

## Lancashire County Council

### Pendle Three Tier Forum

Monday, 9th December, 2013 at 6.30 pm in The Rainhall Centre, Rainhall Road, Barnoldswick, BB18 5DR

#### Agenda

- | No. | Item  |                 |
|-----|---|-----------------|
| 1.  | <b>Appointment of Chair</b>   |                 |
| 2.  | <b>Appointment of Deputy Chair</b>  |                 |
| 3.  | <b>Membership and Terms of Reference of the Forum</b>   | (Pages 1 - 4)   |
| 4.  | <b>Questions from members of the public</b><br>(Limited to 15 minutes)  |                 |
| 5.  | <b>Apologies</b>  |                 |
| 6.  | <b>Note of the meeting held on 24 September 2013</b>  | (Pages 5 - 10)  |
| 7.  | <b>Action sheet update from last meeting</b>  | (Pages 11 - 16) |
| 8.  | <b>Lancashire County Council Budget</b><br>(George Graham, Deputy County Treasurer, will be attending for this item)  | (Pages 17 - 26) |
| 9.  | <b>Draft East Lancashire Highways and Transport Masterplan for consultation purposes</b>  | (Pages 27 - 82) |
| 10. | <b>2013/14 Quarter 2 Environment Directorate Performance Dashboard</b><br>The dashboard details the performance of the directorate between July and September in relation to the approved Pendle District Commissioning Plan. | (Pages 83 - 84) |

**11. 2014/15 Environment Directorate Commissioning Plan for Pendle** (Pages 85 - 86)

The attached table sets out the list of priorities identified by members since the last meeting which could be funded from the Local Priorities Response Fund. In order to support the development of the 2014/15 Commissioning Plan, the Forum is asked to consider the schemes using the allocations and information contained within the table.

**12. Themes for Future Meetings**

Any suggestions for themes to be discussed at future meetings should be forwarded to the Chair and Harry Ballantyne, Localities Officer, Environment Directorate, Strategy and Policy, Lancashire County Council, Mobile 07717 423903 [harry.ballantyne@lancashire.gov.uk](mailto:harry.ballantyne@lancashire.gov.uk)

**13. Urgent Business**

An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency.

**14. Date of Next Forum**

The next scheduled meeting of the Forum will be held at 6.30 p.m. on the 7 April 2014 either in Brierfield or Colne at a venue to be determined.

I M Fisher  
County Secretary and Solicitor

County Hall  
Preston

# Agenda Item 3

## **Pendle Three Tier Forum Membership and Terms of Reference**

### **Terms of Reference**

- The Forum is a joint business meeting of County, District, and Town and Parish Councillors, open to the public.
- The membership of the Forum will be all local County Councillors with an Electoral Division within the District and an equal number of District Councillors appointed by the District Council, and one Parish/Town Council representative nominated from the Parish Councils within the District area. District Councils and the Parish/Town Councils can nominate deputies or replacements in accordance with their own procedures. The officer(s) supporting the meeting must be notified of any changes prior to a meeting. Political balance rules do not apply to the Forum, although districts may follow these for their nominations.
- The Forum will discuss issues that are of joint interest across the three levels of local government in the area. Agenda items will focus on strategic issues relating to all local councils in the area.
- Any member of the Forum can request that an item is considered at a future meeting of the Forum. The Chair is responsible for agreeing the agenda and deciding whether an issue raised by a member will appear on an agenda. Where issues are raised that do not fall within the remit of the Forum these will be dealt with via the appropriate mechanism.
- The Pendle Three Tier Forum allows public speaking on the following basis:
  - For 15 minutes at the beginning of the meeting and on every item.
- The Chair of the meeting is responsible for managing the debate at the Forum. The Chair's ruling on any aspect of a member of the committee's right to speak will be final. Members who persistently ignore the ruling of the Chair may, after being warned, be asked to leave the room for the duration of the meeting.
- Decisions of the Forum should be by consensus wherever possible. In the event that a consensus cannot be reached, decisions are by simple 'show of hands' majority with the chair having a casting vote.
- The Forum is not a formal committee of the County, District or Parish Councils, therefore Access to Information provisions do not apply. However, as they are public meetings, agendas and minutes will be available on the County Council's website and by request can be obtained in person at County Hall, Preston.
- The Chair and Deputy will be elected at the Annual Meeting from amongst the membership of the Forum. Should a vacancy arise during the year, a new Chair or Deputy will be elected. A Chair or Deputy may be removed from their position by a vote of the Forum.

