Hyndburn Borough Council Highways Capacity Study

Invitation to tender (August 2020)

Specification

1 Introduction

- 1.1 Hyndburn Borough Council (hereafter referred to as 'the Council') is seeking to appoint experienced consultants to prepare a Highways Capacity Study to inform the preparation of the emerging Hyndburn Local Plan, in particular the Strategic Policies and Site Allocations Development Plan Document (DPD).
- 1.2 The study should include an assessment of existing highway capacity in the Council area and the potential impact on highway capacity of new housing and employment development identified in the Local Plan, highlighting where and when particular issues may arise. It will make recommendations on how these impacts can be effectively mitigated, suggest potential highway improvement schemes and/or sustainable transport options and provide full costs.
- 1.3 This brief sets out the key requirements, timescales, outputs and management arrangements for this commission.

2 Project Specification

Background

- 2.1 The Council is progressing with the preparation of a new local plan to cover the period to 2036, with adoption anticipated by 2022. To date, the Council has produced and commissioned evidence on a wide range of matters including housing and employment development. The Council has also commissioned consultants to develop a masterplan for Huncoat Garden Village, an area where significant housing growth is proposed.
- 2.2 In order to further inform the development of the local plan, the Council is now seeking consultants to undertake a Highways Capacity Study. Through its Local Plan, the Council is pursuing a growth strategy that will seek to deliver a higher number of homes than that prescribed by the Government's Standard Methodology and additional employment land.
- 2.3 The National Planning Policy Framework (NPPF) seeks to ensure that Local Plans are based on robust, up to date and relevant evidence. In relation to this study, paragraph 102 states that '*Transport issues should be considered from the earliest stages of plan-making and development proposals so that ... the potential impacts of development on transport networks can be addressed*'.

- 2.4 NPPF paragraph 108 then states that '*In assessing sites that may be allocated for development in plans…it should be ensured that:*
 - a) appropriate opportunities to promote sustainable transport modes can be or have been – taken up, given the type of development and its location;
 - b) safe and suitable access to the site can be achieved for all users; and
 - c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree'
- 2.5 To some extent, points a) and b) have been addressed through the evolution of the Local Plan's spatial strategy, including the evidence base and consultation that has already been carried out. The main gap in transport evidence is therefore a need to assess the effect of development on the highway network, although there will also be a need to provide further evidence on sustainable transport and more detailed information on proposed access to sites.
- 2.6 Planning Practice Guidance (PPG) "Transport evidence bases in plan making and decision taking" sets out further guidance on how the transport evidence base should be developed. The PPG recognises that transport evidence can include consideration of viability, deliverability, an assessment of proposed land allocations and of mitigation measures which may be required. It should enable highway authorities/service providers to support or deliver the transport infrastructure necessary to deliver the Local Plan.
- 2.7 In summary, the work is required to:
 - Satisfy the requirements of NPPF and PPG;
 - Assess the capacity of the existing highway network to accommodate future traffic flows expected to be generated by the proposed Local Plan site allocations;
 - Highlight where capacity issues may occur or be exacerbated (particularly at key junctions)
 - Identify mitigation, improvements or new infrastructure required and the scale of investment required;
 - Identify any risks to delivery of required schemes;
 - Assess the suitability of site access from the wider network and within the site;
 - Identify opportunities for encouraging a shift to the use of sustainable modes of transport;
 - Inform final site selection including phasing and development capacity;
 - Inform the Infrastructure Delivery Plan and further Local Plan viability work;
 - Assist with the Duty to Co-operate for the Local Plan.

The requirements of the study are set out in more detail at para 2.15.

