

# Rossendale Local Plan Examination

## MATTERS, ISSUES AND QUESTIONS (MIQs)



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### **Matter 7 – Infrastructure delivery**

***Issue – Does the Plan set out a robust framework for infrastructure delivery which is justified, effective and consistent with national policy?***

**[Policy SS  
Policy SD3]**

#### **Questions**

**(a) Does the Infrastructure Delivery Plan (2018) and the 2019 update (SD014 & SD015) provide a thorough assessment of infrastructure needs, and reflect levels of growth in the Local Plan?**

7.1 The initial 2018 IDP was undertaken by the Council. The 2018 Update summarises the issues identified from the discussions that had taken place with infrastructure providers, highlighting particularly education, transport, utilities and community infrastructure, including health. This was then updated prior to submission of the Local Plan to provide an up-to-date position.

7.2 Arup were commissioned by Rossendale Borough Council to prepare the IDP 2019 Update ([SD014](#)) to ensure further rigour and robustness in the Infrastructure Delivery Plan (IDP) 2018. The 2019 Update provides a thorough assessment of infrastructure needs in Rossendale over the plan period, reflecting the levels of growth set out in the Local Plan, specifically, the requirement to provide 3,180 net additional dwellings (212 per annum), with allocations concentrated around Rawtenstall and Bacup (with these areas expected to accommodate approximately 50% of the housing requirement). The 2019 Update also assesses the infrastructure requirements for the 27 ha allocated employment land primarily located close to the A56 and A682 in line with market demand.

7.3 The 2019 Update aligns with the NPPF (2019) as it considers all infrastructure areas as defined in paragraph 20 (b) and (c). In accordance with the PPG, a collaborative approach was adopted to identify infrastructure deficits and requirements (Paragraph: 059 Reference ID: 61-059-20190315). Arup and Rossendale Council effectively engaged with infrastructure providers by sharing the Local Plan growth proposals and the information in the 2018 IDP ([SD015](#)); requesting an update to any areas of change; and providing an opportunity for providers to highlight any issues regarding future delivery plans and provision. Further in-depth conversations were also held with infrastructure providers

responsible for education, transport, flood risk, health provision and emergency services strengthening the framework for ongoing joint working. This is in line with NPPF paragraph 26:

*“Effective and on-going joint working between strategic policy-making authorities and relevant bodies is integral to the production of a positively prepared and justified strategy. In particular, joint working should help to determine where additional infrastructure is necessary, and whether development needs that cannot be met wholly within a particular plan area could be met elsewhere”.*

7.4 The methodology (set out at page 4 of the 2019 Update) comprised the following actions:

- A baseline review of IDP 2018 along with relevant evidence base documents;
- A briefing note was issued to infrastructure providers setting out the Local Plan growth figures and requesting updates to the IDP 2018 where changes had occurred (this was particularly relevant to Education, Health and Transport). An email request gave clear instructions to providers on how to respond and requested that, where no changes were necessary, this be confirmed in writing by return email. Meetings were held with Lancashire County Council infrastructure leads for Education and Transport along with representatives from the NHS East Lancashire Clinical Commissioning Group;
- A high-level analysis was carried out with the assistance of RBC’s Forward Planning team to identify the scope for future developer contributions and other funding mechanisms to support the delivery of infrastructure identified in the 2019 Update.
- Revised chapters were drafted and circulated to the relevant stakeholders for review and further comment prior to the report being finalised for submission.

7.5 The assessment of infrastructure needs for the IDP 2019 Update was carried out by relevant organisations with statutory responsibility for education, transportation, health services, flood risk, emergency services and community services, utilising appropriate methodologies for forecasting infrastructure requirements. It is noted that forecasting is more accurate within the short term (2019 Update, page 11). Consideration was given to the geographic location of growth in addition to the quantum proposed on allocated sites. Utilities providers were also consulted on the planned levels of growth, although no specific constraints were identified.

7.6 This engagement on the 2019 Update was in compliance with NPPF (2019) paragraph 8(a) as it enabled the identification and co-ordination of the provision of infrastructure. Joint working between the RBC and infrastructure providers has also enabled delivery plans to be shared, taking account of Local Plan proposals over the 15 year period. Through the 2019 Update joint agreement was reached with infrastructure providers regarding current and future provision for each infrastructure area, with the IDP highlighting potential barriers to infrastructure investment and delivery.

7.7 The above demonstrates that the 2019 Update is consistent with national policy. It is justified as it provides a proportionate evidence base for Rossendale Council to make sufficient provision for infrastructure in line with NPPF paragraph 20 (b) and (c). It is also effective as it enhances the framework for joint working with infrastructure providers over the plan period.