- The Forum will meet 3 times a year, one of which will be the Annual Meeting. The Forum does not have the authority to establish sub groups or working groups. From April 2014, the Annual Meeting will be the first meeting of the Forum after the County Council's AGM.
- Urgent business is allowed, with the consent of the Chair. Any member wishing to raise a matter of urgent business should advise the Chair via the officer support for the Forum as soon as possible.
- The "Protocol on Public Speaking at Three Tier Forums" applies.

### **Protocol for Public Speaking at the Three Tier Forums**

For the purpose of this protocol, "members of the public" includes members of the press and parish and district councillors who are not members of the Forum. It does not include officers of county or district authorities who are in attendance to support and advise the meeting.

The Forum will agree at what points of the meeting members of the public will be entitled to speak.

The Forum may also set a maximum length of time for any individual speech from a member of the public.

Public speaking must be on matters which are the function of the County, District or Parish Council

Whilst a member of the public is speaking, no interruption shall be allowed from either a member of the Forum or another member of the public.

However, the Chair of the meeting may intervene in the speech of a member of the public. This includes the right of the Chair to terminate a speech if it is felt appropriate to do so. The Chair's judgement will be informed by the following provision:

Members of the public must not

- Speak at a point in the meeting other than those specified
- Interrupt another speaker
- Speak for longer than the allotted time
- Reveal personal information about another individual
- Make a personal complaint about a service provided by County, District or Town / Parish Councils in the area
- Make individual or personal complaints against any member of the authority
- Reveal information which they know or believe to be confidential
- Use offensive, abusive or threatening language
- Ignore the ruling of the Chair of the meeting

Members of the public who breach these guidelines may, following a warning, be asked to leave the meeting. If a person refuses to leave the room, the chair shall adjourn the meeting for a short period of time and if necessary to a later date

Speeches by members of the public are not expected to be the subject of a debate, nor are any questions raised expected to be answered. The Chair may, at his or her discretion, invite a response or comment from an appropriate officer or Forum member, but it is anticipated that this will be the exception rather than the rule.

The contents of any speech by a member of the public will be noted by officers supporting the Forum and will be dealt with via the appropriate mechanism.

### **Membership**

The current membership of the Pendle Three Tier Forum is:

Lancashire County Council

Pendle Borough Council

County Councillor M Iqbal

Councillor E Ansar

County Councillor A Ali

Councillor T Beckett

County Councillor D Lord

Councillor T Cooney

County Councillor P White

Councillor K Hartley

County Councillor C Wakeford

Councillor G Roach

County Councillor D Whipp

Councillor R Smith

The Parish and Town Councils' place on the Three Tier Forum is vacant.



# Agenda Item 6

## **Pendle Three Tier Forum**

**Note of the Meeting held on Tuesday, 24th September, 2013 at 6.30 pm in Wilson Room, Town Hall, Nelson**

### **Present:**

#### **Chair**

County Councillor Mohammed Iqbal

#### **Forum Members**

County Councillor Azhar Ali  
County Councillor Christian Wakeford  
County Councillor David Whipp  
Councillor Ken Hartley  
Councillor Richard Smith  
Councillor Bob Allen

#### **Also in attendance**

Harry Ballantyne, LCC Localities Officer  
Janet Mulligan, LCC Democratic Services

### **1. Election of Chair and Deputy Chair**

#### **Appointment of Chair**

County Councillor M Iqbal was appointed as Chair of the Pendle 3 Tier Forum for this meeting

#### **Appointment of Deputy Chair**

Councillor K Hartley was appointed as Deputy Chair of the Pendle 3 Tier Forum for this meeting.

### **2. Apologies**

Apologies were received from Councillors A Beckett and T Cooney.

### **3. Note of the meeting held on 8 April 2013**

Subject to a correction relating to Councillor G Roach's attendance (he had been shown as County Councillor K Roach), the note of the meeting held on 8 April 2013 was presented and accepted as a true and correct record.

