

Rossendale Borough Council
Infrastructure Delivery Plan
March 2019 Update

Issue 1 | March 2019

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

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Executive Summary

In February 2019 Ove Arup and Partners was commissioned by Rossendale Borough Council to undertake an update to the Rossendale Infrastructure Delivery Plan 2018.

The Rossendale 2019 Infrastructure Delivery Plan (IDP) Update focuses on the Education, Transport, Flood Risk and Health chapters following the publication of the Council's Strategic Flood Risk Assessment (SFRA), the Highway Capacity Study and discussions with Lancashire County Council on education and health provision.

The Infrastructure Delivery Schedule (IDS) which accompanies the IDP has been updated to incorporate both infrastructure projects set out in the 2018 IDP and changes identified in the 2019 Update.

The approach taken for the Rossendale IDP 2019 Update focuses on the main changes which have taken place since the 2018 IDP focusing on the areas identified above. For these infrastructure types the update takes account infrastructure strategies and studies which have been published post 2018. This is supplemented by discussions with infrastructure providers from transport, education, and health sectors. In addition, all infrastructure providers were invited to review the 2018 IDP and provide updates in writing, taking account of housing and employment growth proposed in the Rossendale Local Plan Pre-Submission Publication Version.

The findings from the IDP show the Rossendale Local Plan can realistically deliver against its targets within the early phase of the plan, without the requirement for essential investment in new infrastructure. However, within the key infrastructure types of transport, health, education and flooding there are several identified priority interventions in these areas where a gap in funding may exist in the medium to longer term and which needs to be addressed now to enable delivery of the later stages of the plan.

It is important for Rossendale Council to continue to collaborate with infrastructure providers to agree priorities for investment and delivery to support Local Plan growth objectives.

1 Introduction

1.1 Overview

Rossendale Borough Council (RBC) has commissioned Ove Arup and Partners (Arup) to produce an Infrastructure Delivery Plan (IDP) 2019 update for the Borough, following the publication of the Council's IDP in August 2018.

This IDP Update will form a key part of the evidence base for the Rossendale Local Plan, The Local Plan will provide the policy framework for the local planning authority to the year 2034 and is expected to be submitted to the Planning Inspectorate for examination in March 2019.

1.2 Planning Policy Context

The National Planning Policy Framework 2018 (NPPF) states that local plans should be prepared with the objective of achieving sustainable development. They should be prepared positively, in a way that is aspirational but deliverable. Plans should be shaped by early, with proportionate and effective engagement between plan makers, communities, local organisations, businesses, infrastructure providers and operators, and statutory consultees (paragraph 16).

The NPPF requires strategic policies to set out an overall strategy for the pattern, scale and quality of development, and in doing so make sufficient provision for infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, the provision of minerals and energy (including heat) and community facilities (such as health, education and cultural infrastructure) (paragraph 20).

The NPPF encourages joint working and cooperation, which is important to determine where additional infrastructure is necessary (paragraph 26). Plans should set out the contributions expected from development, including affordable housing and other infrastructure, without undermining the deliverability of the plan (paragraph 34).

The NPPF is supplemented by the planning practice guidance (PPG). The PPG provides further detail on how local planning authorities can demonstrate that plans are capable of delivering spatial objectives. At paragraph 055, the PPG sets out the importance of plans adopting a realistic perspective about what can be achieved, and when, which means paying attention to providing an adequate supply of land, identifying what infrastructure is required, and how this can be funded and delivered. A collaborative approach should be taken with infrastructure providers, service delivery organisations and other strategic bodies to identify infrastructure deficits and requirements, and ways to address them. In doing so, local planning authorities will need to:

- Assess the quality and capacity of infrastructure and its ability to meet forecast demands. Where deficiencies are identified, policies should set out how these deficiencies will be addressed; and

- Take account of the need for strategic infrastructure, including nationally significant infrastructure, within their areas.

It is recommended that available evidence of infrastructure requirements is used to prepare an Infrastructure Funding Statement, which, “should set out the anticipated funding from developer contributions, and the choices local authorities have made about how these contributions will be used. At examination this can be used to demonstrate the delivery of infrastructure throughout the plan period. Authorities will also need to ensure that policies setting out contributions expected from development do not undermine delivery of the plan. Plan viability assessment should be carried out in accordance with guidance.

Where plans are looking to plan for longer term growth through new settlements, or significant extensions to existing villages and towns, it is recognised that there may not be certainty, and/or the funding secured for necessary strategic infrastructure at the time the plan is produced. In these circumstances strategic policy-making authorities will be expected to demonstrate that there is a reasonable prospect that the proposals can be developed within the timescales envisaged.” (paragraph 055 reference ID: 61-055-20180913).

The PPG also clarifies that, “infrastructure providers should, so far as possible, seek to plan for longer term infrastructure requirements set out within adopted plans and reflect this in their funding and investment decisions. Any agreement between the authority and infrastructure provider can be used as evidence when trying to secure funding” (paragraph 056 reference ID: 61-056-20180913).

1.3 The Infrastructure Delivery Plan 2019 Update

RBC published an IDP in August 2018. The purpose of the IDP is to provide an up-to-date evidence base document to demonstrate infrastructure is in place or planned to support delivery of Local Plan growth proposals. The IDP provides a useful snapshot of planned investment across the local authority’s administrative area and is intended to be a living document that is updated regularly to reflect the current position regarding infrastructure delivery.

The IDP 2018 examines the quality and capacity of the following types of infrastructure in Rossendale:

- Education;
- Transport;
- Utilities (water and sewerage, electricity, gas and telecommunications);
- Health;
- Emergency Services; and
- Community Services.

The update focuses on the following chapters:

- Education;
- Flood Risk;

- Transport; and
- Health.

The IDP 2019 Update is structured as a standalone document, addressing the Education, Flooding, Transport and Health chapters, where circumstances have altered. The information included within the August 2018 IDP chapters for Utilities, Community Services and Emergency Services is still current and up-to-date, subject to minor changes and clarifications set out in the 2019 Update report under the relevant chapter headings.

Each chapter within this report is introduced with a brief summary of the August 2018 IDP, which is followed by a summary of changes that have taken place since and any new requirements.

1.4 Methodology

The following steps have been taken to inform the IDP 2019 Update.

- A baseline review was carried out of evidence base documents and incorporated into the IDP 2019 Update, as set out in Table 1 below.
- A briefing note was prepared and circulated to infrastructure stakeholders within RBC, Lancashire County Council and external providers, along with a copy of the August 2018 IDP, inviting comments and asking for relevant updates where changes have occurred.
- Meetings were held with Lancashire County Council infrastructure leads for Education and Transport to inform updates to these chapters. A meeting was held with Health representatives in addition.
- A high-level analysis was carried out with the assistance of RBC’s Local Policy team to identify the scope for future developer contributions and other funding mechanisms to support the delivery of infrastructure identified in the IDP 2019 Update.

Table 1: IDP Update information sources

Chapter	Information Sources
Education	LCC Response to Regulation 19 Consultation LCC School Place Provision Strategy 2017/18 to 2019/20 Basic Need Allocations (gov.uk, updated 19 November 2018) Stakeholder Response: LCC Schools Planning Team
Flood Risk	Stakeholder Response: Environment Agency Stakeholder Response: United Utilities
Transport	Transport for the North Strategic Plan (February 2019) Transport for the North Investment Strategy (February 2019) Greater Manchester Transport Strategy 2040: Draft Delivery Plan 2020-2025 East Lancashire Highways and Transport Masterplan Highway Capacity Study (1 October 2018) A56/M66 Gateway Study Stage 3: Conditional Output Statement

Chapter	Information Sources
	Restoring the Valley-to-City Link: Rawtenstall-Bury-Rochdale-Manchester Rail Corridor: Early Strategic Case for Investment Rossendale Rail Link Report to Full Council (12 December 2018) £1.6 billion Stronger Towns Fund launched (4 March 2019) Stakeholder Response: Lancashire County Council Highways Stakeholder Response: Highways England Stakeholder Response: RBC Economic Development Bury Council: East Lancs Railway Trust (www.bury.gov.uk)
Health	Stakeholder Response: NHS East Lancashire Clinical Commissioning Group East Lancashire CCG Annual Report 2017/2018 Press Release: Five-year deal to expand GP services and kick start NHS Long Term Plan implementation

Infrastructure Prioritisation

Identified schemes within each infrastructure type have been classified in terms of priority as either:

- **High:** likely to be required to deliver the plan within the first five years;
- **Medium:** likely to be required to deliver the after the first five years; or
- **Low:** likely to be required in the longer term.

Full details of infrastructure schemes identified are set out at the end of each chapter and summarised in the Infrastructure Delivery Schedule in Chapter 10.

1.5 Structure of this report:

The IDP 2019 Update Report is structured as follows.

- **Chapter 2:** provides a summary of the Rossendale Local Plan summary
- **Chapters 3 to 9:** Set out the updated infrastructure position for each topic area. Each chapter includes a summary of the August 2018 IDP followed by an assessment of the updated position, including funding and delivery and an infrastructure scheme summary.
- **Chapter 10:** Summarises the Infrastructure Delivery Schedule.
- **Chapter 11:** Provides context on Funding and Delivery of infrastructure in Rossendale. This forms an update to Appendix A from the 2018 IDP.

2 Local Plan summary

2.1 Overview

This section sets out the levels of proposed housing and employment growth for the purpose of assessing infrastructure needs detailed in the Rossendale Local Plan Pre-Submission Publication version.

A summary of draft policies for transport and planning obligations, which have relevance to infrastructure provision in Rossendale, are also included.

2.2 Housing Requirement and Allocations

The housing requirement for the period 2019 to 2034 equates to 3,180 net additional dwellings, or 212 dwellings per year.

The majority of new homes will be located within and around the main centres of Rawtenstall and Bacup, which are expected to accommodate approximately 50% of the housing requirement. The remaining 50% will be located in other settlements. Of this allocated housing requirement, 30% will be brought forward on brownfield sites. A density of 40 dwellings per hectare will be sought near town centres. Strategic Green Belt release for housing is proposed in Edenfield.

Housing allocations are set out in Policy HS2, which sets out the location, number of units and delivery timescales for 74 allocated sites. Those with 50 dwellings or more will need to prepare comprehensive masterplans to support development proposals, to include a design code, information on how key infrastructure issues will be addressed, and an indication of how development will be implemented.

Allocated sites with over 50 units are listed in Table 1 below.

Table 2: Draft Local Plan allocations over 50 dwellings.

Ref	Site Name	Location	No. of Units	Timescale
H1	Greenbridge Mill (Hall Carr Mill)	Rawtenstall	64	Years 1-5
H5	Swinshaw Hall	Loveclough	47	Years 1-5
H11	The Hollins, Hollin Way	Reedsholme	70	Years 1-15
H12	Reedsholme Works	Rawtenstall	110	Years 1-5
H13	Loveclough Working Mens Club and land at rear and extension	Loveclough	95	Years 1-5
H28	Sheephouse Reservoir	Britannia	63	Years 6-10
H29	Land off Pennine Road	Bacup	84	Years 1-5
H30	Tong Farm	Bacup	51	Years 1-5
H33	Land off Rockcliffe Road and Moorlands Terrace	Bacup	63	Years 1-5
H37	Land off Gladstone Street	Bacup	63	Years 6-10
H39	Land off Cowtoot Lane	Bacup	151	Years 1-10

Ref	Site Name	Location	No. of Units	Timescale
H40	Land off Todmorden Road	Bacup	53	Years 1-5
H42	Land south of The Weir Public House	Weir	52	Years 6-10
H59	Land adjacent Dark Lane Football Ground	Newchurch	80	Years 1-5
H60	Johnny Barn Farm and land to the East	Cloughfold	80	Years 1-5
H68	Former Spring Mill (land off Eastgate and Westgate)	Whitworth	111	Years 1-10
H70	Irwell Vale Mill	Edenfield	45	Years 1-5
H71	Land East of Market Street	Edenfield	9	Years 1-5
H72	Land West of Market Street	Edenfield	400	Years 6-15
H73	Edenwood Mill	Edenfield	47	Years 6-10
H74	Grane Village	Helmshore	174	Years 1-10

It is expected that 1,600 units will be delivered within the first five years of the Local Plan period (2019 to 2024).

Policy HS2 “Edenfield” proposes residential development on Housing Allocation Ref. 72 subject to masterplan, implementation in accordance with an agreed Design Code (to include provision of a one form entry primary school if Edenfield Primary School cannot be expanded to the required level), a phasing and infrastructure delivery schedule for the area and an agreed programme of implementation in accordance with the masterplan.

2.3 Employment Requirement and Allocations

The plan allocates 27 ha of land for employment use (Use Classes B1, B2 and B8), of which 23 ha will comprise new sites, which are primarily located close to the A56 and A682 in line with market demand. Major employment sites are allocated in the following locations:

- Extension to Mayfield Chicks, Ewood Bridge (2.81 ha);
- Land North of Hud Hey, Haslingden (3.43 ha);
- Carrs Industrial Estate North Extension, Haslingden (5.67 ha);
- Extension of New Hall Hey, Rawtenstall (6.18 ha); and
- Baxenden Chemicals Ltd, Rising Bridge (4.92 ha).

Four mixed use sites, which include employment, are proposed at Waterside Mill (Bacup), Spinning Point (Rawtenstall), Isle of Man Mill (Water) and Futures Park (Bacup).

Key transportation issues are identified, including the Gyratory in Rawtenstall, enhancing the A56 corridor and potentially developing the heritage East Lancashire Railway as a commuter link.

2.4 Transport

Strategic Policy TR1 “Transport” sets out RBC’s proposals to enhance connectivity both within and outside the administrative area. The plan focuses on the following:

- Improving links to Greater Manchester and the M60/M62 and enhancements to the A56;
- Developing the potential of the East Lancashire Railway for both transport and tourism purposes;
- Developing the strategic cycle network (Valley of Stone Greenway/National Cycle Route 6) including links between the different routes and to neighbouring authorities;
- Addressing congestion hotspots identified in the Highway Capacity Study, especially the gyratory in Rawtenstall;
- Promoting sustainable transport solutions to address congestion and air pollution;
- Addressing known road safety issues;
- Integrating transport more effectively into proposals to improve the public realm where there are opportunities to do so, for example, the area outside Bacup Library and pedestrian links between Rawtenstall Railway Station and town centre; and
- Ensuring that development that generates significant movement is located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

A site for Park and Ride facilities will be protected at Ewood Bridge and is shown on the Policies Map.

2.5 Planning Obligations

Policy SD3 “Planning Obligations” states that, where developments will create demands for additional services, facilities and infrastructure or exacerbate an existing deficiency, the Council may seek a contribution or legal agreement to address this issue where it cannot be suitably addressed through the use of planning conditions or other mechanisms. Where sought, such contributions will reflect the most up to date national guidance and may include, but not exclusively, the following issues:

- Affordable housing;
- Public open space;
- Green infrastructure;
- Sustainable transport;
- Schools and educational facilities;

- Health infrastructure; and
- Sports and recreational facilities.

3 Education

3.1 Summary of August 2018 IDP

3.1.1 Overview

A summary of the IDP, August 2018 is provided below:

- Schools in Rossendale are the responsibility of Lancashire County Council (LCC), which has a statutory obligation to ensure that every child in Lancashire can access a mainstream school place.

3.1.2 Primary Schools

- There are 20 primary schools in Rossendale, which includes three Roman Catholic schools and nine Church of England schools.
- Primary schools are grouped by five key planning areas.¹ There is a projected shortfall of primary school places across Rawtenstall and Ramsbottom within the next five years based on the Borough's Five-Year Housing Land Supply data. Whitworth shows a limited number of places remaining.
- Planned development proposed at Edenfield may require either a school extension or a new school, the latter of which would cost in the region of £4 million. A standalone new primary school would be a Free School and would not be maintained by the education authority.
- It is likely that new classrooms will be required in the plan period. LCC will initially seek to expand existing school buildings, that may have the physical capacity to expand.
- Financial contributions from developers will be required to accommodate demand from new housing.