**(b) What is the justification for including site specific infrastructure requirements for some sites proposed for allocation and not others?**

7.8 Detailed site allocation policies have been provided for H72 (in policy HS3), H13 (HS4), H5 (in Policy HS5), M4 (EMP6) and NE4 (EMP7) as these are relatively large sites for the Borough and/or have particular issues which need to be taken into consideration in order to achieve an acceptable development. These are considered to be exceptional to the standard considerations for most applications and require a detailed policy to ensure they are being adequately addressed. Examples include the need to prepare a phased masterplan, the provision of infrastructure such as education and taking account of particularly sensitive heritage or landscape settings.

7.9 For other allocations, site specific requirements will be dealt with through the Development Management process. However, if the Inspector deems it to be appropriate, further detail could be provided on those sites without guidance if certain issues or constraints are considered to necessitate specific guidance. This could include a site plan and a brief summary of considerations such as the need to address flood risk, access, open space and landscape considerations. These could be prepared for relevant sites as a Main Modification and can be informed by the further information being provided in Matters 9 to 15.

**(c) Is there a reasonable likelihood that the specific infrastructure projects identified in SD014 & SD015 will be delivered when they are required? Particularly:**

- i. Is the Rawtenstall Gyratory deliverable? Have the concerns of Lancashire Fire and Rescue been addressed? Can the scheme be delivered with the Fire Station remaining in place? If not has a strategy been agreed for its relocation which includes funding and timing? Is there an overall strategy which demonstrates the Rawtenstall Gyratory is deliverable and when it would be likely to be delivered? What would be the implications for the Local Plan if this scheme was not delivered on time or at all?**

7.10 Rossendale Borough Council has been working with the County Council on delivering improvements to the Rawtenstall Gyratory, which is acknowledged as a key junction for the Borough. A scheme has been prepared by LCC Highways, which builds on the work undertaken by Mott Macdonald, and this shows a suitable programme of improvements that will be delivered. The programme of improvements has been drafted to allow to some extent incremental improvements that can be phased over time, and that will accommodate the planned level of growth. Please see Appendix 1.

7.11 One of the key considerations has been to avoid relocation of the Fire Station and to minimise impacts both to the operation of the Service itself and to the staff based at this facility, given the extra costs involved in the relocation, the added uncertainty and complexity, delays in delivering such a scheme, and the Services' reluctance to consider this as an option. RBC and LCC are currently trying to organise a meeting to discuss the proposed programme of improvements with the Lancashire Fire and Rescue Service (LFRS), to explain how this scheme will be developed without the need to relocate the Fire Service and discuss the implications for LFRS, including the benefits of accommodating additional capacity and improve the operation of this junction.

7.12 Funding for the Gyratory is being actively pursued. The Council is aware there have been a number of Government funding programmes over recent years through which schemes similar to the Rawtenstall Gyratory have been funded and delivered. The Local Growth Fund and Housing Infrastructure Fund are examples of such, but unfortunately both these programmes are now closed. However, in July the Department for Transport announced a new competitive Local Pinch Point Fund comprising £150m in total, with £75m available in each of the financial years 2021/22 and 2022/23. RBC has been advised by Lancashire County Council that it intends to develop a bid for the Rawtenstall Gyratory. The County Council is required to submit an Expression of Interest to the Department for Transport by 31st January 2020.

7.13 As the Highway Capacity Study makes clear both existing traffic combined with the additional expected increase accruing from the Local Plan growth will have implications for the operation of the Gyratory later in the plan period and by 2034 operational issues are recorded in both the Reference Case and Local Plan scenarios. For the first five years though of the Local Plan, up to 2024, the study says "the issues experienced are likely to be marginally further exacerbated, however the difference in recorded performance between the Reference Case and the Local Plan scenario is considered minimal, therefore suggesting that the first five years of Local Plan growth can be accommodated"

**(d) Is the approach to developer contributions, as set out in Policy SD3, effective and soundly based? Should it include reference to contributions towards or provision of Suitable Alternative Natural Green Space?**

7.14 NPPF 2019 in paragraph 34 on Developer Contributions notes that plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed for education, health, transport, flood and water management, green and digital infrastructure). Such policies should not undermine the deliverability of the plan.

7.15 The approach to developer contributions as set out in policy SD3 has been guided by evidence from the 2019 Infrastructure Delivery Plan Update ([SD014](#)) and the Rossendale Viability Assessment ([EB019](#)). Policy SD3 outlines that developer 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
- Sports and recreation facilities

7.16 Table 3.16 and paragraphs 5.43 to 5.47 of the Local Plan Viability Assessment explain how these developer contributions have been taken into account in the viability testing. This may be summarised as follows:

**Affordable Housing** – (paragraph 5.43) the testing is based on 30% provision for developments of 10 or more dwellings and assumes a tenure split of one third affordable home ownership and two thirds rent.