Harry Ballantyne, Localities Officer, updated the Forum about matters which had previously been suggested for this meeting:

**Healthwatch** – efforts had continued to encourage a representative from Healthwatch to attend the Forum. It was agreed, however, that members had received sufficient information about Healthwatch via other channels and there was now no need for this matter to be presented to the Forum

**Information about pothole complaints** – the Cabinet Member for Highways and Transport would shortly be signing off a report following which a briefing note would be circulated to the Forum.

**The impact of the closure of the HWRC at Colne** – a cabinet working group had been established to look at HWRC provision. It was expected to report back by 31 December 2013. The Chair encouraged county councillors to contact the Cabinet Member for Public Protection and Waste if they wished to be part of the working group.

#### **4. Action sheet update from last meeting**

Members received an update on the action taken in response to issues raised at previous meeting held on 8 April 2013.

The following points were raised:

**Salterforth Lane** – It was suggested that the surface had been neglected to the extent that it was now dangerous. The cost of repair work had previously been estimated as £40-£50k, however it was now proposed that repairs be carried out to improve the surface to make it suitable for use by pedestrians, horse riders etc, with vehicular access blocked, which could be achieved at a cost of approximately £16k. It was suggested that the relevant landowner who had objected to a DMMO be approached and persuaded to accept this proposal. It was agreed that Alan Capstick be asked to take this forward.

**Adopted highways shown on MARIO** – It was accepted that some inaccuracies were inevitable and, as such, staff in the customer contact centre should be sensitive to this possibility in their response to enquiries from the public. An update on work currently underway to fill in the gaps regarding the adoption status of highways was requested by the Forum.

**Petition re Priority Gritting Routes** – As the roads referred to in the petition did not meet the criteria to be added to the list of priority gritting routes, the head teacher of Barnoldswick CE Primary School had been offered grit at cost price, however the offer had been declined. It was noted that Barnoldswick CE primary school would be relocating in March 2014. It was reported that the County Council's Scrutiny Committee would be considering winter maintenance as part of its work plan.

**Potholes** – There was particular concern about the poor state of:

- **Waterside Road, Colne** - Harry Ballantyne agreed to investigate and email Councillor Smith with an update about the current position.
- **Ghyll Lane, Barnoldswick** – it was acknowledged that this road was not well used by traffic, however it led to the cemetery and the potholes impacted on hearses, which was considered to be unacceptable. The surface was reported as so poor that it was possible it could break up entirely over the winter. It was suggested that



it should be re-classified as a footway in order to achieve an appropriate priority status.

## 5. 2013/14 Quarter 1 Environment Directorate Performance Dashboard

The Forum noted the "dashboard" performance report. The following issues were raised:

**Pothole Repair** – The statistics presented related to potholes identified following highway safety inspections. A public enquiry management system was being developed in respect of repair rates following reports from the public.

**M65 to Yorkshire Corridor Study** – Harry Ballantyne reported that the Cabinet member for Highways and Transport would shortly be signing off a report following the Study which would be incorporated into the East Lancashire Transport Master Plan. The Forum was keen to see work progress on the feasibility of a Colne By-Pass and major works to parts of the M65 including the possibility of declassifying the M65 from junction 12 and additional on and off slip roads to help ease congestion in the area.

**Re-allocation of work by the Cabinet Member** – members felt strongly that it was wrong for work to be re-allocated in the run up to an election resulting in previously agreed work not then being carried out. It was considered that once agreed, decisions should stand and that the Scrutiny Committee could be asked to look at the relevant policy in this regard.

**Highway contractors** – it was suggested that contractors appeared to be deciding themselves on the order of work and that highways engineers had little control. The Chair requested that a report to clarify the process, including rationale for the timing of works, be provided to the Forum.

## 6. 2014/15 Environment Directorate Commissioning Plan for Pendle

It was explained that the draft 2014/15 Pendle Commissioning Plan was currently being developed for consultation later in the year. The 3 Tier Forum meeting gave members the opportunity to put forward priorities to ensure that going forward the resources available for their district were used as effectively as possible.