3.1.3 Secondary Schools

- There are six secondary schools across the District, which includes one Roman Catholic high school and a selective grammar school. There is a surplus of spaces at a District level, however, the capacity of individual schools varies, with Alder Grange and Haslingden regularly fully subscribed. Higher performing schools fill more quickly than less popular locations.
- LCC are not actively looking for additional secondary school sites however new housing supply is monitored for impact on secondary school provision. Where new places are needed, expansion of existing schools is preferred as infrastructure is already in place and costs are lower.

¹ Bacup and Stacksteads, Rawtenstall, Haslingden, Ramsbottom, Whitworth.

3.1.4 Sixth Form

There is no additional need for Sixth Form provision during the Local Plan period.

3.1.5 Education Specialist Needs.

Schools for children with special education needs are located at Tor View and Cribden House, Haslingden in addition to private provision.

3.2 Updated Position

3.2.1 Overview

This chapter of the IDP 2019 Update covers the provision of education infrastructure within Rossendale Borough Council's administrative area including primary and secondary schools.

Information in this update has been supplemented by discussions with the infrastructure lead.

The following sources have been used to populate this section:

Table 3: Education Chapter update: Information Sources

Type	Evidence
Document	Draft Rossendale Local Plan
Document	Rossendale Infrastructure Delivery Plan August 2018
Document	LCC Response to Regulation 19 Consultation
Document	School Place Provision Strategy 2017/18 to 2019/20
Website	Gov.uk guidance: Basic Need Allocations (updated 19 November 2018)
Stakeholder response	Lancashire County Council Schools Planning Team

3.2.2 Forecasting

LCC's Schools Planning Team update forecasting for school places twice annually, taking account of numerous demographic datasets (such as birth rates and migration patterns) and Five-Year Housing Land Supply data. Areas with a significant and sustained shortfall in available places or capacity are identified as "hotspots". This means that an area will be monitored because a need for additional places is expected to occur within five years.

A high degree of accuracy is attributed to forecasts within five years. Although it is possible to forecast up to 20 years ahead, the figures are based on more assumptions and are not considered to be robust owing to the inherent difficulties involved with forecasting across an extended timescale. Medium term forecasting can be completed subject to the availability of data within the housing land supply.

New forecasting has taken place since the publication of the IDP 2018, with the current forecast dated December 2018. The forecast is showing an improved position by comparison to the IDP 2018. The forecast demand at Edenfield is expected to be accommodated within existing schools within the first five years of the Local Plan, particularly as the majority of allocated sites are expected to be delivered later in the plan period.

New development sites and phasing of delivery.

The ‘operational point’ at which a new school becomes viable will vary between developments, depending on the masterplan, phasing and bedroom mix of the development. Similarly, the capacity of existing schools to accommodate children from a development’s early phases can also be affected by the bedroom mix, which in turn can affect the viability and delivery of development.

The School Planning Team will need further clarification on phasing and bedroom mix of new developments to enable it to forecast the point of need for additional education provision associated with new development sites.

3.2.3 Primary Schools

The below summary is based on the five-year forecast 2018/19 to 2023/24 informed by information contained within RBC’s Five-Year Housing Land Supply document. It should be noted the figures are based on the planning area and not the individual schools potentially affected by developments. Schools are potentially operating at or above their capacity.

Bacup and Stacksteads: no shortfall over the next five years.

Haslingden: no shortfall over the next five years.

Ramsbottom: current shortfall up to 2020/21 improving beyond this date. (It should be noted that this forecast does not include the allocation of Edenfield strategic site – see heading below).

Rawtenstall: no shortfall of places over the next five years.

Whitworth: shortfall of places 2020/21. The situation will continue to be monitored by future forecasts and updated information received from RBC.

Edenfield

Policy HS2 “Edenfield” allocates land at Housing Allocation (Ref. H72) for residential development. The allocation proposes approximately 400 dwellings on Land to the West of Market Street, with delivery in 6-10 years. However, the allocation should be read alongside three additional sites in Edenfield with capacity for 101 additional dwellings in total (Refs. H70, H71 and H73).

The Edenfield allocations are located within the Ramsbottom Primary Planning Area, which is identified as a hotspot in the LCC School Place Provision Strategy 2017/18 to 2019/20. The sites propose approximately 500 new homes overall, which would significantly impact on existing primary schools in the area over the

life of the plan. It is expected that additional school places will be required as the development comes forward.

There are two options considered for Edenfield either expansion of existing primary schools or provision of a new school. Funding for school expansion would need to be secured through Section 106 contributions and the Basic Needs Allocation. Timing of the development will need to be carefully considered to meet the pupil yield of the early development phases whilst ensuring existing schools are not destabilised. A new school may be required depending on the circumstances of the housing. The emerging Local Plan is seeking to protect land adjoining the existing school should expansion be necessary.

3.2.4 Secondary Schools

The district as a whole is considered when assessing the secondary school place provision, there are 6 schools across the district. At the district level there is currently surplus capacity across the provision, however, a number of individual schools are operating above their capacity. LCC are in early discussions with one of the schools with surplus capacity to reduce its Pupil Admission Number (PAN). The discussions are ongoing, and this reduction will have bearing on the overall surplus capacity when implemented. It should be noted this may result in a shortfall of places, therefore there is the potential future need to expand existing schools, the situation is ongoing and will be closely monitored.

3.2.5 Nurseries, Sixth Form, Education Specialist Needs

There is no reported update to these sections of the 2018 IDP.

3.2.6 Funding and delivery

LCC has a proven record of delivering quality school places for the children of Lancashire. However, demand for school places continues to increase as the funding allocated to local authorities reduces.

Education provision to meet demand is funded through the Basic Needs Allocation, which is provided by the Education and Skills Funding Agency (ESFA) on behalf of the Department for Education (DfE). Funding from ESFA is allocated two years in advance and covers a two-year period. Funding is also allocated for children and young people with special educational needs and disabilities through the Special Provision Capital Fund.

Funding for additional school places is based on the forecast pupil population. In total, funding is provided for the creation of 2,109 places during the period 2019-2021. For 2020/2021, funding from the ESFA for Lancashire will be £13,652,340, towards the cost of providing a total of 1,000 additional places across the county. The Basic Needs Allocation is ring-fenced for investment in the expansion of schools, to meet predicted shortfalls in school places. The allocation is calculated by determining a shortfall for the target year, which is the difference between pupil numbers (uplifted by 2%) and future school capacity, and adding these

shortfalls for each local authority, which is done separately for primary and secondary. A series of adjustments are then applied.

Future constraints are likely to arise in areas where the potential to expand existing schools is limited. Increasingly, there is an expectation that developers will need to contribute to the cost of school expansion required as a direct result of development.

According to LCC's School Place Provision Strategy 2017/18 to 2019/20:

“where new housing development creates a demand for school places in excess of those available, the Council will expect district councils to work with us to seek a financial contribution from the developers, which is proportionate to impact, in order to mitigate against the effect on education infrastructure. With reduced capital available to the Council, in areas where housing development contributions are secured from developers to mitigate the impact of their development, the authority will be able to be more responsive to emerging need and able to provide additional places more quickly than in areas where this is not the case”.

LCC's education contribution methodology estimates a cost to provide a new place in 2018 as £15,753 for a primary school place and £23,737 for a secondary school place. When compared to the £13,652 per place received from through the Basic Needs Allocation, this shows a deficit of between £2,100 and £10,100 per school place.

LCC therefore has a policy in place to seek contributions from developers to address the shortfall in funding.

LCC's education contribution methodology document sets out the process for assessing the likely impact of development against the capacity of primary schools within two miles and secondary schools within three miles. In line with this guidance, planning obligations will generally be sought where these schools are:

- Already over-subscribed;
- Projected to become over-subscribed within five years; or
- A development results in demand for a school site to be provided.

Local Plan policy SD3 requires development to provide contributions to infrastructure where demand is generated for additional services or where existing deficiencies are exacerbated.

In the context of funding constraints, LCC's strategy is to provide additional places at existing schools wherever possible, rather than commissioning new school development, whether expansion or a new site. This is generally pursued only where other options for accommodating demand have been exhausted. The quality and popularity of schools, in/out migration and parental choice all contribute to variations in demand across a geographic area, requiring frequent re-assessment on the part of the Schools Planning Team to understand where interventions are likely to be required. Strategies to improve schools' capacity include qualitative improvements to schools, such as better performance

standards, which can assist in improving take up of places where there is capacity. Students at the secondary level tend to be more mobile than primary students as they are more likely to travel independently, which in turn widens the choice of available schools, influencing trends for in/out migration.

Figures on the cost of new school provision reported in the IDP 2018 should be heavily caveated, with any scheme requiring full feasibility and cost analysis. The £4 million figure for a new primary school quoted in the 2018 IDP is based on a standard one form entry primary school and should be revised to £4.5 million as a minimum. Estimated figures for school expansions are based on new classrooms only, excluding associated facilities such as toilets, cloakrooms and storage.

Since the Education Act 2010 local authorities no longer have the power to open new schools as the Act sets out a presumption that any new schools will be an academy or free school, with a sponsor and approval for funding to be given by the ESFA. This means that, whilst LCC will seek to influence the future location of new schools, the final decision regarding delivery will be made by the ESFA.

3.2.7 Infrastructure scheme summary

The following table sets out planned and potential schemes for educational provision in Rossendale over the Plan period.

Table 4: Infrastructure Scheme Summary: Education

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost	Gaps in Funding
E1	Borough-wide	New classrooms (subject to need)	M	LCC	LCC/DfE Section 106	Estimated min. £140,000 to £165,000 per classroom ²	Gap
E2	Edenfield	New School or Extension (subject to masterplanning)	M	Unknown	As above	Estimated min. £4.5 million ³	Gap

² As per Rossendale IDP 2018.

³ As per LCC Stakeholder response.

4 Transport

4.1 Summary of August 2018 IDP

4.1.1 Overview

The 2018 IDP focused on highways infrastructure and cycling networks with key findings summarised below. It did not review bus, rail and walking provision. This has been addressed in the IDP 2019 Update.

Local and strategic highways

- Road infrastructure in Rossendale is the responsibility of LCC as Highways Authority. The Strategic Road Network (SRN) is the responsibility of Highways England (HE).
- The topography of Rossendale limits opportunities for road widening or improving junctions. Congestion is a known issue in a number of locations in Rossendale, particularly in peak hours. Roadworks contribute to significant delays due to the lack of alternative routes.
- Recent improvement projects include the Townscape Heritage Initiative for Bacup and a new Bus Station in Rawtenstall (both delivered by LCC), a signalised roundabout at Rising Bridge and modelling to improve Simister Island (M60 J18 in Bury), which is a key pinch point for traffic from Rossendale (delivered by HE).
- The 2018 IDP identified a scheme to improve Simister Island (M60 J18 in Bury). This junction is part of the Manchester North West Quadrant study area for which Highways England is working to identify options for delivery of improvements across the wider part of the network in the period post 2020.
- The A56/M66 corridor is of strategic importance to Rossendale due to its links to Manchester, the M60 and M62. A study of the corridor published in 2016 recommended options for highways and bus service improvements. It is being looked at as part of the Transport for the North (TfN) Central Strategic Corridor Study, which will inform the Strategic Plan. (Note: the Central Strategic Corridor Study has been corrected to read the “Central Pennines Strategic Corridor Study”. This was published in February 2019).
- Mott McDonald undertook a study of key junctions in Rossendale to identify whether they were capable of accommodating Local Plan traffic growth. The Study is being discussed with LCC and Highways England. Ongoing work is being carried out by Mott McDonald to identify access points to allocated employment sites.
- Air Quality Management Areas (AQAs) have been declared at Bacup Road/Bury Road junction in Rawtenstall and Haslingden Sykeside roundabout.

Cycling

- The majority of the East Lancashire Strategic Cycle Network is located within Rossendale. Improvements to National Cycle Route 6 are expected to be completed by the end of the first year of the Local Plan.
- HE is expected to contribute to all the costs of the NCN cycleway along the A56 in Haslingden.
- Five complementary cycle routes are proposed, which would be implemented after 2020. Funding has not yet been confirmed.

4.2 Updated Position

4.2.1 Overview

This chapter of the IDP 2019 Update covers the provision of transport infrastructure within RBC's administrative area including highways, walking, cycling, and public transport.

Information in this update has been supplemented by discussions with the infrastructure leads.

The following sources have been used to populate this section:

Table 5: Transport Chapter update: Information Sources

Type	Evidence
Document	Draft Rossendale Local Plan
Document	Rossendale Infrastructure Delivery Plan August 2018
Document	Transport for the North Strategic Plan (February 2019)
Document	Transport for the North Investment Strategy (February 2019)
Document	Greater Manchester Transport Strategy 2040: Draft Delivery Plan 2020-2025
Document	East Lancashire Highways and Transport Masterplan
Document	Highway Capacity Study (1 October 2018)
Document	A56/M66 Gateway Study Stage 3: Conditional Output Statement
Document	Restoring the Valley-to-City Link: Rawtenstall-Bury-Rochdale-Manchester Rail Corridor: Early Strategic Case for Investment
Document	Rossendale Rail Link Report to Full Council (12 December 2018)
Document	Economic Development Strategy for Rossendale 2018-2033
Press Release	£1.6 billion Stronger Towns Fund launched (4 March 2019)
Stakeholder response	Lancashire County Council Highways
Stakeholder response	Highways England
Stakeholder response	RBC Economic Development
Website	Bury Council: East Lancs Railway Trust (www.bury.gov.uk)

4.2.2 Forecast: Local and strategic highways

Road infrastructure in Rossendale is the responsibility of LCC as Highway Authority. The Strategic Road Network (SRN), which in Rossendale comprises a small section of the M66 and A56, is the responsibility of Highways England. There are no routes in Rossendale on DfT's Major Road Network, which attracts funding from central government. It should be noted that DfT's Major Road Network which is separate to the Major Road Network designated by Transport for the North.

Much of the urbanised area within Rossendale is located along the road network. The topography of the Borough, which is characterised by valleys, along with difficult ground conditions, limits the opportunity to widen roads or provide alternative travel routes. The constrained nature of the road network leads to congestion which can extend beyond typical peak hours, particularly at Rawtenstall Gyratory which is an intersection linking a number of key corridors and is a gateway to Rossendale from the west.

Other key local junctions that currently experience congestion include Haslingden Rd/Manchester Rd (Tesco) Roundabout at Syke Side Haslingden; Tup Bridge signalised junction (St. Marys Way) in Rawtenstall; the mini roundabout in Waterfoot; staggered priority crossroads at Burnley Rd East/Booth Rd in Booth Fold; Toll Barr mini-roundabout in Stacksteads and James Square in Bacup.

The M66 is of particular importance to Rossendale as it provides the main corridor for commuters and visitors to and from Greater Manchester. The road experiences congestion during peak hours and increasingly during the day. Problems with congestion and bus reliability on the A56/M66 corridor have been recognised as a key strategic issue for a number of years, risking prospects for economic growth within Rossendale and limiting residents' access to Greater Manchester.

East Lancashire Highways and Transport Masterplan

Owing to the difficulties presented by the existing road network within and beyond the Borough, numerous studies have been undertaken in recent years to assess issues affecting the road network.

The East Lancashire Highways and Transport Masterplan, adopted by LCC in February 2014, recommended that further work be undertaken to consider how links to Greater Manchester could be improved, giving consideration to roads within Greater Manchester's administrative area, as well as potential rail links to Rossendale and East Lancashire.

A study was subsequently progressed in three stages. The third stage comprised the A56/M66 Gateway Study Conditional Output Statement, published in February 2016. This report recommended improvements to the existing X41/X43 express bus service, with options identified including upgrading the M66 to a Smart motorway, introducing bus priority measures between the M60 and Manchester city centre, or diverting the X43 (which links Nelson, Burnley and Rawtenstall with Manchester city centre) onto another route to improve journey times and reliability.