Local context

- 2.8 This commission will support and inform the upcoming Regulation 19¹ consultation on the emerging Local Plan. The Local Plan will consist of strategic policies (previously consulted on as a separate Core Strategy document) and site allocations. These two elements are to be merged into one document for the purposes of the Regulation 19 consultation. The background to this consultation is set out below:
 - The Council currently has an adopted Core Strategy and an Area Action Plan for Accrington Town Centre (both adopted in 2012) and a Development Management Development Plan Document (DPD) (adopted in 2018);
 - The Council recently consulted under Regulation 18 on the Core Strategy Review DPD and Site Allocations DPD, which it now intends to amalgamate into one Strategic Policies and Sites Allocations DPD;
 - Publication, consultation and submission (Regulations 19, 20 and 22) of the Strategic Policies and Site Allocations DPD is expected in 2021/22;
 - Following an Examination, the Local Plan is scheduled to be adopted in 2022 with a Plan Period of 2016-2036 in line with the requirement for strategic policies to look ahead a minimum of 15 years from adoption (NPPF paragraph 22).
- 2.9 The Council has already produced a number of evidence base documents including those relating to the economy, housing, environment, Green Belt and viability. These can be viewed at: <u>https://www.hyndburnbc.gov.uk/evidence-base/</u>
- 2.10 Further evidence base documents, including this Highway Capacity Study, are also being commissioned and prepared, such as that relating to flood risk, landscape, habitats, open space and sports provision and further viability work. Another significant project that the Council are working on is the Huncoat Garden Village Masterplan, in support of the strategic housing and employment allocation in this part of the Borough. The Masterplan will be informed by its own transport and highway assessment which will consider the impact of future development on a number of junctions in East Hyndburn. It should not be necessary to duplicate this work but the change associated with development at Huncoat is an important consideration which the consultant should be aware of and ensure consistency between the two pieces of work.
- 2.11 The Council will have prepared a draft set of proposed site allocations by the time a consultant is appointed.

¹ All references to 'Regulations' are to the Town and Country Planning (Local Planning) (England) Regulations 2012.

The Study Area

- 2.12 The Borough of Hyndburn is in north-west England and has a population of around 80,400. It is one of 12 district councils that make up the County of Lancashire and, together with Blackburn with Darwen, Burnley, Pendle and Rossendale, the Council forms part of the Pennine Lancashire sub-region (and combined with Ribble Valley it also forms the wider area of 'East Lancashire')..
- 2.13 The principal town in Hyndburn is Accrington, which includes the townships of Oswaldtwistle, Church, Clayton-le-Moors, Baxenden and Huncoat. Other distinct settlements located within the Borough boundary include Great Harwood, Rishton, and Altham.



2.14 There are a number of underlying economic challenges faced by the Borough and therefore the emerging Local Plan is supporting a growth strategy intended to boost the local economy and improve the range and type of homes being provided. This is to be achieved by identifying ambitious but achievable development requirements, including the identification of new allocations to deliver sustainable growth.

Requirements of the Study

- 2.15 One of the key requirements of the evidence base to support the Local Plan is to demonstrate that allocated sites are deliverable. This includes showing that the necessary physical infrastructure is in place (or capable of being provided in future where necessary) and will not constrain development coming forward. The efficient operation of both the local and strategic highway network is critical in the successful delivery of the growth strategy. It is therefore necessary to assess the impact of new development sites on the operation of the highway network both individually and cumulatively, throughout the Local Plan period to 2036.
- 2.16 The overall requirements of the Highway Capacity Study are as follows:
 - Satisfy the requirements of NPPF and PPG Transport evidence bases in plan making² which includes the need to:
 - assess the existing situation and likely generation of trips over time by all modes and the impact on the locality in economic, social and environmental terms

² Paragraph: 003 Reference ID: 54-003-20141010

- assess the opportunities to support a pattern of development that, where reasonable to do so, facilitates the use of sustainable modes of transport
- highlight and promote opportunities to reduce the need for travel where appropriate
- identify opportunities to prioritise the use of alternative modes in both existing and new development locations if appropriate
- consider the cumulative impacts of existing and proposed development on transport networks
- assess the quality and capacity of transport infrastructure and its ability to meet forecast demands
- identify the short, medium and long-term transport proposals across all modes

In particular, the study should also:

- Assess the capacity of the existing local and strategic road network (SRN) to accommodate future traffic flows expected to be generated by the proposed Local Plan site allocations;
- Highlight where capacity issues may occur or be exacerbated (particularly at key junctions); this should include M65 motorway junctions 6, 7 and 8 and A56 junction at Huncoat and take into account the cumulative impact of traffic from Blackburn and Burnley; assessing impact of traffic growth on SRN junctions should include an assessment of the merge / diverge requirements under the Design Manual for Roads and Bridges standard CD122 Geometric design of grade separated junctions (formerly TD22/06);
- Identify mitigation measures, improvements or new infrastructure required including consideration of accessibility, congestion, safety, air quality and carbon reduction; this could include recommendations for where travel planning and behavioural change could be utilised as mitigation;
- Identify when and where mitigation and/or infrastructure improvements will be needed and how these are to be co-ordinated and delivered, including the scale of investment required, the timing of any work required and priorities for investment (short, medium and long term); full costs should be identified, having regard to design and utility diversions³;
- Identify potential risks to the delivery of the identified mitigation and improvement schemes and how this could affect costs and timing. This should include issues such as any need to access third party land, loss of parking, creation of one way systems, road closures and so on, as well as the need to meet design and safety standards;
- Provide an assessment of the suitability of access to sites both from the wider highway network and within the site and provide recommendations on how safe access can be achieved;
- Inform final selection of site allocations including recommendations on potential phasing of development and/or capacity of sites;
- Inform the Infrastructure Delivery Plan in relation to transport;
- Inform further Local Plan viability work;