**Open Space Requirements in New Housing Developments** – The base construction cost assessments make provision for the cost of new open space on site. In addition the study separately models the impact of an additional payment to offsite provision in the sum of £1,366 per dwelling (paragraph 5.45).

**Playing Pitch Requirements in New Housing Development** – the requirements of this policy are taken into account by including an additional contribution of £566 per dwelling (paragraph 5.46).

**Other matters** – reflecting possible requirements for contributions to other matters such as transport, health and education the testing takes into account a contribution of £1,000 per dwelling towards other infrastructure provision (paragraph 5.47).

7.17 The 2019 IDP Update (SD014), Chapter 10 Table 22 identifies that developer contributions are required to support funding for delivery of education and transport infrastructure. The level of contribution is determined by RBC taking account of the viability assessment ([EB019](#)). The Funding and Delivery Chapter (Section 11.6) recognises the role Developer Contributions make towards funding infrastructure delivery. The 2019 Update states:

*“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.”* (Section 11.6.1, paragraph 1, page 65).

7.18 Section 11.6 of the 2019 IDP Update (SD014) specifies the three forms developer contributions can take: through on-site provision; off-site provision (secured through conditions on the planning permission); and through Section 106 planning obligations. Chapter 12, Section 12.2.8 (page 75) of the IDP 2019 Update recognises that Rossendale has a history of securing contributions towards key infrastructure through Section 106 contributions, and the inclusion of Policy SD3 provides a policy basis for the council to continue to

use this approach. Table 23 (page 67) has a summary of the Section 106 receipts and expenditure between 2007/08 and 2018/19 providing historic evidence to shape the approach for developer contributions.

7.19 With reference to Policy SD3, the IDP 2019 Update acknowledges:

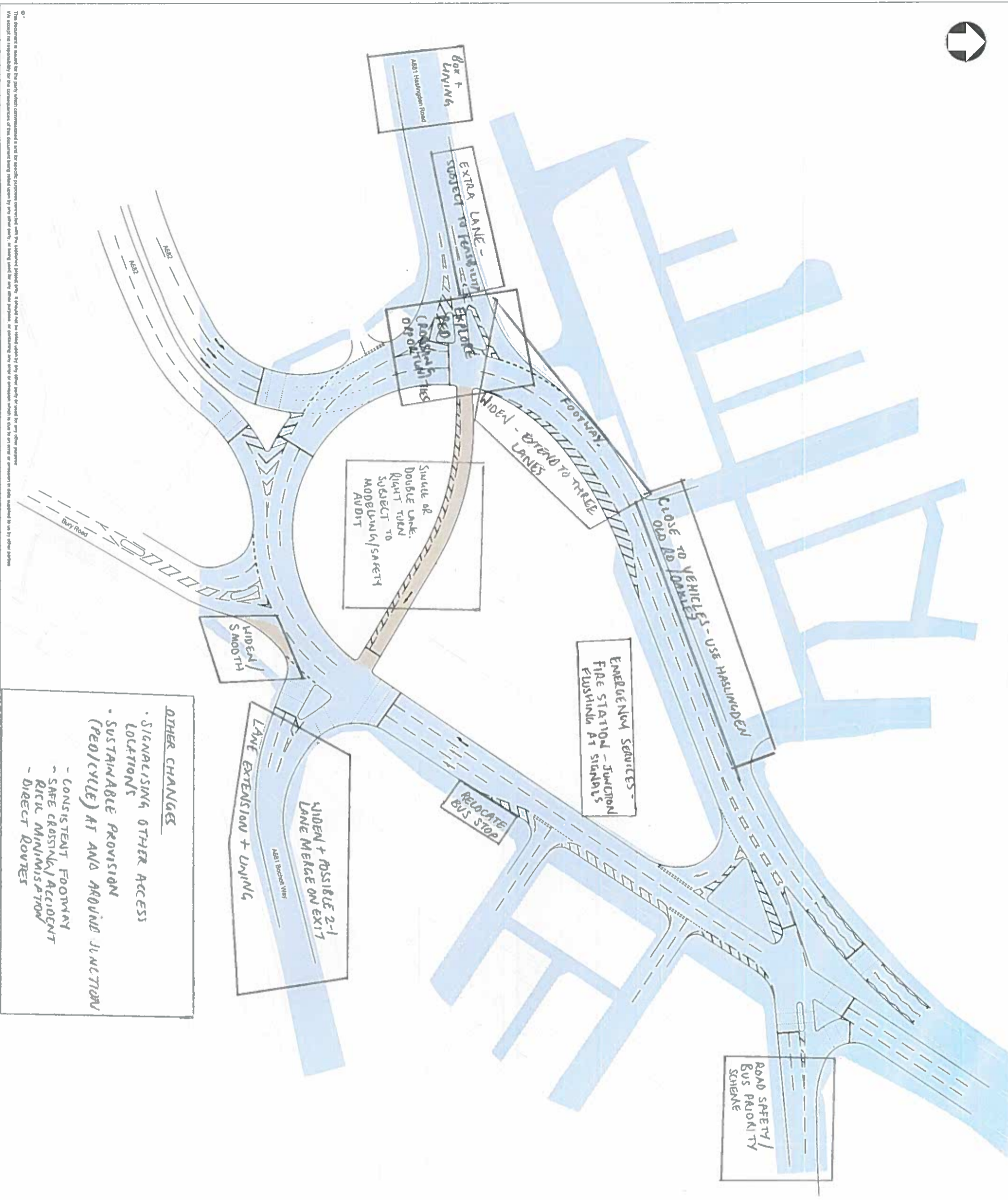
*"The extent to which planning obligations could address funding gaps for different types of infrastructure would need to be determined by reference to the viability assessment of the plan."* (Section 11.6.4, paragraph 5, page 66).