The study found that upgrades to the East Lancashire Railway (to link directly to the National Rail Network) would not be commercially viable on the basis of high capital costs and projected passenger numbers. As a result of further work undertaken by the Council, RBC have formally adopted a policy objective of establishing a commuter rail connection.

The A56/M56 Corridor was looked at as part of the TfN Central Pennines Strategic Corridor Study, which informed the TfN Strategic Plan.

Transport for the North Strategic Plan

Transport for the North (TfN) published their Strategic Plan in February 2019. The Plan supports a ‘whole journey’ and ‘total network’ approach to transport planning, targeting short trips that can be taken by walking, cycling or public transport. The Plan identifies a ‘Major Road Network’, which consists of the North’s most economically important roads, and includes both SRN and local roads. TfN’s MRN designation may assist in attracting resources in future, particularly where links with economic growth can be identified.

TfN’s Investment Programme includes the following priorities of relevance to Rossendale⁴:

- M66 smart motorway and junction improvements;
- A56 corridor improvements (M65 to M66); and
- Rossendale to Manchester public transport connectivity.

These priorities are identified as post-2027 improvements.

M60/M62 Junction 18/M66 Simister Island Improvements

The M60 Junction 18 in Bury is a key pinch point for traffic from Rossendale. Highways England have progressed options for addressing the congestion and traffic flow issues identified. Delivery of the scheme is subject to DfT funding, which is linked to the five-year Road Investment Strategy (RIS) periods. RIS2 (2020-25) funding and programme of major schemes is expected to be announced in late 2019.

Rossendale Highway Capacity Study (October 2018)

This study was commissioned by RBC. The purpose of the study was to assess 17 junctions in Rossendale in order to identify the capacity for accommodating the quantum of growth set out in the Local Plan. The study identified that the planned growth is likely to be accommodated on the existing local highway network without intervention to the year 2024. Following this, intervention may be necessary on nine of the junctions analysed, which are:

- The Gyratory, Rawtenstall;
- Haslingden Roundabout/Tesco Roundabout, Haslingden;

⁴ TfN Investment Programme Table 4: Later Phases of Northern Powerhouse Rail and Further Potential Interventions.

- Rising Bridge Roundabout, A56;
- Grane Road/Holcombe Road Junction, Haslingden;
- Grane Road/A56 Junctions, Haslingden;
- Rochdale Road/Market Street Roundabout, Edenfield;
- Waterfoot Roundabout, Waterfoot;
- Toll Bar Roundabout, Stacksteads; and
- A682/A56 Southbound Merge (Strategic Road Network, south of Rawtenstall/New Hall Hey).

Notwithstanding the commissioned study with its nine junctions, the local highway authority have indicated other junctions which suffer from congestion. These are:

- Tup Bridge signalised junction, Rawtenstall;
- Staggered priority at Burnley Road East/Booth Road, Booth Fold; and
- James Square roundabout priority, Bacup.

Potential Mitigation

The junctions experiencing congestion identified in the Highway Capacity Study and by RBC (as listed in the preceding section) indicate the locations where highway changes and mitigation will be likely over time as a result of the Local Plan.

For each of the nine junctions identified for possible mitigation in the Highway Capacity Study, a range of possible solutions are identified, with a cost estimate provided for solutions deemed the most appropriate. The estimates are caveated in that they do not incorporate the cost of any land acquisition required, land compensation (part 1 claims), alteration to statutory undertakers' infrastructure, changes or provision of structures (retaining walls/bridges/culverts etc.), earthworks over and above typical excavation or other unforeseen construction requirements and are subject to detailed highway, signal and drainage design. As such, the costs estimates should be considered for illustrative purposes only at this stage.

The study explores 16 options for improvements to the capacity of the Rawtenstall Gyratory, which is the key junction in Rossendale. The Gyratory, and associated junctions, is expected to accommodate growth within the first five years of the plan (however is subject to regular monitoring of traffic flow, delay and safety), with interventions likely to be required beyond this. The report recommends that all 16 options are interrogated further if and when the need for upgrades and improvements exists. Options 5 to 8 would require relocation of the fire station, potentially within the new roundabout, whereas Options 9 to 16 would require the fire station to be relocated entirely. The lowest cost option retains the fire station in its current location.

The potential to relocate the fire station is significantly constrained by the need to ensure that the fire service is able to respond to an emergency within five minutes

of receiving a call, the proximity of retained fire-fighters (i.e. who have other jobs) and the lack of sites for alternative provision. Therefore, it is important that further investigation of options is carried out in consultation with Lancashire Fire Rescue.

The high estimated capital cost of the schemes identified, in addition to wider strategic priorities to support sustainable travel modes, means that the pressures added to the road network by the growth proposals set out in the Local Plan will need to be addressed through a combination of prioritising capital works, where these are deemed to be necessary, whilst ensuring that use of sustainable travel modes, such as walking, cycling and public transportation, are encouraged and accommodated where possible.

Recommendations

It is recommended that monitoring of junctions (traffic flow, delay and safety) is carried out in the early stages of the Local Plan to inform the extent and timing of the interventions likely to be necessary. It is also recommended that a study is carried out to identify improvements along the A681 corridor between Rawtenstall to Bacup, and other locations as identified, which would assess the impact of on-street parking, bus stop locations, sustainable travel needs including crossings, foot/cycle/carriageway changes and technological improvements that could assist in improving the capacity, reliability and safety along key corridors. As part of this study, improvements recommended in the Highway Capacity Study would be considered for delivery in line with demand and sustainable travel need.

4.2.3 Forecast: Sustainable Travel

The preceding analysis demonstrates that opportunities for road capacity improvements are severely limited in Rossendale due to topographic and physical constraints. A further risk to delivery is the high estimated costs of capital improvements provided in the Highway Capacity Study. Therefore, greater emphasis can be placed on alternative approaches such as sustainable travel modes. Improved participation rates for cycling and walking (particularly for short journeys) will further assist in supporting improved health outcomes for residents of the Borough.

Walking

Policy TR1 of the Local Plan seeks to integrate transport more effectively into proposals to improve the public realm where there are opportunities to do so, for example, the area outside Bacup Library and pedestrian links between Rawtenstall Railway Station and town centre.

The recent improvements in the cycle network in Rossendale are also designed to be suitable for use by pedestrians, and to provide access to employment sites, places of education and other services.

Rossendale has the highest density of Public Rights of Way (PRoW) in Lancashire which provides access to the urban fringe areas, smaller settlements and the wider countryside. However, many of these routes have steep gradients or

require improvement in terms of surfacing and are therefore not suitable for people with restricted mobility. LCC has a rights of way improvement plan which sets the priorities for the rights of way network across the county.

Cycling

Cycling infrastructure in East Lancashire has seen substantial investment through £5.85 million in funding to create the East Lancashire Strategic Cycleway Network, which includes £4.5 million to upgrade to the National Cycle Network Route 6 (NCN6) from the border with Bury at Stubbins to the border with Hyndburn at Rising Bridge, and the Valley of Stone Greenway from Rawtenstall town centre to the Rochdale border. Both routes utilise former railway lines and are intended to provide sustainable, multi-user routes parallel to the main roads through the Rossendale Valley.

The work is expected to be completed in the first year of the plan period (approximately £2 million to be spent in 2019/20). It is hoped that HE will contribute all the funding to deliver the sections of the NCN6 cycleway next to the A56 in Haslingden. Additional links are earmarked for completion beyond 2020, although funding has yet to be confirmed. These include:

- Valley of Stone to NCR6 link (submitted as a potential scheme in the RIS2 programme);
- NRC6 to Haslingden town centre;
- Valley of Stone to Bacup town centre;
- Rawtenstall railway station to New Hall Hey retail park;
- Rawtenstall to Dunnockshaw.

Local Cycling and Walking Infrastructure Plans (LCWIPs) are in an early stage of development in Lancashire and these will set out the future priorities for new cycling and walking schemes based on an agreed methodology. The LCWIP for East Lancashire including Rossendale has yet to commence, however, this is expected to begin within the next 18 to 24 months, with further schemes for sustainable transport improvements likely to be identified as part of this process.

LCC allocates approximately £0.5 million per annum for cycling safety schemes on a County-wide basis. The programme is developed based on data that highlights areas of concern to target interventions, which normally include lining, signage and infrastructure works. The proposed 2019/20 programme will be presented to Cabinet in April 2019.

Public Transport: Rail

Historic railway connections to and within Rossendale were closed to passengers at various stages between 1947 and 1972. Freight services ceased in 1980 with the closure of the Rawtenstall coal terminal. Today, the East Lancashire Heritage Railway Trust operates heritage trains along a 13-mile route between Heywood, Bury and Rawtenstall, calling at six stations. The Trust is made up of three local authorities (Bury Council, RBC and Rochdale Metropolitan Borough Council) and the East Lancashire Light Railway Company.

Although the heritage operation is successful, attracting 200,000 visitors per year, it does not serve commuters and as such Rossendale residents do not have access to the National Rail network. This limits accessibility for residents seeking employment opportunities outside the Council's administrative area, particularly within Greater Manchester. Research has shown that 14,000 residents of RBC leave the Borough daily for work, 9,000 of whom travel to Greater Manchester). Options to re-establish the East Lancashire Railway have been explored in recent years to improve commuting conditions, enhance the economic development potential of the Borough, and support sustainability objectives.

RBC commissioned an early strategic case for investment study which was produced by the Centre for Economic and Business Research in December 2018. The study identified five possible options that could be taken forward to deliver a commuter connection for Rawtenstall, Ewood Bridge (Park and Ride), Irwell Vale and Stubbins with Manchester. This would involve either a Network Rail connection at Castleton South Junction to access Manchester Victoria, or a tram-train operation linking in with the Metrolink near Bury.

TfN have included Rossendale to Manchester public transport improvements in their 2020-50 strategy as a potential pipeline project starting post 2027. To facilitate the next step the Valley City Link steering group has been formed, bringing together key stakeholders and partners including TfGM, LCC and TfN. RBC officially adopted the policy objective of establishing a commuter rail connection that integrates with the East Lancs Heritage Railway at full Council meeting in December 2018. A park and ride site at Ewood Bridge is allocated on the Local Plan policies map.

Public Transport: Bus

A correction highlighted for the 2019 Update is that the new Rawtenstall Bus Station (referenced in bullet point 3 of section 4.1.1) is being delivered via the Rossendale Together Barnfield Partnership (RTB Partnership) and being constructed by Barnfield Investments. The scheme is funded through LCC, RBC and the LEP's Local Growth Fund. The total cost is £5.28 million.

In the short to medium term, improvements to bus operations are likely to be the most appropriate option to connect residents of Rossendale to employment opportunities in Greater Manchester and ease congestion on the road network. The express bus services (X41 and X43) connect Rossendale to Manchester City Centre and operate on a 20 to 30-minute frequency through rush hour. Improvements to these services were recommended in the A56/M66 Gateway Study (February 2016) to improve journey times and reliability. Improvements could assist in incentivising travel by bus and help to alleviate pressure on the road network. Figure 1 shows the bus network across Rossendale.

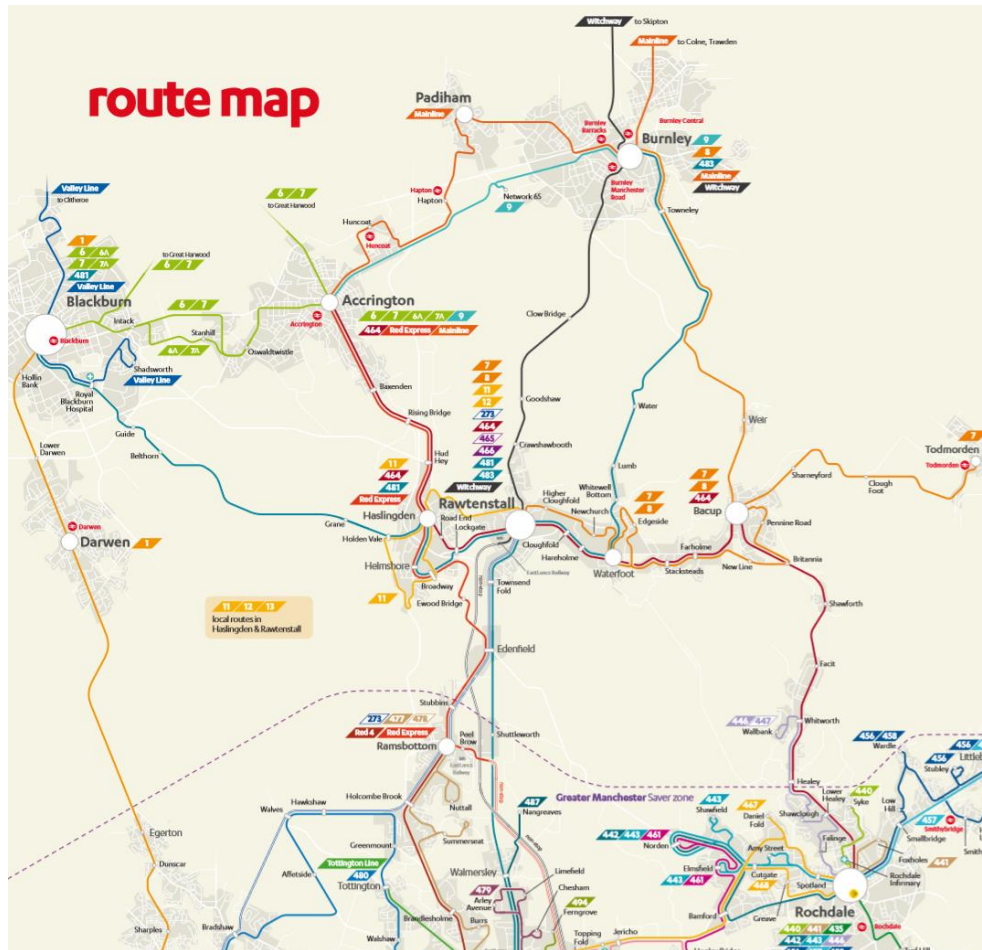


Figure 1 Rossendale Bus Route map. Source: Russo Bus.⁵

The approach to promote the use of public transport is consistent with Strategic Policy TR1, which supports the promotion of sustainable transport solution to address both congestion and air pollution. As part of this strategy, a Park and Ride site is earmarked for protection at Ewood Bridge (shown on the Policies Map).

Transport for Greater Manchester aspire to see 50% of all journeys in Greater Manchester to be made by walking, cycling and public transport by 2040. As part of the Transport Strategy, TfGM are aiming to complete business cases for early delivery of Quality Bus Transit between Bury/Rochdale and Rochdale/Oldham and a Tram-Train Pathfinder project between Rochdale and Heywood. A new express bus corridor and local bus network are earmarked for the M62 North East Corridor (Northern Gateway), with connection to the M66.

4.2.4 Funding and Delivery

RBC will work closely with LCC, neighbouring authorities, regional agencies, government departments and other bodies to maximise delivery and funding

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http://www.buscms.com/Rossendale/uploadedfiles/Rossendale_network_map_MASTER_A3_jan19_-_proof.pdf

opportunities to improve infrastructure and services for all modes of transport over the wider network including road and public transport (bus and rail).

The National Productivity Investment Fund was announced in the Autumn Statement 2016 and continues to be relevant. This included £2.6 billion to tackle congestion on roads and transport networks. A proportion of this funding was allocated directly to highway authorities which includes £4.655 million to LCC in 2017/18. This funding has been allocated to schemes in the county which do not directly affect the Rossendale Local Plan. A further £740 million was made available for local authorities to bid for funds towards schemes with a value of between £2 million and £5 million which have a local contribution of 30% or more. LCC submitted bids for four schemes through this funding, none of which directly affect the Rossendale Local Plan.

LCC as local highways authority receives block grant funding from government to support local transport infrastructure improvements. In 2018/19 and 2019/20, Lancashire County Council will receive £6.054 million per year in integrated transport block funding, to fund capital schemes on the local road network up to the value of £5 million per scheme. LCC also prepares a local transport plan which sets its priorities for improving transport in the county.