³ Costs to include a reference year and should link to indexation

- Assist with the Duty to Co-operate for the Local Plan including working with Highways England and Lancashire County Council.
- 2.17 The Consultants will be expected to take the lead on organising and establishing appropriate Project Group and Steering Group meetingsf.

Key deliverables

- 2.18 A detailed project outline for the study will be required to be submitted confirming the details of the intended methodology, baseline data to be used and any gaps in that data, study outputs, timetable, personnel and costs. See Quality Questions at Schedule 2 for details.
- 2.19 A methodology should be developed which will look at the demands placed on the highway network, using traffic data and modelling⁴. Outputs should highlight any increased stress areas on the highway network as a result of the development planned over the Local Plan period to 2036.
- 2.20 The proposal should indicate where there are gaps in the available information and suggest how it could be obtained in a most cost-effective manner, in particular in relation to up-to-date traffic count data. This data will be purchased by the Council directly once the scope has been agreed, and should therefore be excluded from the quoted price.
- 2.21 Mitigation measures in the form of potential intervention schemes should be provided with construction estimates, trigger points and timescales that will be used to feed into the Local Plan and accompanying Infrastructure Delivery Plan.
- 2.22 Construction cost estimates shall include estimates for any utility diversions as informed by the utility providers through a C3 Budget Estimate as referred to by the New Roads and Street Works procedures.
- 2.23 Key deliverables of the study are as follows:
 - Two travel demand scenarios firstly a 'reference' case applying locally adjusted traffic growth figures; secondly a 'Local Plan proposed growth' case adding additional trips generated by development to the reference case;
 - Capacity to be assessed in base year of 2020, after 5 years (2025) and in the final year of the Local Plan (2036) for both AM and PM Peak hours; depending on identified phasing/delivery of growth (to be confirmed) an additional interim year test scenario may also be included;
 - Where a junction or link is expected to exceed capacity this should be clearly set out as to when it is expected to do so, and proposed mitigation measures and their impacts should be set out; recommended junctions for assessment are set out in Annex 1;

⁴ The modelling approach is to be agreed with Lancashire County Council Highways, including model validation

- New traffic count and queue length surveys will be required in some areas, to be undertaken during TAG neutral months and taking account of any variation caused by changes in travel patterns brought about by the Covid19 situation (liaison with LCC will be required to agree responsibility for undertaking these);
- Identify significant highway safety issues and provide analysis of five year Personal Injury Accident data within affected areas;
- Description of network operation and locations of any existing constraints whether as a consequence of operation or highway layout;
- Commentary and advice on how the Local Plan can increase accessibility and modal choice in the light of the findings;
- The potential housing and economic development sites will be analysed to inform the assessment in terms of the following criteria:
 - o size;
 - o density / capacity;
 - o location;
 - use class(es);
 - trip generation;
 - o distribution and assignment (to appropriate corridors); and
 - o phasing.

Outputs

- 2.24 It is expected that the work will be a map-based format with concise supporting technical and non-technical texts and tabular information. These maps will need to be supplied in a GIS electronic format, compatible with that used by the Council (GGP GIS), so that planning constraints maps may be readily updated.
- 2.25 The final report should contain a non-technical executive summary. The final report will be required in electronic and hard copy (2 copies) which will include accompanying plans / tables / maps / survey data. They will also require any relevant data sets, including GIS mapping or other data used in the analysis, in electronic format.
- 2.26 Consultants must demonstrate that the outputs are compliant with national legislation and guidance and will meet the tests of soundness for Local Plan Examination and planning decisions.
- 2.27 The Council may require the appointed consultant to prepare material for and attend the Public Examination into the Local Plan at a date in the future in order to assist the Council to address any issues arising from the study. A fee structure for this work should be set out separately and any work in relation to the public examination would be commissioned separately.
- 2.28 The Council reserve the right to amend the requirements of the study as necessary before or during the study.

