the Local Plan Part 2 ensure that adequate mitigation measures will be put in place to minimise the risk from flooding. Development Management will also seek to ensure where possible a buffer between development and a watercourse, especially an ordinary watercourse where EA does not have responsibility. This will assist in future maintenance of watercourses. In accordance with national guidance, Development Management Policies will also ensure that developments consider, and wherever possible implement, options for the management of surface water at source.

302. The EA and the Council Drainage section have indicated through on-going liaison that they do not have any ‘in principle’ objection to any of the proposed housing and employment allocations. Any flooding issues can be addressed through the use of SuDS (Sustainable Drainage Systems) and other mitigation measures.

303. Blackburn with Darwen Borough Council in its capacity as Lead Local Flood Authority (LLFA) is a statutory consultee for determining planning applications for major developments.

304. From 6 April 2015 local planning policies and decisions on planning applications relating to major development are required to ensure that sustainable drainage systems (SuDS) are used for the management of surface water.

305. Major development is development involving any one or more of the following:

(a) the winning and working of minerals or the use of land for mineral-working deposits;
(b) waste development;
(c) the provision of dwellinghouses where:
   (i) the number of dwellinghouses to be provided is ten or more; or
   (ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development falls within sub-paragraph (c)(i);
(d) The provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or
(e) development carried out on a site having an area of one hectare or more.

(See the Town and Country Planning (Development Management Procedure) (England) Order 2010)
306. The Council has a Climate Change Adaptation Strategy & Action Plan in place which sets out specific actions that the Council and its partners will carry out in order to ensure it fully adapts to the impacts of climate change.

307. A risk assessment was completed for each frontline council service which examined how climate change would impact on these services now and in the future. From completing this risk assessment process, three priority areas were identified as posing the most significant risk to service delivery which the Council will focus its attention on in order to reduce the impact of future climate change. These were:

- Reducing the risk of flooding in the Borough;
- Reducing the impact of heat waves/high temperatures in the Borough; and
- Reducing the impact of snow/ice.

308. The information gathered from this risk assessment process informed the production of a comprehensive adaptation action plan which sets out adaptive measures the Council will implement over the short, medium and long term to minimise the impact of climate change on service delivery. Such actions include requiring developers to address climate change risks and adaptation measures into their Environmental Impact Assessments, identify and map flash flood ‘hotspots’ based on where flooding has taken place in the Borough in recent years and identify the causes of the flooding (lack of capacity, poor maintenance etc) and increasing resident sign up to the Floodline Warning Direct.

310. The authorities are currently reviewing the adopted Local Plan (both the Core Strategy and Site Allocations & Development Management Policies).

311. The MWLDF confirms that the plan area will be net self-sufficient in waste management capacity by 2021 and promotes waste minimisation, maximising recycling, re-use and composting. The MWLDF further makes adequate provision for waste management facilities for the period up to 2020.

312. The Council’s waste collection and recycling service confirms that it will be able to accommodate increased requirement for waste and recycling collections.

**DELIVERY**

313. The infrastructure planning process involves a co-ordinated focus from both the Council and its partners in order to consider, at a strategic level, the nature of infrastructure provision within the Borough. The previous sections of this document outline the existing provision of infrastructure types within the Borough and where existing deficits exist.

314. This section includes the Infrastructure Delivery Schedule (IDS) which lists the infrastructure which may be required to support planned development up to 2026. It includes likely timescales and costs for its delivery. The IDS also indicates the level of commitment given to each project / scheme and who is responsible for delivering it.

315. The IDS also indicates possible sources of funding. In many instances funding is already committed. Due to the length of the Plan and the timescales of current Government funding streams it is not possible to confirm funding sources. At the relevant time the Council and/or partner infrastructure providers will seek to access appropriate funds.

316. Developer contributions will be sought where relevant, however it must be recognised that the level of contribution will need to be balanced with viability. At the time of preparing the IDP, the Council did not have any plans to prepare and adopt a Community Infrastructure Levy Schedule. The Council will pursue contribution, at least in the immediate future, through section 106 of the Town and Country Planning Act 1990 (as amended). Where appropriate in relation to highway works the Council may also pursue contributions under section 278 of the Highways Act 1980. The overall level of contributions will need to take into account development viability. It is recognised that development contributions will not be sufficient to fund all infrastructure required to support planned developments.