RBC as local planning authority can secure funding from developers through the Section 106 process to make transport improvements required as a direct result of development. In the 12-year period to 2018/19, RBC secured developer contributions of more than £422,000 from developers towards transport. However, these funds were secured towards the implementation of parking restrictions, public transport improvements and improvements towards walking and cycling routes and facilities. Outstanding unpaid commitments from developers of approximately £37,000 are similarly restricted to the provision of bus improvements and parking restrictions.

The recently published Economic Development Strategy for Rossendale seeks to promote sustainable economic growth in the Borough, improve connectivity with Greater Manchester and West Yorkshire and attract investment. The Strategy is expected to generate significant private sector investment and identifies a requirement for over £200 million public sector investment in rail and road infrastructure.

Longer term, the proposal to re-establish the East Lancashire Railway link is will require substantial investment. The rail link will need to be included in linked transport strategies to assist in securing future allocations from central government. This may include the DfT's Rail Network Enhancements Pipeline process.

4.2.5 Infrastructure scheme summary

The following table sets out planned and potential schemes for transport provision in Rossendale over the Plan period.

Table 6: Infrastructure Scheme Summary: Transport

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Potential Delivery Mechanism	Cost ⁶	Gaps in Funding
T1	Junctions identified in T2-T7	Monitoring	H	LCC	LCC/RBC	Unknown	Gap
T2	A681 Corridor Rawtenstall to Bacup (and other locations as identified)	Corridor improvements (including potential improvement schemes identified at Waterfoot roundabout improvements and Toll Bar Roundabout, Stacksteads, Tup Bridge Rawtenstall, Staggered crossroads on Burnley Road Booth Fold, St James Square, Bacup)	M	LCC	LCC/RBC/ Section 106	Unknown	Gap
T3	Rawtenstall	Gyratory improvements	M	LCC	LCC, DfT, Local Prosperity Fund, HIF (or replacement), Section 106	Estimated min. £900,000	Gap
T4	Haslingden	Haslingden Roundabout/Tesco roundabout	M	LCC/RBC	As above	Estimated min. £1,500,000	Gap
T5	Rising Bridge	A56 Roundabout	M	HE/LCC/RBC	As above	Estimated min. £1,000,000	Gap
T6	Haslingden	Grane Road/Holcombe Road Junction	M	LCC/RBC	As above	Estimated min. £600,000	Gap

⁶ Cost estimates for highway transportation schemes based on Highway Capacity Study (2018). Estimated costs are exclusive of land acquisition, land compensation (part 1 claims), alteration to statutory undertakers' infrastructure, changes or provision of structures, earthworks over and above typical excavation or other unforeseen construction requirements and are subject to detailed highway, signal and drainage design. Cost estimates are provided for illustrative purposes only. Cycle scheme estimated costs based on Rossendale IDP 2018.

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Potential Delivery Mechanism	Cost ⁶	Gaps in Funding
T7	Haslingden	Grane Road/A56 junctions	M	LCC/RBC	As above	Estimated min. for Scheme 1 £850,000 Estimated min. for Scheme 2 £25,000	Gap
T8	Edenfield	Rochdale Road/Market St Roundabout	M	LCC/RBC	As above	Unknown	Gap
T9	X41/X43 Bus services	Reliability and journey time improvements	L	Unknown	Unknown	Unknown	Gap
T10	Strategic Road Network A682/A56 SB	A682/A56 SB Merge	L	HE	DfT RIS 04 (2030 onwards)	Estimated min. £10-25 million	Gap
T11	NCR6 Valley of Stone to NCR6 link	NCR6 Complementary route	L	LCC/HE	RIS 02	Est. £520,000	Gap
T12	NCR6 to Haslingden town centre	NCR6 Complementary route	L	LCC	Unknown	Est. £69,000	Gap
T13	NCR6 Valley of Stone to Bacup town centre	NCR6 Complementary route	L	LCC	Unknown	Est. £452,000	Gap
T14	NCR6 Rawtenstall railway station to New Hall Hey retail park	NCR6 Complementary route	L	LCC	Section 106	Est. £100,000	Gap
T15	NCR6 Rawtenstall to Dunnockshaw	NCR6 Complementary route	L	LCC	Unknown	Unknown	Gap
T16	East Lancashire	Valley City	L	TfGM/LCC/	DfT, TfGM	Unknown	Gap

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Potential Delivery Mechanism	Cost ⁶	Gaps in Funding
	Railway Line	Railway Link		Network Rail/Vall ey City Link Steering Group			
T17	Ewood Bridge	Park and Ride	L	RBC	DfT, RBC, LCC	Unknown	Gap

5 Utilities

5.1 Summary of August 2018 IDP

5.1.1 Overview

A summary of the IDP, August 2018 is provided below:

Water and Sewerage

- Water infrastructure in Rossendale is the responsibility of United Utilities, although numerous private suppliers operate in rural areas.
- A number of reservoirs are located within Rossendale: Grane (Helmshore), Clowbridge (Loveclough), Clough Bottom (Whitworth), Cowm (Whitworth) and Cowpe (Waterfoot).
- No concerns have been raised in principle with regard to the scale of development proposed in the Local Plan.
- Impacts of specific development proposals will be considered at the planning stage, with particular consideration given to industrial uses with high water demand and proposals on catchment land. Network assets will be considered where they are near to or within development sites.
- Irwell Valley Treatment Works serves the whole Borough. Improvements are planned in 2023-2025 to improve water quality on the River Irwell to meet the Water Framework Directive.
- Sustainable Urban Drainage Systems will be prioritised in new development. Betterment in surface water drainage rates should be achieved on brownfield sites.
- Information on flood risk is provided in Chapter 6.

Electricity

- The electricity network in England and Wales is the responsibility of National Grid, with local distribution companies responsible for distribution to homes and businesses.
- A high voltage route crosses the north of Rossendale between Shawforth, Weir and Clowbridge Reservoir. Upgrading and maintenance work is underway, with renewal of towers programmed in the first five years of the Local Plan. Further work is anticipated at the end of the Plan period.
- Specific development proposals are not expected to cause a significant direct impact on National Grid's infrastructure, which tends to be driven by growth in overall regional demand.
- The local electricity supply network is operated by Electricity North West. The network is generally adequate however a number of substations are at capacity and will require enhancement to accommodate major development. Existing cabling may require updating.

Gas

- The high-pressure gas transmission system in England, Scotland and Wales is the responsibility of National Grid.
- New transmission infrastructure tends to be driven by growth in overall regional demand and changes in patterns of supply.
- A high-pressure pipeline managed by Cadent runs through the west of the Borough. There are no known plans to enhance the network in Rossendale.

Telecommunications

- The Government, working with LCC and Openreach, is working on delivering high speed rural broadband as part of Broadband Delivery UK. Openreach is committed to upgrading cabinets without high speed broadband where more than 30 new houses would link into it, or where they are approached by the local community via Community Fibre Partnerships.
- Rossendale has some gaps in mobile coverage due to its topography. Mobile operators have short term rolling plans to improve coverage.

5.2 Updated Position

5.2.1 Overview

This chapter of the IDP 2019 Update covers the provision of utilities infrastructure within Rossendale Borough Council's administrative area including water and sewerage, electricity, gas and telecommunications. Flood risk is provided in a separate chapter within this IDP Update.

Information in this update is supplemented by written feedback from the infrastructure leads.

The following sources have been used to populate this section:

Table 7: Utilities Chapter update: Information Sources

Type	Evidence
Document	Draft Rossendale Local Plan
Document	Rossendale Infrastructure Delivery Plan August 2018
Stakeholder response	Electricity North West
Stakeholder response	United Utilities
Stakeholder response	National Grid
Website	Electricity North West

5.2.2 Forecasting

Water and Sewerage

The reference to Irwell Valley Treatment Works should be amended to read ‘Rossendale Wastewater Treatment Works’ (WwTW). There are no other reported changes to the 2018 IDP with respect to water and sewerage.

Electricity

National Grid Electricity System Operator (NGESO) operates the national electricity transmission system across Great Britain and National Grid Electricity Transmission plc (NGET) owns and maintains the network in England and Wales, providing electricity supplies from generating stations to local distribution companies. The company does not distribute electricity to individual premises directly, which is the role of local distribution companies. The distribution operator for the North West region is Electricity North West (ENW).

National Grid confirmed that specific development proposals within Rossendale are unlikely to have a significant direct impact upon National Grid’s electricity transmission infrastructure, as network developments to provide supplies to the local distribution network are as a result of overall regional demand growth rather than site specific developments. If new infrastructure is required in response to an increase in demand across the local electricity distribution network, ENW may request improvements to an existing National Grid substation or a new grid supply point.

Updated information on the capacity of primary substations serving Rossendale was provided by ENW using the heat map tool on ENW’s website. The results displayed in Table 8 below.

Table 8. Substation capacity.

Primary Substation	Voltage (kV)	Primary Substation Location		Demand Headroom (MW)	
		Easting	Northing	Firm	N-0
Church	6.6	374687	428919	5.6	11.6
Blackburn Rd Clayton	6.6	374632	430529	11.3	19.0
Cog Lane	6.6	382462	432232	2.4	12.8
Grane Rd	6.6	378312	422726	11.0	15.0
Great Harwood	6.6	373765	431955	9.5	17.6
Hareholme	6.6	382535	422283	8.1	12.7
Hyndburn Rd	6.6	375688	428877	3.7	16.0
Kay St	6.6	373863	427594	11.8	15.9
Prinny Hill	6.6	378328	423395	11.0	15.0
Rawtenstall Rd	6.6	379395	422143	8.7	13.3
Strawberry Bank	6.6	376338	429396	6.3	15.0
Stubbins	11	379112	418005	15.8	28.8
Wesley Place Bacup	6.6	386475	422130	12.4	17.0

The tool should be used as a guide only and should not replace detailed assessment carried out at the planning application stage. Some HV circuits may require reinforcement as a result of development, again this would require detailed assessment when a formal application is made.

The Local Plan is used to inform electricity demand forecasting and network planning to identify the most cost efficient and risk averse options to facilitate growth.

Any information around decarbonisation of heating and transport (such as EV chargers, adoption of heat pumps, planning policy requirements for installation of EV chargers in new developments) should be shared with Electricity North West to inform future forecasting and network planning.

Gas

National Grid Gas plc (NGG) owns and operates the high-pressure gas transmission system in England, Scotland and Wales. This consists of around 4,300 miles of pipelines and 26 compressor stations connecting to eight distribution networks. New gas transmission infrastructure developments (such as pipelines and associated installations) are periodically required to meet increases in regional demand and changes in patterns of supply. Developments to the network occur as a result of specific connection requests, for example power stations, and requests for additional capacity on the network from gas shippers. As with electricity, network developments to provide supplies to the local gas distribution network generally arise as a result of overall regional demand growth rather than site specific developments.

In the UK, gas leaves the transmission system and enters the distribution networks at high pressure. It is then transported through a number of reducing pressure tiers until it is finally delivered to consumers. There are eight regional distribution networks, four of which are owned by Cadent Gas, now separated from National Grid (previously known as 'National Grid Gas Distribution Ltd'). The gas distributor for the North West region is Cadent Gas Ltd.

There is no reported change to the 2018 IDP position with respect to gas infrastructure.

Telecommunications

There is no reported change to the 2018 IDP position with respect to telecommunications infrastructure.

5.2.3 Funding and delivery

The scope of the improvement works planned for the Rossendale WwTW planned for 2023 to 2025 falls within Asset Management Period 7 (2020-2025), for which plans were submitted in September 2017.

Funding towards the cost of utility capacity enhancements which may be necessary to accommodate development will either be funded by developers by

agreement with the utility providers, or by the utility providers through their ongoing programmes of investment in resilience and capacity.

5.2.4 Infrastructure scheme summary

The following table sets out planned and potential schemes for utilities provision in Rossendale over the Plan period.

Table 9: Infrastructure Scheme Summary: Utilities

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost	Gaps in Funding
U1	Irwell Vale Road, Ewood Bridge	Rossendale Wastewater Treatment Works	M	United Utilities	AMP7	Unknown	Unknown

6 Flood Risk and Drainage

6.1 Summary of August 2018 IDP

6.1.1 Overview

A summary of the IDP, August 2018 is provided below:

- Flood Risk in Rossendale is the responsibility of LCC as Lead Local Flood Authority (LLFA) and the Environment Agency (EA) (Note: this statement should be corrected to read, “flood risk is the responsibility of all Risk Management Authorities, which includes Rossendale Borough Council.”)
- The EA has assessed five culverts in need of attention for their business case, with Creave Clough and Spodden North the highest scoring in terms of expected benefits. Flood risk alleviation measures are being considered in the Irwell Vale area. Natural flood risk management in the River Ogden and River Irwell corridors is being actively considered in tandem with work with the multi-agency Irwell Management.

6.2 Updated position

6.2.1 Overview

This section provides a summary of information contained within the SFRA 2016, which has relevance to the IDP.

Information in this update has been supplemented by written feedback from the infrastructure leads.

The following sources have been used to populate this section:

Table 10: Flood Risk and Drainage Chapter update: Information Sources

Type	Evidence
Document	Draft Rossendale Local Plan
Document	Rossendale Infrastructure Delivery Plan August 2018
Stakeholder response	Environment Agency
Stakeholder response	Lancashire County Council
Stakeholder response	United Utilities

Flooding Risk and Drainage Responsibilities

LCC is the Lead Local Flood Authority (LLFA) for Rossendale. As LLFA, LCC is responsible for managing flood risk from ordinary watercourses, surface water and groundwater. LCC is also a statutory consultee on planning applications submitted to RBC.

Responsibility for flood risk management in Rossendale falls to the following bodies:

- Environment Agency – Provides strategic oversight for all sources of flood risk and is responsible for managing flood risk from main rivers, the sea and large reservoirs. The EA is a statutory consultee on planning applications in Flood Zones 3 & 2 and within 20 metres of a Main River.
- Lead Local Flood Authority – LCC as LLFA is responsible for managing flood risk at the local level, which comprises flood risk from surface water following storm events, groundwater and ordinary watercourses (rivers and watercourses not designated as a main river). LCC is also a statutory consultee on major planning applications submitted to RBC with surface water drainage.
- Highways Authority – LCC as Highways Authority has responsibility for the highway drainage system.
- Statutory Water and Sewerage Undertaker – United Utilities is responsible for those parts of the borough’s drainage network which are not in private ownership.
- Local Authority – Rossendale Borough Council has powers to undertake work on ordinary watercourses and to designate structures or features that affecting flooding.
- Land drainage – adjacent landowners are responsible for the maintenance of ditches, streams and rivers not designated as main rivers.
- Private owners – Maintenance of drainage infrastructure and flood defences in private ownership will typically be the responsibility of the owner.

Flood Risk Sources

Flooding in Rossendale occurs from a variety of sources, which are set out below.

- Fluvial flooding is caused by the exceedance of channel capacity in large rivers or watercourses, which is influenced by the geography of the catchment, variation in rainfall, channel and surrounding floodplain topography/steepness, infiltration and rate of runoff in the catchment area. The majority of fluvial flood risk in Rossendale is associated with the River Irwell in Bacup, Irwell Vale and around Chatterton; the River Irwell, Limy Water and Whitewell Brook in Rawtenstall; and the River Spodden in Whitworth.
- Surface water flooding occurs as a result of heavy rainfall and is prevalent across the borough, particularly over flatter ground where rainwater accumulates. The urban drainage network can be overwhelmed, particularly where older sewer and highway drainage networks are located, which are less able to cope with network failures, blockages or collapses. Sewer flooding occurs where the flow entering the system exceeds its available discharge capacity, causing water to back up through sewers and surcharge through manholes. ‘Dry weather’ flooding resulting from system failures is the sole concern of the drainage undertaker.
- Groundwater flooding is caused by the emergence of water from beneath the ground. It can occur at specific locations or be diffuse. The risk is usually

local, slow to occur and does not generally pose a significant risk to life. However, groundwater flooding can pose a significant risk to property, the environment and ground stability.