Baseline data

- 2.29 The following baseline data will be required to inform the study:
 - Description and functional classification of the road / cycle network;
 - Gaps in the road / footway / cycle network (pedestrian linkages must be considered to ensure sustainability and safe access for all users);
 - Current transport issues (relating to vehicular modes) relating to accessibility, congestion, mobility, safety, air pollution and carbon reduction;
 - Current traffic flows including peak periods on roads, links and key junctions;
 - Parking facilities and any existing under-provision of off-street parking spaces;
 - Current journey purpose of trips and origin and destination / Travel to Work Areas;
 - Accident records;
 - Air pollution / Carbon emissions data;
 - Accessibility of transport nodes such as rail / bus station to facilitate integrated solutions;
 - Details of committed or proposed highway infrastructure projects/network improvements.
- 2.30 Data to be provided to the consultants by the Council is as follows
 - Locations of proposed development allocations and areas/corridors of development, including description of type of development, scale of development including indicative number of dwellings or gross floor area, likely proposed access, likely proposed parking strategy and development phasing (if known);
 - Location and details of any other large committed development sites with information from any accompanying transport studies (where relevant);
 - Existing comments from LCC/Highways England on emerging Local Plan;
 - Information from any existing transport studies conducted by the Council.

3. **Project Management**

Management Arrangements

- 3.1 The project will require meetings at the inception stage and also to discuss the draft and final reports. It is also expected that consultants will liaise with the client at regular points throughout the commission to confirm key aspects of the work and provide general updates on progress.
- 3.2 The overall Project Manager on behalf of the Council will be Simon Prideaux (Hyndburn Chief Planning and Transportation Officer). The Project Supervisor who will deal with day-to-day issues relating to the study will be Christine Whittle (Hyndburn Principal Planning Officer).

Timetable

3.3 The indicative timescales for this project is set out below. Consultants are invited to provide any additional comment on the timetable in their submission and set out any risks and mitigation that they will put in place to meet the anticipated project deadlines.

Stage	Date
Invitation to Tender issued	w/c 10 th Aug 2020
Deadline for submission of tender	Midday 28 th Aug 2020
Candidate shortlisting	1 week
Interview if necessary	w/c 7 th Sept 2020
Successful applicant selected	w/c 7 th Sept 2020
Contract awarded	w/c 21st Sept
Inception meeting	Oct 2020
Data collection and assessment, including traffic counts	Oct-Dec 2020
during TAG neutral months	
Draft report	Jan 2021
Final report	Feb 2021

(Please note that this is an indicative timetable of key milestones only. Key milestones for the project will be agreed with the appointed consultant prior to award of the contract).

Budget

3.4 No specific fixed budget has been identified to carry out this work, however cost forms a significant part of the assessment process for appointment of the work (see 'Assessment' below).

Submission from consultants

- 3.5 The consultant will need to clearly provide the following information in their tender response and quote:
- i. A schedule of the approach to be taken in carrying out the work;
- ii. A schedule of key tasks to fulfil the requirements of the study, including proposed consultation with stakeholders;
- iii. The names of all personnel, including those within any sub-contractors, to be involved with the commission; a brief outline of their role in the project and their experience and qualifications to undertake the tasks identified;
- iv. Details of previous work of a similar nature, including contacts/ references;
- v. A commitment to carry out all research and report preparation within the expected timeframe;
- vi. Any risks to completion should also be identified along with an assessment of the potential impact they could have on the work being carried out;

- vii. Particulars of professional indemnity, public liability and employer insurances;
- viii. Details of any conflicts of interest that may arise as a consequence of undertaking the work;
- ix. A total fixed cost for the commission, with VAT charges shown separately, together with a full breakdown of the pricing structure applicable to this contract which should identify:
 - the total cost of each stage of the study, broken down to show the name of the personnel involved, the number of hours to be worked by each individual and the hourly rate to be charged;
 - any limits to be applied to expenses.

Assessment

3.6 The Council will assess submissions in line with the requirements set out in this brief and our <u>Guide to doing Business with the Council</u>. The Council will score each consultant on three criteria with the following weightings applied.

INITIAL EVALUATION CRITERIA	WEIGHTING
Tender response	30%
(understanding and appreciation of the tasks to be carried out, and	
robustness of proposed methodology)	
Overall Cost	50%
(value for money)	
Ability of the team to do the work	20%
(relevant experience including seniority of team members carrying	
out key tasks)	

3.7 In exceptional circumstances where more than one submission is received that satisfies all the requirements of the brief, and there is no significant difference in scoring under the initial evaluation criteria above, consultants will be invited to attend an interview at the Council's offices. Following interviews, the Council will re-score each consultant on four criteria with the following weightings applied.