7.20 It is proposed that the calculation and contribution towards SANGs or the provision of SANGs will be outlined in an update to the existing Supplementary Planning Document on Open space and play equipment contributions. The Local Plan Viability Assessment ([EB019](#)) tested the requirement of Planning Obligations on site viability, including a Public Open Space contribution.

7.21 The Council welcomes the restriction on pooling of Section 106 agreements being lifted, and made representations to this effect during the Government's consultation. This will enable the Council to continue to work effectively with developers to bring about the necessary infrastructure that is required in order to accommodate the additional growth set out in the emerging Local Plan, including the local housing need that has been calculated using the Government's Standardised Methodology.

## **Appendix 1: Matter 7 Infrastructure Delivery**

### **Lancashire County Council – Rawtenstall Gyratory Indicative Plans and Costings**



**OTHER CHANGES**

- SIGNALLING OTHER ACCESS LOCATIONS
- SUSTAINABLE PROVISION (PEOLVILLE) AT AND AROUND JUNCTION
- CONSISTENT FOOTWAY
- SAFE CROSSING/ACCIDENT RISK MINIMISATION
- DIRECT ROUTES

INDICATIVE ONLY

Key to symbols

- Highway boundary
- 472m<sup>2</sup> Boundary
- Land required which is outside the Highway

Reference drawings

Rev	Date	Drawn	Description	Chk'd	App'd
M					
M					

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**Rosendalealivye**  
BOROUGH COUNCIL

**Rosendale Local Plan**  
Rawenstall Gyatory  
Option 3a

Designed	MS Davies	Eng check	A Engleick
Drawn	MS Davies	Coordination	A Coordinator
Draw check	A Checker	Approved	A N Approved
Scale at A1	1:500	PRE	P1
Drawn Number	391034-MMD-00-XX-DR-C-0003a	STD	

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<u>Bill Part</u>	<u>Construction Heading</u>	<u>Series</u>	<u>Amount</u>	
<b>Bill Part 01:</b>				
<b><u>Preliminaries</u></b>				
	Preliminaries including general clearance		£215,750.00	
			<b>Total Bill Part 01</b>	<b>£215,750.00</b>
<b>Bill Part 02:</b>				
<b><u>Roadworks</u></b>				
	Main Carriageway, foot/cycleways	Ciculation	£75,000.00	
		Bocholt Way	£235,000.00	
		Haslingdon Rd	£120,000.00	
		New link within island	£175,000.00	
		foot/cycleway changes	£50,000.00	
			sub-total	£655,000.00
	Simple crossings, Signing and Lining, declutter	Gyratory and approaches	£200,000.00	
	Traffic Management and minor measures	Local and wider as a result of temp redistribution	£200,000.00	
			sub-total	£400,000.00
	Landscape and Ecology	Within island	£50,000.00	
			sub-total	£50,000.00
			<b>Total Bill Part 02</b>	<b>£1,105,000.00</b>
<b>Bill Part 03:</b>				
<b><u>Structures</u></b>				
	Extend/replace Bocholt Way concrete bridge over River Irwell		£1,000,000.00	
	Remove existing bridge		£250,000.00	
	Other measures to satisfy EA		£100,000.00	
			sub-total	£1,350,000.00
			<b>Total Bill Part 03</b>	<b>£1,350,000.00</b>
<b>Bill Part: 04</b>				
<b><u>Signals</u></b>				
	Additional signals, junction flushing (link to Fire Station) and formal crossings		£750,000.00	
			<b>Total Bill Part 04</b>	<b>£750,000.00</b>