- Reservoirs flooding is associated with the failure of reservoir outfalls or breaching and can be reduced by regular maintenance by the operating authority.

Flood Defence Infrastructure

Flood defence infrastructure in Rossendale falls under multiple ownerships including the EA, LCC, water companies and private landowners.

The SFRA highlights that Rossendale is covered by flood warning areas in communities considered to be at risk from flooding. The EA's Flood Warning service, online at <https://www.fws.environment-agency.gov.uk/app/olr/register>, allows individuals and businesses to check if they are location in such an area and to register to receive flood warning alerts where applicable.

There are 22 purpose-built walls located within Rossendale including:

- Major walls on the River Irwell (constructed 2015 with a design standard of 75 years).
- Concrete/masonry walls on the River Spodden at Tong End, Whitworth and River Ogden (many of which are in poor condition).

Responsibility for maintenance is likely to range from the EA, LLFA or private owners.

Drainage Infrastructure

As per the 2018 IDP the EA considered several culvert schemes for future intervention. These have been reviewed and the updated position is shown in the table below.

Table 11: Proposed culvert interventions

Location	Households protected	Year	Cost
Rossendale District 2 (Waterfoot, Rawtenstall, Bacup, Shawforth) <i>(study)</i>	-	2017-2019 <i>(revised to 2019-2020)</i>	£90,000
Creave Clough Brook Culvert, Bacup <i>(intervention)</i>	80	Beyond 2020	£25,000
North Street Culvert, River Spodden, Whitworth <i>(intervention)</i>	70	Beyond 2021	£25,000
Limy Water Culvert, Rawtenstall	75	Beyond 2021	£500,000

6.2.2 Forecasting

LCC has a duty to maintain a register of structures and features that have a significant effect of flood risk, which includes details on ownership and condition as a minimum.

LCC's Flood Risk Asset Register⁷ contains data on type of structure and location. However, it does not contain information about ownership, condition or materials, or how LCC intends to manage and maintain those assets.

As of 18 January 2019, the register includes:

- 389 culverts;
- 90 trash screens;
- 9 open channels;
- 9 reservoirs;
- 3 drains;
- 1 flood defence wall (Whitworth);
- 1 flood storage area (Whitworth); and
- 1 pumping station (Haslingden).

A map of flood risk assets is shown below.

⁷ See <https://www.lancashire.gov.uk/council/strategies-policies-plans/environmental/lancashire-and-blackpool-flood-risk-management-strategy/>

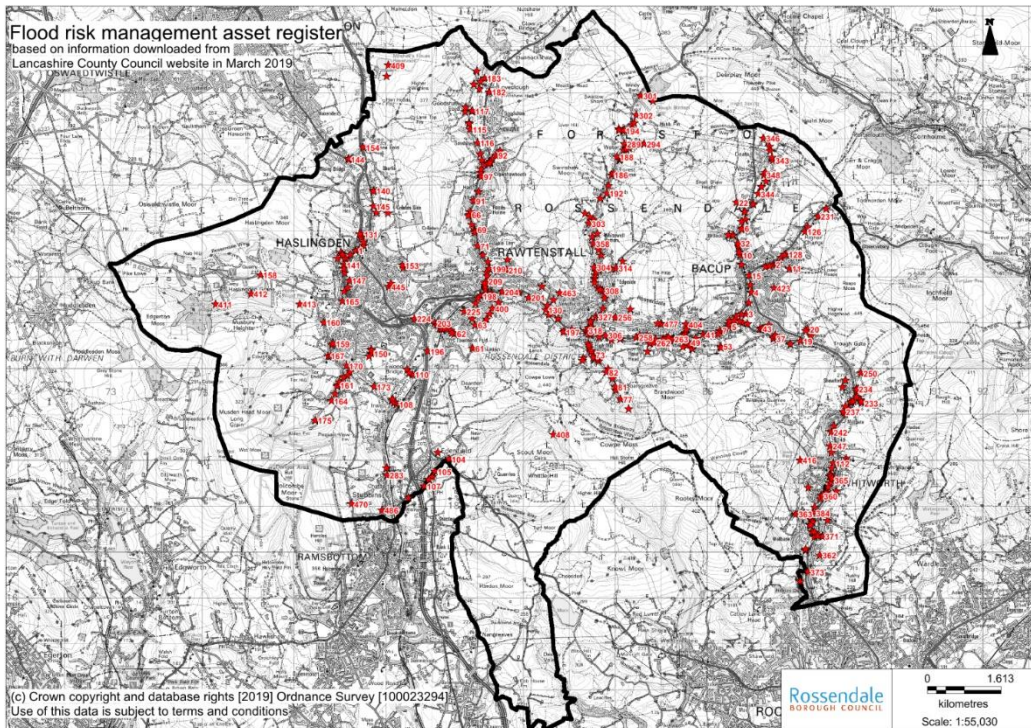


Figure 2 Flood Risk Management Asset Register (March 2019).

The Spatial Flood Defences dataset published by the EA is available to download.⁸

The map below shows the spatial flood defences based on information dated January 2019.

⁸ See <https://data.gov.uk/dataset/6884fcc7-4204-4028-b2fb-5059ea159f1c/spatial-flood-defences-including-standardised-attributes>

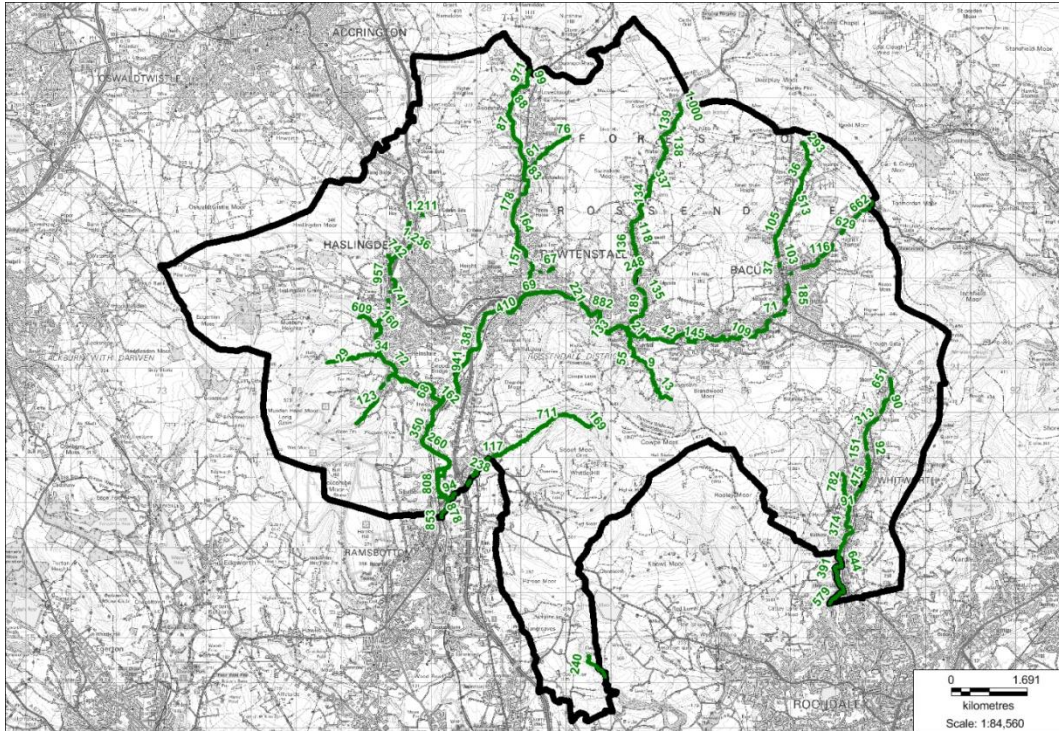


Figure 3 Spatial flood defence locations in Rossendale.

The list of spatial flood defences is included in the Flood Risk Asset Register. It includes channels, embankments and walls. Further information about flood risk management is available within section 3.7 of the SFRA.

The SFRA highlights that there is a risk of localised flooding in Rossendale from the Victorian era sewer system, which can be prone to capacity issues and blockages. United Utilities is responsible for managing the urban drainage system, which includes surface water and foul drainage in most area. However, there may be some surface water sewer systems in private ownership which were not connected to the public sewer network in 2011 and therefore did not transfer to the water companies under the Private Sewer Transfer Act 2011. Similarly, surface water sewers discharging to watercourses did not transfer under the 2011 Act and therefore would not be the responsibility of the water companies unless adopted by agreement.

Water company assets include wastewater treatment works, combined sewer overflows, pumping stations, detention tanks, sewer networks and manholes.

According to the EA’s Programme of flood and coastal erosion risk management investment programme 2015 to 2021 – republished March 2018⁹, the schemes set out in Table 12 are consented in Rossendale:

⁹ <https://www.gov.uk/government/publications/programme-of-flood-and-coastal-erosion-risk-management-schemes>

Table 12: Flood and Coastal Erosion Risk Management January RFCC consented programme (updated February 2018)

Project Name	Grant in aid 2018/19	Grant in aid (indicative) 2019/20	Forecast start	Forecast end	Total homes better protected on scheme completion
Rossendale District Level 2's – Waterfoot, Rawtenstall, Bacup, Shawforth	£30,000	£84,000	2018-21	2018-21	40
Boundary Edge Brook, Rossendale	£0	£60,000	2018-21	2018-21	5

It should be noted that the programme is due to be re-published in 2019 and the Boundary Edge Brook scheme is not expected to be included in the update. The Infrastructure Scheme Summary does not include this scheme.

6.2.3 Funding and delivery

The flood infrastructure schemes set out in Table 12 are expected to be funded by the EA through flood defence grant in aid (FDGiA). As the LLFA, LCC submits further projects to the EA for inclusion in its programme of schemes.

Funding for schemes affecting the sewer and surface water drainage network over the period from 2020-2025 will be delivered by United Utilities under their next business plan for AMP7.

6.2.4 Infrastructure scheme summary

The following table sets out planned and potential schemes for flood risk infrastructure in Rossendale over the Plan period.

Table 13: Infrastructure Scheme Summary: Flood Risk

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost ¹⁰	Gaps in Funding
F1	Waterfoot Rawtenstall Bacup Shawforth	Level 2 study	H	EA	Grant in aid	£114,000 ¹¹	No gap
F2	Bacup	Creave Clough Brook	M	LCC	Unknown	£25,000	Unknown

¹⁰ Costs taken from IDP 2018 unless otherwise stated.

¹¹ Flood and Coastal Erosion Risk Management January RFCC consented programme (updated February 2018).

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost ¹⁰	Gaps in Funding
		Culvert, Bacup					
F3	Whitworth	North Street Culvert, River Spodden, Whitworth	M	LCC	Unknown	£25,000	Unknown
F4	Rawtenstall	Limy Water Culvert, Rawtenstall	M	LCC	Unknown	£500,000	Unknown

7 Health

7.1 Summary of August 2018 IDP

7.1.1 Overview

A summary of the IDP, August 2018 is provided below:

- Rossendale is served by nine GP practices of varying size. According to Government recommendations, each individual GP should serve a maximum of 1,600 patients.
- Assuming equal distribution of growth, all GP practices are likely to be at capacity within the first years of the Local Plan. The distribution of growth is likely to be greatest at Bacup and Rowtenstall.
- All GP practices have physical capacity to expand however funding would need to be secured, with 75% provided by the NHS and 25% by the individual practice. The recruitment of suitably skilled staff is a significant issue in Rossendale.
- There are no hospitals located within Rossendale. The nearest Accident and Emergency Unit is located in Blackburn.
- Mental health care issues are significant in Rossendale. Care services are provided by Lancashire Care NHS Trust and by a variety of outreach facilities.
- LCC plays a major role in delivering adult social care alongside East Lancashire Clinical Commissioning Group. Adult social care faces significant financial pressure, which will affect both provision of new facilities and quality of care.

7.2 Updated Position

7.2.1 Overview

This chapter of the IDP 2019 Update covers the provision of health infrastructure within RBC's administrative area with a focus on general practitioners.

Information in this update has been supplemented by discussion with the infrastructure lead.

The following sources have been used to populate this section:

Table 14: Health Chapter update: Information Sources

Type	Evidence
Document	Draft Rossendale Local Plan
Document	Rossendale Infrastructure Delivery Plan August 2018
Document	East Lancashire CCG Annual Report 2017/2018

Type	Evidence
Press Release	Five-year deal to expand GP services and kick start NHS Long Term Plan implementation
Interview	NHS East Lancashire Clinical Commissioning Group

Commissioning

NHS England North is one of five regional teams that support the commissioning of health services in England. The North regional team has direct responsibility for commissioning primary care and specialised services. Clinical Commissioning Groups (CCGs), of which there are 66 in the North Region, are responsible for commissioning the majority of local health services for their areas. CCGs can commission any service provider that meets NHS standards and costs.

Health services in Rossendale are commissioned by the East Lancashire CCG, which covers the five boroughs of Burnley, Hyndburn, Pendle, Ribble Valley (excluding Longridge) and Rossendale, serving an estimated population of 377,900. The CCG receives a budget from the Department of Health to plan and pay for most NHS services, including hospital care, rehabilitative care, urgent and emergency care, most community health services and mental health and learning disability services. The East Lancashire CCG is run by local GPs. Priorities for Rossendale are better health and wellbeing, reducing health inequalities and increasing physical activity levels.

The CCG has a strong commitment to partnership working and has made a significant investment in social prescribing in recent years. This approach is designed to complement medical care and supports social and non-medical interventions to improve health and wellbeing, working with the voluntary, community and faith sectors in East Lancashire that offer experience in providing services not traditionally associated with health, including counselling, support groups, walking clubs, community classes and mentoring. The scheme has brought practical benefits in supporting independence, building confidence and self-esteem and reducing social isolation, whilst in turn reducing demand on the NHS.

NHS Property Services is a government-owned company established in 2013. The company owns and manages the NHS estate and provides advisory services to customers.

General Practitioners

Rossendale is served by nine GP member practices, six of which are located within NHS owned health centres based in Rawtenstall, Bacup, Haslingden and Waterfoot. Details of GP practices in Rossendale are provided in Table 15 below.

Table 15: GP Practices in Rossendale.

NHS Health Centre	Address	GP Practices
Rossendale Health Centre	161 Bacup Road, Rawtenstall BB4 7PL	Ilex View Medical Practice Fairmore Medical Practice

NHS Health Centre	Address	GP Practices
Bacup Health Centre	Irwell Mill, Rochdale Road, Bacup OL13 9NR	Irwell Medical Practice
Haslingden Health Centre	27 Manchester Road, Haslingden BB4 5SL	Dr Mackenzie and Partners Rossendale Valley Medical Practice
Waterfoot Health Centre	Cowpe Road, Waterfoot BB4 7DN	Waterfoot Group of Doctors
N/A (own premises)	Burnley Road, Rawtenstall BB4 8HH	St James Medical Practice
N/A (own premises)	Market Street, Whitworth OL12 8QS	The Medical Centre
N/A (own premises)	7-9 Manchester Road, Haslingden BB4 5SL	The Surgery

Table 16 below sets out the list size of GP practices by geographic area in Rossendale and capacity for taking on additional patients as at January 2019. On average, each GP in Rossendale cares for approximately 2,200 patients each, which is higher than the government recommendation of 1,600 patients per GP.

Table 16: GP Practices in Rossendale: list size and available capacity.

Practice Location	No. of Practices	List Size	Available Capacity	Available Capacity IDP 2018	Change in Capacity since IDP 2018
Rawtenstall	3	20,750	87	364	-277
Bacup	1	14,518	0	202	-202
Whitworth	1	7,338	150	936	-786
Haslingden	3	18,049	65	848	-783
Waterfoot	1	9,091	409	340	+69
TOTAL	9	69,746	711	2,690	-1,979

Dentists

NHS England commission dental services. There is no update to the 2018 IDP available at the time of writing.