EVALUATION CRITERIA IF INTERVIEWS ARE HELD	WEIGHTING
Tender response	24%
(understanding and appreciation of the tasks to be carried out, and	
robustness of proposed methodology)	
Overall Cost	40%
(value for money)	
Ability of the team to do the work	16%
(relevant experience including seniority of team members carrying	
out key tasks)	
Interview	20%
(Knowledge of subject and ability to follow instructions)	

3.8 The successful consultant will be the one with the highest overall score, applying the weightings as set out above.

Interview

- 3.9 The initial selection process will be based on the response to the tender only. If considered necessary, shortlisted applicants may be invited to attend an interview during the week commencing 7th September 2020. Due to social distancing restrictions it is likely that interviews for short listed applicants will be held via online video conferencing (preferably Microsoft Teams). This will be confirmed before the interview. The interview is expected to last 1-1.5 houses and will take the form of a presentation (20 minute maximum) by the tenderer and will be followed by a question and answer discussion. In the submissions, tenderers are requested to confirm their availability to attend the interview during this week.
- 3.10 The presentation should focus on the key themes set out in the written submission regarding the approach and methodology to this tender rather than general information about the tenderer's company. The number of attendees will be limited to a maximum of 3 and should form the core team who will be working on the project on a day to day basis.

Contract

3.11 The successful consultancy will be expected to enter into a contract with the Council to deliver the work in accordance with the agreed requirements. This will normally be a standard form of contract that the Council has prepared.

Contact and submission details

- 3.12 If you are interested in providing the requested services to the Council, please submit a written quote via email to <u>simon.prideaux@hyndburnbc.gov.uk</u> and <u>christine.whittle@hyndburnbc.gov.uk</u> by no later than midday on 28th August 2020.
- 3.13 Any contact regarding the project in the first instance needs to be with:

Simon Prideaux (Chief Planning and Transportation Officer) Hyndburn Borough Council, Scaitcliffe House, Ormerod Street, Accrington BB5 5PF Tel: 01254 380152

The alternative point of contact will be with: Christine Whittle (Principal Planning Officer - Policy) Tel: 01254 380174

Annex 1: Recommended junctions for assessment - to be agreed

Please note that some of these will be covered by the Huncoat Masterplan transport assessment (as indicated) so will not need be included in this study;

Clayton-le-moors/Great Harwood

- Hare & Hounds Junction Blackburn Road/Burnley Road A678 Whalley Road A680 Signalised junction with pedestrian facility on all arms except Whalley Road (south eastern side). covered by the Huncoat Masterplan
- 2. Blackburn Road A678 Dunkenhalgh Way A6185
- 3. A6185 Dunkenhalgh Way J7 M65
- 4. A680 Whalley Road Sparth Road C636 Norfolk Close U41446 signalised junction
- 5. A680 Whalley Road Hyndburn Road C635 signalised junction
- 6. A680 Accrington Road A671 Burnley Road/Accrington Road signalised junction Within Ribble Valley boundary

Altham/Huncoat

- 7. A6068-A678 Blackburn Road Signalised junction. Within Burnley boundary
- 8. A678 Burnley Road Altham Lane C638 mini roundabout junction
- 9. A679 Burnley Road Higher Gate Road C638 Priority T junction covered by the Huncoat Masterplan
- 10. A679 Burnley Road A56 on/off slip roads roundabout junction covered by the Huncoat Masterplan
- 11. A6068 J8 M65 on/off slip roads A56 roundabout junction. Within Burnley boundary

Rishton

- 12. A678 Blackburn Road Harwood Road B6535 signalised junction
- 13. A678-A6119-M65 J6 off slip Whitebirk signalised roundabout
- 14. A6119 Whitebirk Road A679 Accrington Road signalised junction
- 15. A6119 Brownhill Drive Whalley Old Road C620

Accrington

16. A680 Whalley Road - Dill Hall Lane B6231 - Whinney Hill Road C637 - signalised junction covered by the Huncoat Masterplan

Rising Bridge

17. A56 (HE) - A680 Blackburn Road - signalised roundabout. Within Rossendale boundary

Title: Highway Capacity Study

Date:07 August 2020