The Chair noted that a number of members were absent and he suggested that a separate meeting of just members of the Pendle Three Tier Forum be convened to consider priorities. The deadline for suggestions to be received by the Commissioning Team was 11 October.

Suggestions for priorities to be included in the Commissioning Plan made at the meeting:

- Maintenance of existing infrastructure - carriageways, footways and street lighting
- Support for the re-opening of the Colne to Skipton rail link (GRIP 3)
- Cycle routes – support to encourage safe cycling
- Urban ginnels - It appeared that neither the district nor the county council were taking responsibility for the maintenance of ginnels and alleyways.

- Public Rights of Way and countryside access, which were important for tourism
- Extension of the M65
- Colne Bypass (subject to decision by Pendle Borough Council)
- Concessionary bus services on rural routes
- Quality checks on work carried out by highways contractors
- Road safety measures, specifically on Colne Road, which was sometimes used as a 'rat run' by speeding vehicles (although it has a low accident threshold), Birtwistle Avenue, Vernon Street and Coulton Street
- Bus transport – just one company provides services on the route from Rawtenstall to Manchester
- Flooding – clearing of culverts etc
- Winter gritting
- Traffic management – specifically Salterforth Lane and Ghyll Lane (previously referred to)

It was agreed that Harry Ballantyne would report the above suggestions to the Commissioning Team.

## **7. Items raised by members of the Forum**

### **Health and Education**

It was considered important to ensure that the Pendle area received its fair share of funding and provision of education and health services. There was a high premature death rate and relatively poor uptake of preventative medicine in Pendle. There should be a programme to promote health checks and to consider how best to raise local take-up statistics to bring them more in line with national statistics. It was suggested that the Forum receive information, perhaps in a 'dashboard' style report of key facts, figures and decisions relating to health and education.

There was particular concern about the Care Navigation Service; it was felt that it was not working as it should. The Chair reported that a joint Care Complaints Task Group between Pendle Borough Council and Lancashire County Council had been established and was due to report in the next two weeks.

The Chair suggested that a member of the Public Health team be invited to the next meeting of the Forum.

## 8. Themes for Future Meetings

Members of the Forum were asked to submit items for the next Pendle 3 Tier Forum to Harry Ballantyne [harry.ballantyne@lancashire.gov.uk](mailto:harry.ballantyne@lancashire.gov.uk). Any suggestions would need to be cleared with the Chair.

The following suggestions were put forward at the meeting:

- **LCC budget** – a short presentation to each Forum by the Deputy Leader of the County Council
- **Public Health** – as discussed in the previous item.

## 9. Urgent Business

### Developing the Three Tier Forums

It was reported that one of the priorities of the new administration was to review and develop the Three Tier Forums. The Leader of the county council had written to all Lancashire District Leaders inviting views about future arrangements. She had proposed, in particular, that the Forums be held in public. There was no expectation that all Forums would operate in exactly the same way.

Members made the following comments and suggestions:

- A modified version of the model used for the former Lancashire Locals be adopted
- The Three Tier Forums should have decision making powers
- That the membership comprise six county councillors, six district councillors and three parish/town councillors
- That the Three Tier Forums should have a devolved budget
- That meetings of the Forum be held every eight weeks
- The meetings of the Forum be held in public.

## 10. Date of Next Forum

It was noted that the next meeting of the Pendle 3 Tier Forum had been scheduled for 10 December 2013 at 6.30pm in the Council Chamber, Nelson Town Hall. A request was made to change the date, ensuring there was no clash with Pendle Borough Council meetings, and to hold the meeting in Barnoldswick.