Pharmacies

Baseline information on pharmacy provision is not available at the time of writing.

Social care

Lancashire County Council (LCC) commissions social care services and in 2017/18 East Lancashire CCG worked with LCC to manage and deliver the Better Care Fund, an integrated budget for health and social care.

Public health promotion

The CCG is an active member of the Lancashire Health and Wellbeing Board, run by LCC, which is focused on health and care needs across the County area in seeking to reduce health inequalities. East Lancashire faces numerous health challenges, with trends indicating the population is affected by high levels of deprivation, poor health, low educational attainment, chronic illness and poor lifestyle choices (particularly poor diet, alcohol consumption and low levels of exercise). Partnership working in the Together a Healthier Future programme seeks to address some of these challenges through place-based preventative measures.

7.2.2 Forecasting

The main expected impact of Local Plan growth is expected to fall on provision of GP services in Rossendale.

Data provided in the East Lancashire CCG Capacity Review (January 2019) is based on local plan growth of 3,180 projected new homes over the period 2019-2033, phased at 1,060 per five-year intervals (2019-23, 2024-28, 2029-33) (212 homes per annum). Using average occupancy figures of 2.35 persons per home, this equated to a population increase of 7,473 over the plan period.

According to these figures, the NHS response to local plan growth proposals stated that, based on updated figures of 212 new homes per annum (rather than 334 as used in the CCG Capacity Review Study May 2016), existing capacity (711) would be absorbed within 3 to 4 years.

Some, but not all, of the practices in Rossendale were reported to have a willingness to expand. In terms of human resources, a population increase of 7,473 patients over 15 years (2019-33) would necessitate an additional:

- 4.7 wte GPs;
- 1.2 wte Nurse Practitioners;
- 1.9 wte Nursing General Grade; and
- 1 wte Health Care Assistants.

The growth level would require expanded premises to accommodate 8.8 additional clinicians, based on estimated costs of £60,000 to £120,000 per clinical room would equate to between £540,000 and £1,100,000.

7.2.3 Funding and delivery

The role of General Practice is changing across the NHS in response to challenges posed by increasing patient needs, an aging population, pressure on all NHS Budgets and a shortage of key skills. Health services in rural areas face particular difficulties in recruiting and retaining staff. Addressing these challenges and planning for future capacity needs will require a combination of physical estates planning (such as extensions to existing health centres), improvements in preventative care and new approaches to services delivery.

Existing GP practices in Rossendale have seen a significant increase in patients since data was gathered in 2016 (the results of which were reflected in the IDP 2018), with a reduction of 1,979 available places absorbed in the intervening period. It is therefore likely that despite lower expected growth levels in the Draft Local Plan, expanded facilities may be required in the first five years of the plan period to accommodate the estimated population increase. This situation will need to be regularly monitored in liaison with NHS Property Services and the individual practices in Rossendale to assess whether, and where, physical expansion will be required. The effectiveness of new approaches to service delivery should also be monitored to assess the impacts on GP capacity.

Estates Planning

Funding for physical expansion of the existing estate remains a significant challenge, both in terms of physical capacity for expansion works and challenges surrounding funding, particularly as match funding is usually required from practices. One-off premises improvement grants are available from NHS England for providers of primary care. The grants, which under recent proposals from NHS England may be up to 100% of the cost of improvements, cover numerous kinds of projects including extensions to and improvement of existing premises, including access improvements and repairs.

Where there is a gap in funding between grants for premises improvements and the estimated cost of improvements, contributions from developers may need to be sought by the CCG. Rossendale does not have a recent record of having secured developer contributions towards health facilities improvements.

Workforce Planning

Many of the Rossendale GP Practices have agreed to introduce a workforce planning tool which will offer practices a comprehensive workload analysis and planning capability, enabling the practices to make more informed decisions about their future staffing and capacity requirements.

Service Delivery

Following an agreement announced in January 2019 between NHS England and the BMA General Practitioners Committee (GMC), NHS England will part-fund additional staff, such as pharmacists, physiotherapists, paramedics, physician associates and social prescribing support workers into general practice, with the intention of freeing up GPs to spend more time with patients that need them most, as well as ensuring patients have access to a wide range of services at their local practice. It is intended that 70% of annual ongoing salary costs of additional clinical pharmacists, physician associates, first contact physiotherapists and community paramedics, and 100% of actual ongoing salary costs for social prescribing link workers, will be provided by NHS England (up to relevant maximum amounts), with 30% match funding to be provided by practices. Funding will be released from 1 July 2019.

7.2.4 Infrastructure scheme summary

The following table sets out planned and potential schemes for healthcare provision in Rossendale over the Plan period.

Table 17: Infrastructure Scheme Summary: Health

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost	Gaps in Funding
H1	Waterfoot	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap
H2	Haslingden x3	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap
H3	Bacup	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap
H4	Whitworth	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap
H5	Rawtenstall	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap

8 Emergency Services

8.1 Summary of August 2018 IDP

8.1.1 Overview

A summary of the IDP, August 2018 is provided below:

Ambulance

The North West Ambulance operates a base in Stacksteads. There is no identified need for expansion.

Police

Lancashire Police serve Rossendale from Waterfoot Police Station; however, the public counter has been closed. Waterfoot has become a drop-in base for staff, with services managed from Burnley. In the medium term the facility may be subject to review.

Fire

Rawtenstall Fire Station is located within the Gyrotory in Rawtenstall and may require relocation if a signalised improvement option is progressed. The cost of relocation, not including land and utility costs, is estimated at £4.5 million. Rawtenstall and Bacup have two engines staffed by permanent crews plus retained firefighters for emergencies. Haslingden has one engine maintained by a retained crew. Fire stations are also located in Ramsbottom and Accrington.

8.2 Updated Position

8.2.1 Overview

This chapter of the IDP 2019 Update covers the provision of emergency services infrastructure within Rossendale Borough Council's administrative area with a focus on general practitioners.

Information in this update has been supplemented by written feedback one of the infrastructure leads.

The following sources have been used to populate this section:

Table 18: Emergency Services Chapter update: Information Sources

Type	Evidence
Document	Draft Rossendale Local Plan
Document	Rossendale Infrastructure Delivery Plan August 2018
Document	East Lancashire CCG Annual Report 2017/2018

Type	Evidence
Stakeholder Response	Lancashire Fire Rescue

8.2.2 Forecasting

Ambulance

There is no reported change to the 2018 IDP position with respect to ambulance services, however, further information regarding the Ambulance Service is included in this section for context.

The Ambulance Response Programme was implemented within the North West Ambulance Service in August 2018 with the aim of ensuring the most appropriate response is provided for each patient first time. The changes allow 999 all handlers additional time (beyond the traditional 60 seconds) to assess calls that are not immediately life-threatening and provide an appropriate response.

Life threatening and emergency calls should have an eight minute response time, however, most patients do not need this level of response and new national standards have been introduced to provide the most appropriate response according to the type of call:

- Category 1: Life-threatening illnesses or injuries (average response time 7 minutes)
- Category 2: Emergency calls (average response time 18 minutes);
- Category 3: Urgent calls (12 minutes – 90th centile); and
- Category 4: Less urgent calls (180 minutes – 90th centile).

The geography of East Lancashire creates significant challenges for the ambulance service with a combination of dense urbanised areas and isolated rural areas including the Rossendale Valley. Demand for ambulance services continues to be high.

Police

There is no reported change to the 2018 IDP position with respect to police services.

Fire

The position set out in the 2018 IDP reflects the current position. Rawtenstall Fire Station continues to meet the needs of Lancashire Fire Rescue in terms of delivering the fire and rescue service across Rossendale. It is a requirement that Retained Duty System firefighters are able to respond within five minutes of receiving an emergency call, which severely limits the scope for relocation of the service. As such, future plans for the Gyrotory (as per Chapter 4) will need to fully consider the locational needs for fire cover.

8.2.3 Funding and delivery

There are no identified needs for additional services at the time of writing.

8.2.4 Infrastructure scheme summary

The following table sets out planned and potential schemes for emergency services provision in Rosendale over the Plan period.

Table 19: Infrastructure Scheme Summary: Emergency Services

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost	Gaps in Funding
n/a	--	--	--	--	--	--	--

9 Community Services

9.1 Summary of August 2018 IDP

9.1.1 Overview

A summary of the IDP, August 2018 is provided below:

- **Libraries.** The library service in Rossendale was subject to a review in 2018. Crawshawbooth Library has become an Independent Community Library as part of the wider Community Centre. Bacup and Whitworth Libraries will be retained along with Rawtenstall and Haslingden. Investment is required to improve Whitworth Library.
- **Community Centres.** Community Centres have been affected by government funding cuts. Facilities in Rossendale include:
 - Crawshawbooth Community Centre;
 - Edenfield Community Centre;
 - Haslingden Link and Children's Centre;
 - Whitewell Bottom Community Centre;
 - The Maden Centre, Bacup;
 - The Riverside, Whitworth; and
 - The Doals, Weir.
- LCC runs youth club facilities at The Old Fire Station in Rawtenstall and Market Street in Whitworth.
- **Voluntary Sector.** Voluntary sector facilities include churches and mosques.
- **Sports Facilities.** Rossendale Leisure Trust operates leisure centres at Haslingden and Marl Pits in Rawtenstall and Whitworth Swimming Pool (see correction in Section 9.2). The Trust is currently developing a Leisure Strategy to identify future investment priorities, to be discussed with Sport England and Lancashire Sport.
- RBC maintains playing pitches at a number of locations including Maden Recreation Ground in Bacup.
- Other facilities are owned by Fearn's High School and Whitworth High School. Private providers include Bacup Football Club and Haslingden and Rawtenstall Cricket Clubs. Rawtenstall Ski Slope is a Community Interest Company currently investing in new facilities.

9.2 Updated Position

9.2.1 Overview

This chapter of the IDP 2019 Update covers the provision of community services infrastructure within Rossendale Borough Council's administrative area, including libraries, community centres, voluntary sector facilities and sports.

Information in this update has been supplemented by written feedback from the infrastructure leads.

The following sources have been used to populate this section:

Table 20: Community Services Chapter update: Information Sources

Type	Evidence
Document	Draft Rossendale Local Plan
Document	Rossendale Infrastructure Delivery Plan August 2018
Document	Rossendale Playing Pitch Strategy April 2016
Stakeholder response	Lancashire County Council Public Health and Wellbeing (East)
Stakeholder response	Rossendale Leisure Trust
Stakeholder response	Lancashire Cricket Foundation
Website	Marl Pits Leisure Centre (marlpits.co.uk)
Website	Adrenaline Centre (adrenaline.co.uk)
Website	Whitworth Pool (whitworthleisure.co.uk)

9.2.2 Forecasting

Libraries

There is no reported change to the 2018 IDP position with respect to library services.

Community Centres

Corrections have been made to the list of community facilities in Rossendale as follows:

- Crawshawbooth Community Centre;
- Edenfield Community Centre;
- Haslingden Link, Bury Road, Haslingden;
- Whitewell Bottom Community Centre;
- The Riverside, Whitworth; and
- The Doals, Weir.

Lancashire County Council runs Children and Family Wellbeing Centres in Bacup, Rawtenstall, Haslingden and Whitworth, which deliver drop in support

and a range of group programmes for children, young people and their families, at the following locations:

- The Maden Centre, Rochdale Road, Bacup;
- The Zone, Burnley Road, Rawtenstall;
- Haslingden Link, Bury Road, Haslingden;
- Whitworth Children Centre at St. Bartholomews Primary School; and*1
- Whitworth Young People's Centre on Market Street in Whitworth.

Whitworth Children Centre and Whitworth Young People's Centre are currently subject to public consultation with regard to the withdrawal of Children and Family Wellbeing Services from these two centres to consolidate them in Whitworth Library.

Voluntary Sector

There is no reported change to the 2018 IDP position with respect to voluntary sector services.

Sports Facilities

A correction is reported to the 2018 IDP that Rossendale Leisure Trust do not operate the Whitworth Leisure Centre/Pool, which is operated by the Community Leisure Association Whitworth (CLAW).

Additional information provided by the Rossendale Leisure Trust about the facilities under their remit is provided in this section.

Leisure Provision in Rossendale includes the following facilities managed by the Rossendale Leisure Trust:

- **Marl Pits Leisure Centre** located at Newchurch Road, Rawtenstall. The Centre offers an indoor 25 metre swimming pool, toddler pool, gym facilities, dance/exercise studio and four all-weather 3G football pitches (the gym, studio and football pitches were added in 2012).
- **Adrenaline Centre** located at Helmshore Road, Haslingden. The Centre offers a newly refurbished sports hall including four badminton courts, basketball and netball facilities, five a side football, cricket nets and a three-mat indoor bowling centre. Outdoor facilities include astroturf, three tennis courts and six outdoor football pitches. The Centre offers two newly refurbished squash courts with viewing gallery and a multi-purpose room, along with gym, ladies' gym, studios, rollerskating, 'grip and go' and lasertag.
- **Whitworth Pool** located at John St, Whitworth, Rochdale offers two pools and a gym.

These facilities were all built in the 1970s, with an expected lifespan of 30-40 years. Repairs and maintenance have been carried out over the past decades however the centres are housed in their original structures. Therefore, within the 15-year lifespan of the Local Plan, all three leisure centres will have a combined lifespan in excess of 60 years, with one or more of the centres reasonably

expected to require major works or closure in the absence of significant investment.

The Playing Pitch Strategy (April 2016) assesses the current quality of the playing pitches in Rossendale as poor overall, with only 2 out of 49 rated as “good”. Significant investment is required for qualitative improvements and to alleviate overplay.

The Strategy identifies a potential undersupply of grass pitches in Rossendale by the year 2026 (partially due to quality), and a potential future shortfall equating to five artificial grass (4G) pitches. The typical cost of one AGP pitch is £0.75 million, suggesting that a possible investment requirement of £3.75-£4 million in AGPs will be required within the Local Plan period.

Football:

Bacup Borough FC play at West View, Bacup and the ground has capacity for 3,000 with 500 seated. The club are members of the North West Counties League Division One.

Cricket:

In terms of cricket, it was clarified that clubs that engage with the Lancashire Cricket Foundation and are active members of the Rossendale Cricket Development Group are:

- Bacup Cricket Club
- Edenfield Cricket Club;
- Haslingden Cricket Club; and
- Rawtenstall Cricket Club.

These clubs help to inform the LCF’s Strategic Plan, particularly with regard allocations for cricket coaching in schools.

9.2.3 Funding and delivery

Rossendale Leisure Trust are working with RBC to commission a facilities review and strategy, which will assist in defining future needs for new assets to meet expected demand.

In the 12-year period to 2018/19, RBC has secured more than £200,000 in developer contributions towards the provision of open space and youth/community facilities, while it anticipates that it will receiving more than £250,000 in respect of extant planning permissions towards the provision and maintenance of open space and landscaping, should these sites with planning permission come forward as consented.

9.2.4 Infrastructure scheme summary

The following table sets out planned and potential schemes for community services provision in Rossendale over the Plan period.

Table 21: Infrastructure Scheme Summary: Community Services

Ref	Location	Scheme	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost	Gaps in Funding
C1	Various	Playing pitches	Unknown	RLT	Unknown	£0.75 million per pitch ¹²	Gap

¹² As per stakeholder response.

10 Infrastructure Delivery Schedule

This section brings together the tables set out in the “Infrastructure Scheme Summary” section of each IDP chapter to create the Infrastructure Delivery Schedule (IDS). This section:

- Identifies projects for each infrastructure theme over the Plan period and identifies where projects may need to be delivered to accommodate planned growth within the first five years – identified as “Priority” projects.
- Where projects are not identified as a priority, they are considered to be desirable projects that would improve infrastructure capacity and deliver placemaking benefits. Projects that are not a priority are more likely to be deliverable within the medium to long term.
- Outlines the lead organisation responsible for delivering each scheme.
- Presents the funding mechanism (such as developer contributions, capital plan, central government fund).
- Details indicative costs associated with delivering each project.
- Identifies whether there are likely to be any gaps in funding.