317. The two main areas where additional infrastructure will be required and will need to be addressed through land use planning are transport and education. As explained within the Transport and Connectivity section of the IDP the Local Highways Study has considered the impact on the local highways network arising from the scale of development proposed. This has been a broad exercise and has highlighted a
number of mitigation measures on the network to accommodate the growth. As the Infrastructure Delivery Schedule shows, the smaller transport schemes identified could be funded fully through LTP. However, there are several larger schemes identified that do not have committed funding at the present time. As a result, some developer contributions will be needed to deliver the necessary highways infrastructure.

318. In terms of education requirements, work is currently being undertaken with consultants to determine the impact future housing growth will have on both Primary and Secondary school places. Once this assessment is complete, the IDP will be updated to reflect the conclusions and how the Council plans to meet any need for additional school places.

319. As already indicated, there is generally anecdotal evidence that there is a shortage of doctors in the Borough, however in understanding the impact of new housing on GP provision, it is not a matter of simply applying a standard and generating a number of additional doctors needed. At this stage it is not possible to indicate the impact on GP provision arising from proposed housing; in planning for health provision NHS England will take into account new developments as they are delivered.

320. Dentists, opticians and pharmacists are more commercially driven, and will respond to demand as it arises. Provision is not a matter of land use planning.

321. The IDP does not highlight the provision of any other type of infrastructure through land use planning. Service providers such as United Utilities will monitor demand on their systems and respond accordingly through their planning processes.
## INFRASTRUCTURE DELIVERY SCHEDULE