Ian Fisher  
County Secretary and Solicitor

County Hall  
Preston



## Pendle Three Tier Forum: Action Sheet

**Meeting Date:** 24/09/13 revised 17/10/2013

Action	Lead Officer	Lead Officer Comments (Including Action Taken)
<p>Information about pothole complaints – the Cabinet Member for Highways and Transport will shortly be signing off a report following which a briefing note would be circulated to the Forum.</p>	<p>Harry Ballantyne Localities Officer</p>	<p>The Cabinet Member for Highways and Transport has now signed off a report regarding potholes which will form a briefing note that will be circulated to the Forum as soon as possible.</p>
<p>Salterforth Lane – It was suggested that the surface had been neglected to the extent that it was now dangerous. The cost of repair work had previously been estimated as £40- £50k, however it was now proposed that repairs be carried out to improve the surface to make it suitable for use by pedestrians, horse riders etc, with vehicular access blocked, which could be achieved at a cost of approximately £16k. It was suggested that the relevant landowner who had objected to a DMMO be approached and persuaded to accept this proposal. It was agreed that Alan Capstick be asked to take this forward.</p>	<p>Alan Capstick Public Realm Manager</p>	<p>The section of Salterforth Lane under discussion is recorded as being maintainable at the public's expense. However, the level to which it should be maintained is not clear but it is unlikely to be a highway for mechanically propelled vehicular use. The County Council has made a modification order to record this section of the lane as a bridleway which has raised one objection. This Order will be considered by the Secretary of State in due course.</p> <p>We are aware of our responsibilities and an officer from the County's Local Network Management team has assessed the lane and considers that a budget estimate of £30,000 would be required for works that would create a surface that would make it safer for pedestrian use at least.</p> <p>This project has been included in a list of schemes which is to be considered for the 2014/15 Commissioning Plan. It may be that the decision by the Secretary of State on the bridleway Order will assist to clarify the status of the route.</p>

Action	Lead Officer	Lead Officer Comments (Including Action Taken)
<p>Adopted highways shown on MARIO – It was accepted that some inaccuracies were inevitable and, as such, staff in the customer contact centre should be sensitive to this possibility in their response to enquiries from the public. An update on work currently underway to fill in the gaps regarding the adoption status of highways was requested by the Forum.</p>	<p>Alan Capstick Public Realm Manager</p>	<p>We are working on updating MARIO to ensure that it is as up to date as possible and includes information provided by Pendle BC. However, there may still be some anomalies in adoption records. We are working with our call centre staff and have made them aware of the issues in Pendle. Where there is any doubt about the status of a highway staff are being requested to use their discretion and are checking with highways colleagues before issuing a final response to customers. This may lead to a short delay in responding but our priority is to ensure that the information provided is accurate.</p>
<p>Potholes – There was particular concern about the poor state of:</p> <ul style="list-style-type: none"> <li>• Waterside Road, Colne - Harry Ballantyne agreed to investigate and email Councillor Smith with an update about the current position.</li> <li>• Ghyll Lane, Barnoldswick – it was acknowledged that this road was not well used by traffic, however it led to the cemetery and the potholes impacted on hearses, which was considered to be unacceptable. The surface was reported as so poor that it was possible it could break up entirely over the winter. It was suggested that it should be re-classified as a footway in order to achieve an appropriate priority status.</li> </ul>	<p>Alan Capstick Public Realm Manager</p>	<p>Officers have visited Waterside Road and only temporary repairs have been previously carried out by us. It has been placed in our programme for permanent repairs.</p> <p>It is accepted that Ghyll Lane is in a poor condition and would benefit from resurfacing over most of its length. Ghyll Lane was inspected a few months ago, which prompted the repair to several potholes, and we will continue to repair any potholes we consider to be dangerous. It was inspected again week commencing 23<sup>rd</sup> September and some minor repairs have been ordered.</p> <p>Should any potholes cause particular concern to a resident they can report these to us direct either by ringing our contact centre on 0845 053 0011 or via e-mail on <a href="mailto:highways@lancashire.gov.uk">highways@lancashire.gov.uk</a>.</p> <p>The resurfacing of Ghyll Lane has been included in the list of Members priorities for inclusion in the 2014/15 draft commissioning plan with an indicative figure of £15,000. The scheme will be assessed against other schemes to determine its relative priority and until such time as the final commissioning plan has been agreed it would be premature to say that the work will be carried out.</p>