In some instances, it is difficult to estimate project costs due to the availability of information, particularly where projects are identified for delivery over the medium to long term. In addition, the status of funding may not be known due to the timing of funding cycles. In these cases, the IDS notes that funding gaps exist but does not quantify the extent of the gap.

Table 22: Infrastructure Delivery Schedule

Ref	Location	Project	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost ¹³	Gaps in Funding
Education							
E1	Borough-wide	New classrooms (subject to need)	M	LCC	LCC/DfE Section 106	Estimated min. £140,000 to £165,000 per classroom ¹⁴	Gap
E2	Edenfield	New School or Extension (subject to masterplanning)	M	TBC	As above	Estimated min. £4.5 million ¹⁵	Gap
Transport							
T1	Junctions identified in T2-T7	Monitoring	H	LCC	LCC/RBC	Unknown	Gap
T2	A681 Corridor Rawtenstall to Bacup (and other locations as identified)	Corridor improvements (including potential improvement schemes identified at Waterfoot roundabout improvements and Toll Bar Roundabout, Stacksteads, Tup Bridge Rawtenstall, Staggered crossroads on Burnley Road Booth Fold, St James Square, Bacup)	M	LCC	LCC/RBC/Section 106	Unknown	Gap

¹³ For highway transportation schemes, cost estimates are based on Highway Capacity Study (2018). Estimated costs are exclusive of land acquisition, land compensation (part 1 claims), alteration to statutory undertakers' infrastructure, changes or provision of structures, earthworks over and above typical excavation or other unforeseen construction requirements and are subject to detailed highway, signal and drainage design. Cost estimates are provided for illustrative purposes only. Cycle scheme costs based on stakeholder responses. Cycle scheme estimated costs based on Rossendale IDP 2018.

¹⁴ As per Rossendale IDP 2018.

¹⁵ As per LCC Stakeholder Response.

Ref	Location	Project	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost ¹³	Gaps in Funding
T3	Rawtenstall	Gyratory improvements	M	LCC	LCC, DfT, Local Prosperity Fund, HIF (or replacement), Section 106	Estimated min. £900,000	Gap
T4	Haslingden	Haslingden Roundabout/Tesco Roundabout	M	LCC/RBC	As above	Estimated min. £1,500,000	Gap
T5	Rising Bridge	A56 Roundabout	M	HE/LCC/RBC	As above	Estimated min. £1,000,000	Gap
T6	Haslingden	Grane Road/Holcombe Road Junction	M	LCC/RBC	As above	Estimated min. £600,000	Gap
T7	Haslingden	Grane Road/A56 junctions	M	LCC/ RBC	As above	Estimated min. for Scheme 1 £850,000 Estimated min. for Scheme 2 £25,000	Gap
T8	Edenfield	Rochdale Road/ Market St Roundabout	M	LCC/ RBC	As above	Unknown	Gap
T9	X41/X43 Bus services	Reliability and journey time improvements	L	Unknown	Unknown	Unknown	Gap
T10	Strategic Road Network A682/A56 SB	A682/A56 SB Merge	L	HE	DfT RIS 04 (2030 onwards)	Estimated min. £10-25 million	Gap
T11	NCR6	NCR6 Complementary route	L	LCC/HE	RIS 02	Est. £520,000	Gap

Ref	Location	Project	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost ¹³	Gaps in Funding
	Valley of Stone to NCR6 link						
T12	NCR6 to Haslingden town centre	NCR6 Complementary route	L	LCC	Unknown	Est. £69,000	Gap
T13	NCR6 Valley of Stone to Bacup town centre	NCR6 Complementary route	L	LCC	Unknown	Est. £452,000	Gap
T14	NCR6 Rawtenstall railway station to New Hall Hey retail park	NCR6 Complementary route	L	LCC	Developer Contributions	Est. £100,000	Gap
T15	NCR6 Rawtenstall to Dunnockshaw	NCR6 Complementary route	L	LCC	Unknown	Unknown	Gap
T16	East Lancashire Railway Line	Valley City Railway Link	L	TfGM/ LCC/ Network Rail/Valley City Link Steering Group	DfT, TfGM	Unknown	Gap
T17	Ewood Bridge	Park and Ride	L	RBC	DfT, RBC, LCC	Unknown	Gap
Utilities							
U1	Irwell Vale Road, Ewood Bridge	Rossendale Wastewater Treatment Works	M	United Utilities	AMP7	Unknown	Unknown

Ref	Location	Project	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost ¹³	Gaps in Funding
Flood Risk							
F1	Waterfoot Rawtenstall Bacup Shawforth	Level 2 study	H	EA	Grant in aid	£114,000 ¹⁶	No gap
F2	Bacup	Creave Clough Brook Culvert, Bacup	M	LCC	Unknown	£25,000 ¹⁷	Unknown
F3	Whitworth	North Street Culvert, River Spodden, Whitworth	M	LCC	Unknown	£25,000 ¹⁸	Unknown
F4	Rawtenstall	Limy Water Culvert, Rawtenstall	M	LCC	Unknown	£500,000 ¹⁹	Unknown
Health							
H1	Waterfoot	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap
H2	Haslingden x3	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap

¹⁶ Flood and Coastal Erosion Risk Management January RFCC consented programme (updated February 2018).

¹⁷ As per Rossendale IDP 2018.

¹⁸ As per Rossendale IDP 2018.

¹⁹ As per Rossendale IDP 2018.

Ref	Location	Project	Priority (H/M/L)	Lead Delivery Agency	Delivery Mechanism	Cost ¹³	Gaps in Funding
H3	Bacup	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap
H4	Whitworth	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap
H5	Rawtenstall	Practice expansion	H/M	NHS England	Practice Improvement Grant (66%), 34% match funding required.	Unknown	Gap
Emergency Services							
ES	N/A	-	-	-	-	-	-
Community Facilities							
C1	Various	Playing pitches	M		Unknown	£0.75 million per pitch ²⁰	Gap

²⁰ As per stakeholder response.

11 Funding and Delivery

11.1 Introduction

The IDP and IDS detail infrastructure which is considered necessary by RBC, LCC and key infrastructure providers to enable planned development to take place. This section sets out and evaluates the potential sources of funding to support infrastructure delivery.

11.2 Planning Policy Requirements

Paragraph 34 of NPPF (2019) sets out that plans should set out the contributions expected from development for a broad range of infrastructure types, whilst ensuring that requirements do not undermine the deliverability of the plan.

Paragraph 31 of NPPF requires that policies take into account relevant market signals, including viability, when preparing plans and policies.

Policy SD3: Planning Obligations sets out the Council's approach to development addressing the demands for additional services, facilities or infrastructure.

Contributions or legal agreements may be sought to address a wide range of infrastructure categories, including but not limited to transport, education and health and flood protection.

11.3 Prioritisation

The IDP and IDS set out the prioritisation of the infrastructure which may support the delivery of the Rossendale Local Plan. Projects with the highest priority will be the focus of the Council's allocation of funding received from government and other funding sources. Where there remains a funding gap, the Council may seek to revise priorities for infrastructure delivery or explore alternative funding approaches to enable development to proceed.

Projects with lower priority will continue to be supported by RBC but are unlikely to benefit from the allocation of money that is not specifically provided to the Council for that purpose. However, the Council may wish to consider working with developers to examine other sources of funding that may be available at the appropriate time. Current sources of funding for infrastructure are described in the following section.

11.4 Funding Sources

This section explores the different funding sources which can be accessed by RBC and other infrastructure providers to support delivery of infrastructure programmes over the Local Plan period. This section also provides further details on infrastructure project funding mechanisms as identified in the IDS.

There are three categories of complementary infrastructure funding sources described below which may contribute to the delivery of infrastructure identified within the IDP:

- Government funding;
- Developer contributions;
- Other local revenue generation;
- Private sector investment.

11.5 Grants and Subsidies

11.5.1 Overview

Government funding towards infrastructure types considered within this update typically comes in the form of either block grants to the responsible authority, or funds which are available for local authorities to bid for a share of.

Significant uncertainty surrounds how the government will replace a range of funding streams which relate to the EU following the UK's withdrawal from the European Union, scheduled for 29 March 2019.

11.5.2 Cross-cutting funds

The government's Housing Infrastructure Fund (HIF) gives councils the opportunity to bid on a competitive basis for up to £10 million towards infrastructure schemes of a range of types necessary to enable the delivery of housing on strategic sites with marginal viability. The fund was extended in the 2018 budget to 2022/23. The fund is administered by Homes England on behalf of the Ministry of Housing, Communities and Local Government. Eligible bids must require grant funding to deliver physical infrastructure with strong evidence that it is necessary, support delivery of an up-to-date plan or speed up getting on in place, be locally supported and be able to spend the funding by the end of the 2022/23.

The Stronger Towns Fund announced in March will be launched later in 2019, with £281 million to be allocated using a needs-based formula within the North West between 2019 and 2026. It is intended that communities will plan for jobs growth with support of Local Enterprise Partnerships. It is unclear which specific infrastructure types will be able to be funded using the allocation.

11.5.3 Transport Funding

Specific details of funding for transport infrastructure are set out in Chapter 4 of this document.

Funding for transport infrastructure at the strategic level is allocated by the Department for Transport and HM Treasury. The majority of funding is allocated to Highways England and Network Rail for the maintenance and improvement of the strategic road network and the rail network. As the local highway authority,

LCC receives funding through government and through council tax receipts to maintain and operate the local road network, maintain public transport infrastructure and support public transport services.

The government has committed to increasing the level of investment in transport by 50% by 2020 and delivering schemes identified in the National Infrastructure Investment Plan. While this includes a number of schemes in and affecting the North West and the wider Greater Manchester region, there are no identified national transport schemes which are likely to significantly affect the local transport network in Rossendale over the duration of the plan.

The government has also committed to working with Transport for the North (TfN) to develop a Northern Transport Strategy and to invest £13 billion in transport in the north of England over the course of the 2017-2022 parliament. TfN's Strategic Transport Plan, published in 2019, sets out the high level strategic priorities for improvements to transport in the North, although this is at a strategic level and does not identify any schemes which are likely to significantly affect the local transport network in Rossendale over the duration of the plan. It should be noted that TfN does not have any capital budgets of its own, rather, it provides statutory advice to the Secretary of State with regard to pan-Northern priorities for national funding programmes.

11.5.4 Flood Risk Funding

Specific details of funding for flood infrastructure are set out in Chapter 6 of this document.

The main source of capital funding for flood infrastructure is central government, in the form of Flood Defence Grant in Aid (FDGiA) provided to the Environment Agency. The Environment Agency spends a proportion of FDGiA on flood and coastal risk management projects, while the remainder is available for flood risk management authorities to bid for. How much FDGiA authorities can bid for is determined by a formula based on the level of public benefit, and usually requires a local contribution. Defra also provides support to Moors for The Future and the Scout Moor Wind Farm provided money to support schemes which benefit the restoration of moorland peat, which helps with flood prevention measures.

The lead local authority for flood risk in Rossendale is LCC, which submits projects to the Environment Agency for inclusion in its programme of schemes.

11.5.5 Education Funding

Specific details of funding for education infrastructure are set out in Chapter 3 of this document.

The main source of capital funding for education in local authorities is from the government via the Basic Needs Allocation. In the case of Rossendale, this is allocated to LCC annually based on the forecast requirement for new school places submitted by the County Council to the Department for Education. The County Council's School Place Provision Strategy 2017/18 to 2019/20 sets out the forecast future place requirements in Rossendale.

11.5.6 Health Funding

Specific details of funding for health infrastructure are set out in Chapter **Error! Reference source not found.**7 of this document.

Funding for GP practice improvements is provided via NHS England. Allocation in funding is based on the General Practice Forward View, prepared by NHS East Lancashire Clinical Commissioning Group (CCG), which sets out the requirements for funding for GP practice infrastructure in the CCG area. Recent proposals from NHS England will allow 100% funding of GP practice improvements which may reduce the requirement for developer contributions towards additional health infrastructure to serve developments.

Funding for practice expansions is available from NHS England through Practice Improvement Grants, which provide 66% of the cost towards specified works. The remaining 34% needs to be met by match funding.

11.6 Developer Contributions

11.6.1 Overview

Developer contributions are the primary source of funding towards the cost of infrastructure where capital funding from government sources cannot cover the full cost of infrastructure improvements.

Developer contributions towards infrastructure in Rossendale can take three forms.

11.6.2 Direct delivery

Direct delivery of infrastructure improvements would typically apply to infrastructure which is solely related to and within the boundaries of a development site. This type of contribution is suitable for any infrastructure which is integral to the development and would normally include:

- Estate roads;
- On-site provision of open space;
- On-site affordable housing; and
- Utility connections.

Because infrastructure delivered through this route is considered to be necessary and integral to the development as a whole, it will typically be secured through conditions on the planning permission.

11.6.3 Developer-funded off-site delivery

Delivery of certain off-site infrastructure is also necessary and integral to the development as a whole; for example, the creation of a new access junction on an existing highway. This type of contribution will be necessary for infrastructure

which cannot be delivered without the prior agreement of a third party, such as a highway authority.

Section 278 of the Highways Act 1980 provides for a third party to enter into an agreement with a highway authority to carry out, or to fund the carrying out of, works in the highway. In the past some highway improvements had been funded using Section 106 contributions.

Because infrastructure delivered through this route is also considered to be necessary and integral to the development as a whole, it will typically be secured through conditions on the planning permission.

11.6.4 Section 106 planning obligations

Section 106 planning obligations draw a direct link between a new development and the consequential need to invest in broader support infrastructure and are a mechanism through which development which would not otherwise be acceptable is made acceptable in planning terms. Section 106 agreements are legal contracts linked to the planning approval which relate to the land being developed rather than the person or organisation developing the land. Section 106 agreements are individual to a scheme and can be the subject of lengthy negotiations which can cause delay in delivering development and associated schemes.

Planning obligations are used to:

- Prescribe the nature of development to comply with policy;
- Compensate for loss or damage (such as loss of open space) created by a development; and
- Mitigate impact from a development.

The use of Section 106 agreements can be effective in funding infrastructure as a direct result of a development. Regulation 123 of the Community Infrastructure Regulations 2010 currently limit the ‘pooling’ of Section 106 contributions; this was introduced to incentivise adoption of the Community Infrastructure Levy. The government published draft regulations which will remove the restriction on ‘pooling’ in December 2018; however, no date for publication of the final regulations has yet been notified.

In the twelve-year period to 2018/19, RBC records show that the Council received almost £1.5 million in Section 106 obligations, while it expects to receive another £1 million from outstanding planning consents granted over the same period, should the developments proceed. Of the receipts collected to date, more than 60% is collected on behalf of LCC and other bodies towards highways and transport, education and other items.

Policy SD3: Planning Obligations sets out the Council’s policy in respect of planning obligations. The extent to which planning obligations could address funding gaps for different types of infrastructure would need to be determined by reference to the viability assessment of the plan.

Table 23: Summary of Section 106 receipts and expenditure 2007/08 to 2018/19

	Receipts		Spent		Remaining		Amount due
RBC Maintenance	£	264,946	£	136,055	£	128,891	£ 50,000
RBC Capital							
Open Space	£	183,538	£	20,140	£	163,398	
Youth/ Community	£	32,549	£	-	£	32,549	
Affordable housing	£	25,800	£	-	£	25,800	
LCC and others							
Transport	£	422,567	£	295,236	£	127,331	
Education	£	77,910	£	-	£	77,910	
Other	£	354,461	£	263,859	£	90,602	
Outstanding unpaid deposits (RBC and LCC)							£ 1.16 million (est)
Totals	£	1,361,771	£	715,290	£	646,481	

11.6.5 Other developer funding arrangements

RBC does not have any current plans to adopt a Community Infrastructure Levy, which is a levy on all developments of a defined type to fund infrastructure over a wider area.