**Construction Summary**

	<b>Year</b>	<b>2018</b>
Bill Part 01		£215,750
Bill Part 02		£1,105,000
Bill Part 03		£1,350,000
Bill Part 04		£750,000
<b>Total</b>		<b>£3,420,750</b>

**Other scheme Costs**

Develop the strategy including concept designs (sketches), modelling		£35,000.00 (assumes LCC undertakir
Detail design and supporting documents		£150,000.00 (assumes LCC undertakir
Utilities diversion / protection		£1,000,000.00
Temporary diversions (river irwell)		£500,000.00
Land beyond highway boundary (secured by RBC)	Through agreement	£350,000.00
	Total	£2,035,000.00
<b>Total Construction with other scheme Costs</b>		<b>£ 5,455,750</b>
Land compensation & Part 1 Claims		£150,000
LCC Supervision		£250,000
<b>Optimism Bias (on construction summary)</b>	<b>@ 44%</b>	<b>£1,505,130</b>

**Grand Total**

**TOTAL** **£7,360,880**

<b>Gyratory Stratgy (and phasing), sheet 2 of 2</b>				
<b>Phase</b>	<b>Location</b>	<b>Description</b>	<b>Detail</b>	<b>Cost estimate for phase in isolation)</b>
0		Develop Strategy	Develop the strategy including concept designs (sketches), modelling	£35,000
			Detail design and supporting documents	£150,000
1	Bocholt Way	Approach Widening	Increase length of 2 lane approach	£433,400
2	Gyratory	Circulation improvements	Localised widening	£1,805,400
			Signalisation changes	
			Traffic management and minor meaures	
			PT and emergency service priority	
3	General	Sustainable improvements	Improvements for pedestrians, cyclists	£444,000
4	Gyratory island	New traffic lane(s)	Located between Haslingdon Rd and Bocholt Way	£592,600
5	Haslingdon Road	Additional approach lane	Note: links to signal changes	£448,720
6	Bocholt Way	Additional exit lane	Directly links into phase 5	£3,451,760

*Note: each phase follows the previous, if the order of delivery is changed, so will the cost*

LCC 29th Aug 2019

£7,360,880

## Rosendale Local Plan

### Rawtenstall Gyratory

For use with the plan of proposed measures to increase capacity, and promote sustainable transport/modal shift.

Road	Measure	Justification
Gyratory	Sustainable provision at, through and around gyratory	Maximising opportunities for pedestrians and cyclists through safe and logical crossing points, consistent footway, and direct, accessible, safe routes through and around gyratory.
Fire Station	Junction flushing at signals	Junction flushing for emergency access.
A681 Haslingden Road	Box and Lining	Clear lining and a box would increase adherence to positioning early on, reducing the length of queues and encouraging increased vehicle flow into the junction.
A681 Haslingden Road	Additional Lane	An additional lane would increase the stacking ability of vehicles waiting to enter gyratory. Drivers may have visibility blocked by vehicles in right hand lane.
Gyratory	Widening on gyratory	Maintaining three lanes around gyratory to ensure that strong movements such as from Haslingden Rd are accommodated more effectively.
Gyratory	Road closures St Mary's Terrace Schofield Rd	Road closures reduce potential for accidents to occur and encourage efficient vehicle flows.
Bacup Road	Road Safety/Bus Priority	Work into determining an effective public transport scheme and reducing propensity for vehicles to use this where unnecessary.
Gyratory	Bus stop relocation	Moving the bus stop to enable the capacity on the gyratory to be maintained at all times.
Gyratory	Single or double lane through gyratory	Enabling stronger W-E movement, adding capacity by removing vehicles from circulatory system and stacking ability that reduces queues on Haslingden Road, allowing those needing to go up St Mary's way to do so with less delay
A681 Bocholt Way	Widening on Bocholt Way from gyratory	Depending on number of lanes through gyratory, may need 2-1 lanes on Bocholt Way from gyratory to get the vehicles out in good time.
A681 Bocholt Way	Extending lanes and improving lining	Improving lining/extending lane will improve driver behaviour and adherence to lane use, encouraging better stacking ability and shorter queues
Gyratory South	Widening	To allow better vehicle movements on to Bury Road and enable vehicles to maintain speed.
Gyratory	Signalising at other access locations	Exploration of signalising other access locations to improve efficiency