Action	Lead Officer	Lead Officer Comments (Including Action Taken)
<p>Highway contractors – it was suggested that contractors appeared to be deciding themselves on the order of work and that highways engineers had little control. The Chair requested that a report to clarify the process, including rationale for the timing of works, be provided to the Forum.</p>	<p>Ray Worthington Head of Asset Management and Procurement</p>	<p>Delivery of highways resurfacing and treatments is planned on a strategic basis to ensure that the schemes recommended by officers are those that will make the best use of limited resources.</p> <p>The A, B and C roads are surveyed annually using a laser scanner vehicle which provides us with around 20 measurements of the road surface every 10 metres. This data is analysed using specialist software that predicts the deterioration of our roads and determines the schemes that will deliver the most additional life for the investment. This technique, known as deterioration modelling, does often recommend schemes on roads that are not the worst condition but can have their life extended by a low cost surface treatment. In addition the skid resistance is measured on our main roads using a specialist vehicle and the results are used to determine where treatment is needed to ensure safety. Where resurfacing requires planing off the existing surface core samples will be taken to determine the depth and materials of the existing construction. Minor roads and footways are visually surveyed and similar techniques are being introduced to get better value for those assets.</p> <p>Once a draft programme of scheme proposals are prepared they are checked on site by our engineers to confirm that schemes are consistent with the strategy and determine any local issues that will affect the scheme and to determine the exact start and finish of the works. Estimates are refined taking into account the local factors such as drainage issues and kerbing works which need a local input. Programmes of schemes are then prepared as part of the commissioning process, works are grouped together to deliver efficient programmes of work, minimising travelling between schemes. The timing of different treatments is also important, surface dressing is only practical in the summer months; resurfacing works have a wider</p>

Action	Lead Officer	Lead Officer Comments (Including Action Taken)
		<p>window for delivery but must avoid the coldest weather. Once these constraints have been taken on board, draft priorities are assigned and the proposals are presented at the three tier forum meetings and following this the proposals and the views of the forum are considered by the Cabinet Member for Highways and a decision taken on the final programme. Following the approval of the programme, changes are sometimes required to deal with urgent schemes where there is sudden deterioration in a carriageway that requires urgent attention, these changes are subject to the can be made with the approval of the Cabinet Member for Highways</p> <p>The delivery of schemes is largely delivered by in house teams within Lancashire Highway Services. Some specialist works are undertaken by external contractors and these work to a detailed specification and report to highways engineers from Lancashire Highways Services.</p>
<p>Road safety measures, specifically on Colne Road, which was sometimes used as a 'rat run' by speeding vehicles (although it has a low accident threshold), Birtwistle Avenue, Vernon Street and Coulton Street.</p>	<p>Alan Capstick Public Realm Manager</p>	<p>With regard to Colne Road the public realm manager and police have met with CC Ali on site and the issue is being progressed.</p> <p>The public realm manager is aware of the issues at Birtwistle Avenue, and there is an on-going dialogue to discuss potential solutions. At Members request it has also been included as a suggested scheme for the 2014/15 commissioning plan.</p>
<p>Cllr Smith referred to certain roads (Vernon Street/Carlton Street/Ashford Street) that had been in the commissioning plan and were taken out. He asked for reason why these roads were removed form the scheme list.</p>	<p>Alan Capstick Public Realm Manager</p>	<p>Vernon Street and Carlton Street were placed in the long list of schemes for consideration in the 2013/14 programme but as work is prioritised on the streets in the poorest state of repair and these two had been identified as a low priority. With regard to Ashford Street officers will inspect it but unless it has deteriorated substantially in the last 12 months this road may not be considered. Vernon Street and Carlton Street can be include as reserve schemes for the 2014/15 programme</p>



Action	Lead Officer	Lead Officer Comments (Including Action Taken)
		but it unlikely that they will be surfaced in 2014/15 unless additional funding is made available.
3TF asked for clarification as to what months were the best for carrying out highway work in the Pendle area.	Alan Capstick Public Realm Manager	Surface dressing is restricted to the months of May to September but this is dependent on weather conditions. Other carriageway surfacing work is ideally carried out between April and October but it can take place at other times of the year as long as the temperature is not too low. Footway work can be carried out all year round subject to the ground conditions.

**Actions raised by Parish & Town Councils which have been deal with outside of the meeting**

Action	Lead Officer	Lead Officer Comments (Including Action Taken)
None were received		



## Briefing Paper for Three Tier Forums

### The County Council's Financial Strategy 2014/15 – 2017/18

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#### 1. Introduction

This briefing paper sets out for the Three Tier forums the nature of the financial challenge facing the County Council over the coming four years and provides information on the first set of proposals for addressing this challenge which the County Council's Cabinet are consulting on.