11.7 Local Revenue Generation

11.7.1 Overview

In addition to developer contributions, RBC has several potential sources of additional funds which it could choose to allocate towards meeting the cost of infrastructure requirements.

11.7.2 New Homes Bonus

The New Homes Bonus is paid by central government to local councils to reflect and incentivise housing growth in their areas. It provides local authorities with a financial payment equal to the national average for the council tax band on each additional property built and is paid for the following six years as a non-ringfenced grant.

The New Homes Bonus is dependent upon housing delivery and therefore is subject to some risk related to economic cycles. In addition, the Council's income from the New Homes Bonus is forecast to reduce over the next few years due to government changes which came into effect in 2017 which increase the threshold above which the bonus is paid and reduce the number of years the bonus is paid for.

The decision to allocate funds received from the New Homes Bonus towards infrastructure would need to be taken by the council and could affect the level of funding (revenue or capital) available to the council to meet its other commitments. Currently all New Homes Bonus payments contribute towards the Council's Core Services.

11.7.3 Other revenue generation opportunities

Funds raised resulting from the disposal of council or other public-sector assets could provide a further source of funding towards the cost of infrastructure works. The government encourages local authorities to dispose of assets that could be made surplus, especially where they could be put to more productive use or to support growth and efficiency. The council has existing procedures for disposal of assets. However, the Council's priority is to bridge the current £700,000 funding gap.

The decision to allocate funds received from asset disposals towards infrastructure would need to be taken by the council and could affect the level of funding (revenue or capital) available to the council to meet its other commitments.

In certain circumstances, it may be possible to fund the cost of additional infrastructure through the imposition of user fees or tolls e.g. parking charges. However, this has not been identified as suitable for any of the infrastructure categories considered by this IDP 2019 Update.

Further options to secure funding could include a Business Rate Supplement (BRS), which is a compulsory charge which would be added to all National Non-Domestic Rates (NNDR) levied on qualifying properties within the local authority area. Such a levy would need to be approved in a vote of affected businesses in Rossendale.

11.8 Financing

11.8.1 Overview

Local authorities have typically sought to secure financing for infrastructure up-front, to remove or reduce the level of risk to the authority in the event that the costs of implementation cannot be recovered. However, alternative options including prudential borrowing and joint ventures could be considered. These options typically require the generation of a return, either directly in the form of contributions or indirectly through increased local taxation, to ensure that the council can continue to meet its other spending commitments.

11.8.2 Prudential borrowing

Under rules laid down for local government, local authorities are able to borrow to invest where they consider it appropriate to do so in line with The Prudential Code for Capital Finance in Local Authorities. Subject to these rules therefore, the council could decide to borrow money to directly fund some or all of the cost of infrastructure improvements, for example where it is confident that the costs can

be recovered later through Section 106 agreements or through increased local taxation returns.

11.8.3 Joint ventures and partnerships

The use of a partnership approach to develop a pipeline of sites across an area is a potential route that is being pursued by a number of local authorities at present. Such partnerships can include the public-sector vesting land and/or equity alongside an equivalent commitment by a commercial partner to deliver a development or regeneration scheme.

The development of an infrastructure-based JV has potential where the public sector owns development land and is able to use that land to attract private sector investment to deliver infrastructure. In this case, the private sector would put equity into the JV to pay for infrastructure works, then development takes place on the Council's land, the receipts from which are shared between the parties.

11.9 Monitoring and Implementation

As the IDP and IDS present a snapshot view of infrastructure delivery across Rossendale, it is important that implementation of infrastructure schemes identified in the IDS is kept up to date through regular monitoring and review.

Arup recommends maintaining at least an annual check with infrastructure providers to request an update on the status of infrastructure projects listed in the IDS and identify any risks to delivery. This can be done via email with follow up phone calls or meetings as necessary. Potential risks can then be managed by RBC working in collaboration with infrastructure providers. This approach to regular review and update also enables LCC to maintain an up-to-date network with infrastructure providers.

On an annual basis, it is recommended LCC provides an update to infrastructure providers on the anticipated timing of development starts and completions, flagging any risks regarding corresponding timing of infrastructure delivery. On an annual basis, it is also recommended LCC completes a full review of the IDS to add, remove or update projects and re-assess priorities.

In line with NPPF recommendations, Rossendale Council is advised to review and update the IDP within five years.

12 Conclusions and Recommendations

12.1 Introduction

The Rossendale 2019 IDP Update focuses on the Education, Transport, Flood Risk and Health chapters following the publication of the Council's Strategic Flood Risk Assessment (SFRA), Highway Capacity Study and discussions with LCC with relevance to infrastructure. The other chapters have also been updated where feedback has been received from infrastructure providers.

The Infrastructure Delivery Schedule (IDS) which accompanies the IDP has been prepared to incorporate both infrastructure projects set out in the 2018 IDP and changes identified in the 2019 Update.

Policy guidance on preparing an IDP requires Local Plan strategic policies to make sufficient provision for infrastructure (NPPF paragraph 20) and encourages joint working and co-operation to determine where additional infrastructure is necessary (NPPF paragraph 26). The NPPF states Local Plans should set out the contributions expected from development without undermining the deliverability of the plan (paragraph 34).

The PPG provides further insight stating plans should adopt a realistic perspective about what can be achieved and when; including identifying what infrastructure is required, and how this can be funded and delivered. It encourages a collaborative approach with infrastructure providers to assess the quality and capacity of infrastructure; and its ability to meet forecast demands. Where deficiencies are identified, policies should set out how these deficiencies will be addressed (paragraph 055).

The approach taken for the Rossendale IDP 2019 Update focuses on the main changes which have taken place since the 2018 IDP focusing on education, transport, flood risk and health provision. For these infrastructure types the update takes account infrastructure strategies and studies which have been published post 2018. This is supplemented by discussions with infrastructure providers from transport, education, and health sectors. In addition, all infrastructure providers were invited to review the 2018 IDP and provide updates, taking account of housing and employment growth proposed in the Rossendale Local Plan Pre-Submission Publication Version.

The levels of growth proposed over the plan period 2019 – 2034 are:

- **Housing requirement:** 3,180 net additional dwellings or 212 dwellings per year; and
- **Employment allocation:** 27 ha of land for employment use of which 23 ha will comprise new sites primarily located close to the A56 and A682 in line with market demand.

This growth is mainly distributed around Rawtenstall, Bacup and Haslingden; there is also a strategic housing site located in Edenfield.

12.2 IDP Findings

The headline conclusions from the Rossendale 2019 IDP Update are set out below.

12.2.1 Education

Forecasts for education show an improved position regarding levels of demand for schools compared to the 2018 IDP. Demand at Edenfield (located in the Ramsbottom Primary Planning Area) is expected to be accommodated within existing schools within the first five years of the Local Plan. This takes account of the anticipated phasing for the Edenfield strategic site with delivery in the medium and longer term.

Ramsbottom Primary Planning Area is identified as a hotspot in the LCC School Place Provision Strategy (2017/18 – 2019/20). To accommodate Local Plan growth proposals at Edenfield expansion of existing primary schools or provision of a new school is required. Funding for schools' expansion at Edenfield could be achieved through Basic Needs Allocation supplemented with Section 106 contributions. If a new school is confirmed as a result of masterplanning for Edenfield; this would be funded directly by the Education and Skills Funding Agency as LCC no longer has the remit to fund delivery of new schools.

Future constraints are likely to arise in areas where the potential to expand existing schools is limited. Increasingly there is an expectation that developers will need to contribute to the cost of school expansion where schools are already over-subscribed; projected to become over-subscribed in five years; or required as a direct result of development. Rossendale Local Plan Pre-Submission Publication Version policy SD3 requires development to provide contributions to infrastructure where demand is generated for additional services or where existing deficiencies are exacerbated.

12.2.2 Transport

Road infrastructure in Rossendale is the responsibility of LCC as the Highway Authority. A small section of the M66 and the A56 form part of the Strategic Road Network which is the responsibility of Highways England. The M66 provides the main corridor for commuters and visitors to and from Greater Manchester. Problems with congestion and bus reliability on the A56/M66 corridor are recognised as a key strategic issue for the borough.

Issues facing Rossendale are being addressed to some extent in the Transport for the North Strategic Plan (February 2019). The TfN plan supports a 'whole journey' and 'total network' approach promoting sustainable transport modes for short trips. The TfN Investment Programme identifies priorities for post 2027 including M66 and A56 corridor improvements and Rossendale to Manchester public transport connectivity.

Rossendale also commissioned a Highway Capacity Study in 2018. The study confirmed proposed growth in the Rossendale Local Plan Pre-Submission Publication Version is likely to be accommodated on the existing local highway

network without intervention to the year 2024. The study identified potential interventions in the medium to long term for 9 junctions located around Rossendale. The high estimated capital costs of schemes identified combined with strategic priorities to support sustainable travel modes will need to be taken into account when prioritising transport schemes.

Monitoring of junctions is recommended in the early stages of the Local Plan to inform the extent and timing of interventions. A study to identify improvements along the A61 corridor between Rawtenstall and Bacup route is also recommended.

Walking and cycling routes have seen substantial recent investment as improvements in the cycle network (such as the East Lancashire Strategic Cycleway Network) are also designed to be suitable for use by pedestrians and run parallel to the main roads through the Rossendale Valley. Further schemes for sustainable transport improvements are likely to be identified through the emerging Local Cycling and Walking Infrastructure Plan.

In terms of public transport provision there is an extensive bus network within Rossendale and several express buses (such as the X41 and X43) between Rossendale and Manchester which operate on a 20 to 30-minute frequency during rush hour and this remains the main alternative to the car for longer journeys. There are aspirations for a rail link in Rossendale with the Council taking forward a policy objective to establish a commuter rail connection that integrates with the East Lancashire Heritage Railway.

In terms of funding for transport schemes, these are identified as medium to long term priorities and feature in post five year investment plans for TfN and LCC. A key recommendation is for Rossendale Council to continue collaboration with TfN and LCC to ensure schemes which are important for Rossendale are prioritised for future investment.

12.2.3 Flood Risk and Drainage (need to update the position on EA managed culverts).

Management of flood risk in Rossendale is the responsibility of LCC (as the Lead Local Flood Authority) and the Environment Agency; with the exception of flood defences which are in private ownership. In terms of drainage United Utilities are responsible for water and sewerage; and landowners are responsible for land drainage.

The Strategic Flood Risk Assessment for Rossendale identifies risks from fluvial; surface; groundwater and reservoir sources. The majority of fluvial flood risk in Rossendale is associated with the River Irwell in Bacup, Irwell Vale and around Chatterton; the River Irwell, Limy Water and Whitewell Brook in Rawtenstall; and the River Spodden in Whitworth. Flood defences in Rossendale fall under the ownership of the EA, LCC, water companies and private landowners. There are 22 flood defence walls within Rossendale located on the River Irwell, River Spodden at Whitworth, and River Goden. In addition, the SFRA highlights a risk of localised flooding from the Victorian era sewer system which is predominantly the responsibility of United Utilities.

A programme of infrastructure investment is identified for flood risk and drainage assets including improvements to flood risk structures in Waterfoot, Rawtenstall, Bacup, and Shawforth. Post 2021 there are programme of culvert improvement schemes across Bacup, Whitworth and Rawtenstall.

12.2.4 Health

Rossendale is served by 9 GP practices and is located within the catchment of the Blackburn Accident and Emergency Unit. Other aspects of health care (such as mental health and adult services) are offered via outreach centres. Health services in Rossendale are commissioned by East Lancashire CCG.

Six of the nine GP practices are located within NHS owned health centres located in Rawtenstall, Bacup, Haslingden and Waterfoot. The practice in Bacup has no available capacity and the Haslingden practice is operating near capacity. The NHS response to the Rossendale Local Plan growth proposals is that existing capacity across the borough would be absorbed within 3 – 4 years with expansion of existing premises required to accommodate 8.8 additional clinicians across the district within the Local Plan period.

There may be a requirement to extend GP provision within the first five years of the Local Plan. The CCG and NHS Property Services will need to monitor demand over the short term, taking into account Local Plan development rates and revised approaches to service delivery (see 2019 IDP chapter 7) which may result in greater efficiencies.

12.2.5 Utilities

The following areas have been revised for the 2019 IDP Update:

- **Water and Sewerage** – There are no reported changes since the 2018 IDP. Improvements are planned to the Rossendale Wastewater Treatment Works in 2023 – 2025.
- **Electricity** – If new infrastructure is required in response to an increase in demand across the local electricity network, Electricity North West may request improvements to an existing National Grid substation or a new grid supply point. Provision would be led through arrangements from site specific developments.
- **Gas** – New transmission infrastructure is driven by growth in regional demand and changes in supply patterns. There are no known plans to enhance the gas network in Rossendale.
- **Telecommunications** – There are no reported changes since the 2018 IDP.

12.2.6 Emergency Services

The following areas have been revised for the 2019 IDP Update:

- **Ambulance Services** – There are no reported changes to the 2018 IDP.
- **Police** – There are no reported changes to the 2018 IDP.

- **Fire** – There are no reported changes to the 2018 IDP. The Fire Service did raise a risk to Rawtenstall Fire Station and associated service provision if future plans for Rawtenstall Gyratory require its re-location.

12.2.7 Community Services

The following areas have been revised for the 2019 IDP Update:

- **Libraries** – There is no reported change since the 2018 IDP.
- **Community Centres** – The list of community facilities has been revised. It is also noted there are plans to consolidate the Whitworth Children Centre and Whitworth Young People’s Centre in the Whitworth library.
- **Voluntary Sector** – There is no reported change since the 2018 IDP.
- **Sports Facilities** – The provision of facilities managed by the Rossendale Leisure Trust is listed. It is noted these facilities were built in the 1970s and have an expected lifespan of 30 – 40 years. Therefore, within the Local Plan period it is anticipated one or more of the three leisure centres managed by the Trust will require major investment or face closure.
- In terms of playing pitch provision, the Playing Pitch Strategy (April 2016) rated the majority of pitches within Rossendale as poor with qualitative improvements required to alleviate overplay. There is also an undersupply of grass and 4G pitches.
- Rossendale Leisure Trust are working with Rossendale Council to commission a facility review and strategy to assist in defining future needs for new assets to meet expected demand.

12.2.8 Funding and Delivery

This IDP has demonstrated that the Rossendale Local Plan can realistically deliver against its targets within the early phases of the plan, without the requirement for essential investment in new infrastructure. However, within the key infrastructure types of transport, health, education and flooding there are several identified priority interventions in these areas where a gap in funding may exist and which needs to be addressed now to enable delivery of the later stages of the plan.

Where funding for significant infrastructure interventions is required, particularly transport infrastructure, the level of cost is generally likely to be significantly outside the ability of RBC to fund through its own resources or mechanisms. However, the majority of funding for schemes of this nature is allocated at a strategic level either to strategic infrastructure providers such as Highways England and Network Rail, or to bodies operating at a strategic level such as LCC and Lancashire Enterprise Partnership. Securing funding for schemes in this category therefore will require RBC to work with LCC and other partners to consider the requirements of the district at a strategic level, taking into account the wider context to a much greater extent. This could include working with partners to develop a more detailed programme and prospectus of interventions which can be submitted as bids for money from competitive pots.

The Rossendale Local Plan Pre-Submission Publication Version includes policies to provide further detail on infrastructure delivery and capture developer contributions towards funding provision. Policy HS2 requires sites with 50 dwellings or more will be required to prepare comprehensive masterplans to support development proposals, to include a design code, information on how key infrastructure issues will be addressed, and an indication of how development will be implemented. The onus will therefore be on developers to demonstrate how infrastructure required to support development will be delivered.

Rossendale has a history of securing contributions towards key infrastructure through Section 106 contributions, and the inclusion of policy SD3 within the Local Plan Pre-Submission Publication Version provides a policy basis for the council to continue to use this approach. The level of funding that should be sought and could be secured through the use of developer contributions will need to be determined by reference to the viability assessment of the plan and future guidance such as a supplementary policy document.