<table>
<thead>
<tr>
<th>Project</th>
<th>Cost (£)</th>
<th>Committed funding (£)</th>
<th>Funding gap (£)</th>
<th>Funding Sources</th>
<th>Responsible for Delivery</th>
<th>Timescale</th>
<th>Need / comments</th>
</tr>
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<td><strong>TRANSPORT AND CONNECTIVITY</strong></td>
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£6.8m package total.
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<th>Project</th>
<th>Cost (£)</th>
<th>Committed funding (£)</th>
<th>Funding gap (£)</th>
<th>Funding Sources</th>
<th>Responsible for Delivery</th>
<th>Timescale</th>
<th>Need / comments</th>
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<td>BwDBC</td>
<td>2018/19</td>
<td>£2.5m package total</td>
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<td>Growth Deal 3 – North Blackburn 2019/20</td>
<td>1,900,000</td>
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<td>LEP funding (Growth Deal) LTP Transport Grant S106 contributions</td>
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<td>2019/20</td>
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<tr>
<td>Fishmoor Link/Haslingden Road Phase 3/M65 J4/M65 J5</td>
<td>2,378</td>
<td>0</td>
<td>2,378</td>
<td>LTP Transport Grant</td>
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<td>2017/18</td>
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<td>Town Centre transport (contribution to LEP Blakey Moor) 2017/18</td>
<td>52,594</td>
<td>50,000</td>
<td>2,594</td>
<td>LTP Transport Grant</td>
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<td>Town Centre transport (contribution to LEP Blakey Moor) 2018/19</td>
<td>200,000</td>
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<tr>
<td>Section 106 Livesey Branch Road/Gib Lane new access Phase A 2017/18</td>
<td>126,904</td>
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<td>S106 contributions</td>
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<tr>
<td>Section 106 Livesey Branch Road/Gib Lane new access Phase A 2018/19</td>
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<td>0</td>
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<td>S106 contributions</td>
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<tr>
<td>Section 106 Gib Lane and Brokenstone Road Phase B 2017/18</td>
<td>6812</td>
<td>6812</td>
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<tr>
<td>Section 106 Brokenstone Road/Finnington Road (Gib Lane) – Delivery Split 2020/21</td>
<td>220,000</td>
<td>0</td>
<td>220,000</td>
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<td>Section 106 Gib Lane Phase C Story</td>
<td>260,000</td>
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<tr>
<td>Project</td>
<td>Cost (£)</td>
<td>Committed funding (£)</td>
<td>Funding gap (£)</td>
<td>Funding Sources</td>
<td>Responsible for Delivery</td>
<td>Timescale</td>
<td>Need / comments</td>
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<tr>
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<td>Homes 2019/20</td>
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<tr>
<td>Section 106 Blackburn North - Yew Tree Drive Wainhomes 2018/19</td>
<td>50,000</td>
<td>0</td>
<td>50,000</td>
<td>S106 contributions</td>
<td>BwDBC</td>
<td>2018/19</td>
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<tr>
<td>Section 106 Blackburn North - Yew Tree Drive Wainhomes 2019/20</td>
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<td>0</td>
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<td>Section 106 Blackburn North - Yew Tree Drive Wainhomes 2020/21</td>
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<tr>
<td>Pole Lane North – Kier 2018/19</td>
<td>250,000</td>
<td>0</td>
<td>250,000</td>
<td>S106 contributions</td>
<td>BwDBC</td>
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<td>Pole Lane North – Kier 2020/21</td>
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<td>Roe Lee housing development junction access 2018/19</td>
<td>350,000</td>
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<tr>
<td><strong>Sustainable Transport</strong></td>
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<tr>
<td>Town Centre Transport (electrical charging points) 2017/18</td>
<td>35,795</td>
<td>40,000</td>
<td>-4,205</td>
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<td>81,175</td>
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<td>BwDBC</td>
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<tr>
<td>Town Centre Transport (electrical charging points) 2019/20</td>
<td>100,000</td>
<td>100,000</td>
<td>0</td>
<td>LTP Transport Grant</td>
<td>BwDBC</td>
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<td>Town Centre Transport (electrical charging points) 2020/20</td>
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<td>97,000</td>
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<td>Growth Deal 3 – Sustainable transport inc. Brownhill roundabout</td>
<td>51,800</td>
<td>0</td>
<td>51,800</td>
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<tr>
<td>Cycle routes (LEP commitments) 2017/18</td>
<td>50,000</td>
<td>52,638</td>
<td>2,638</td>
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<td>Cycle routes (LEP commitments) 2018/19</td>
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<td>Cycle routes (LEP commitments) 2020/21</td>
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<td>Sustainable Transport and Supporting Growth (LSTF continuation) 2017/18</td>
<td>8,966</td>
<td>20,000</td>
<td>-11,034</td>
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<td>Sustainable Transport and Supporting Growth (LSTF continuation) 2019/20</td>
<td>20,000</td>
<td>20,000</td>
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<td>LTP Transport Grant</td>
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<tr>
<td>Sustainable Transport and Supporting Growth (LSTF continuation) 2020/21</td>
<td>20,000</td>
<td>20,000</td>
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<td>LTP Transport Grant</td>
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<td><strong>Broadband</strong></td>
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<tr>
<td>Broadband provision (across LCC, BwDBC &amp; Blackpool Council)</td>
<td>£62.53m</td>
<td>£62.53m</td>
<td>£0</td>
<td>Broadband Delivery UK (BDUK): £10.8m European Regional Development Funding: £16.5m BT: £30m</td>
<td>BT/BDUK</td>
<td>Ongoing</td>
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<tr>
<td>Project</td>
<td>Cost (£)</td>
<td>Committed funding (£)</td>
<td>Funding gap (£)</td>
<td>Funding Sources</td>
<td>Responsible for Delivery</td>
<td>Timescale</td>
<td>Need / comments</td>
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<tr>
<td>Total for Transport and Connectivity</td>
<td>87,127,624</td>
<td>84,311,580</td>
<td>2,816,044</td>
<td>LA contribution: £5.25m</td>
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<th>Project</th>
<th>Cost (£)</th>
<th>Committed funding (£)</th>
<th>Funding gap (£)</th>
<th>Funding Sources</th>
<th>Responsible for Delivery</th>
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<th>Need / comments</th>
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