The purpose of the discussion at the Three Tier forum meetings is to raise awareness amongst partners of both the scale of the financial challenge and the nature of the savings that will have to be identified in order to meet that challenge, while also gathering partners' views on areas of spending priority as part of a broad consultation process.

#### 2. The Financial Context

Over the next four years, the County Council is faced with making savings of £300m, equivalent to 38% of its current budget. This reduction needs to be set within the context that between the years 2010 to 2017, the County Council will have had to make savings of over £0.5bn. This in itself sits within a national context whereby authorities are publically speaking about financial projections which may leave them no longer financially viable, or where the provision of statutory services may be significantly compromised.

At a reduction of almost 40%, the challenge facing the County Council is unprecedented.

Over the past three years the reductions in public spending following the 2010 Comprehensive Spending Review have had a significant impact on the level of resources for local government. Over that period, the County Council saw a 28% reduction in the level of resources received from the government and by the end of 2013/14, will have delivered savings of £217m over its current three year budget. The government has also stated that local government could expect to see the same level of reduction in resources over the next spending review period.

The 2013 spending review was published in June 2013 and covered the two financial years 2014/15 and 2015/16. As previously trailed by the government, local government saw further major reductions to resources. Overall, local government will face further reductions in resources of 8% in 2014/15, and 13.1% in 2015/16. With reductions expected to continue beyond this, it is clear that reductions in resources of this scale will have a significant impact on the future of the County Council.

#### 3. The Scale of the Financial Challenge

The level of the financial challenge facing the County Council over the next four years is driven by two key issues – increased costs as well as the significant reduction in the County Council's resources as described above.

The table below summarises the position facing the County Council, and shows that over the next four years the County Council is facing:

- an increase in costs over this four year period of 21%, or £165m
- a reduction in resources of 17%, or £134m.

## 2.1 Forecast Increases in the County Council's Costs

	£m
<b>The starting point – the 2013/14 Revenue Budget</b>	<b>776.34</b>
<i>Add : Forecast Changes to Costs</i>	
Potential impact of pay awards	18.5
Potential impact of increased employers contribution as a result of the triennial valuation of the Pension Fund	8.4
Impact of the introduction of the single tier pension	6.0
Forecast impact of conversion to academies	2.3
Impact of inflation on the prices paid to third parties	79.2
Impact on costs of Forecast Changes to Demand for Services	50.9
<i>Total of Forecast Increases in Costs</i>	<i>165.3</i>
<b>Budget Requirement by 2017/18</b>	<b>941.64</b>

Of course, in addition to facing increases in costs, the County Council must also consider changes to its resources.

## 2.2 Forecast Reductions in the County Council's Resources

	£m
<b>The starting point – the level of resources within the 2013/14 Revenue Budget</b>	<b>776.34</b>
Made up of:	
• Council tax	360.21
• Revenue Support Grant	248.81
• Local share of the business rates	165.53
• New Homes Bonus	1.79
<i>Forecast Changes to Resources:</i>	
Council Tax	+4.0
Revenue Support Grant and Local share of the business rates	-133.7
Additional New Homes Bonus	+1.4
Reduction in Education Support Grant in 2015/16	-5.0
Proposed topslice to New Homes bonus	-1.0
<i>Overall Impact on resources</i>	<i>-134.3</i>
<b>Forecast of resources in 2017/18</b>	<b>642.01</b>

### 2.3 The Overall Impact on the County Council

The combined impact of increases in costs and reductions in resources is a gap of £300m which will have to be met by either reducing costs or increasing resources. The summary of the Financial Outlook for the County Council over the four year period is set out below.

<b>The Overall Position</b>	<b>£m</b>
<i>Budget Requirement by 2017/18</i>	<i>941.64</i>
<i>Forecast of resources in 2017/18</i>	<i>642.01</i>
<b>Gap</b>	<b>299.63</b>

This gap is profiled over the next four financial years as follows:

<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>Total</b>
<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
76	94	67	63	300

## 4. The Approach to Meeting the Financial Challenge

Over the summer and early autumn period the Management Team has been working to identify either reductions in costs, or increases in resources which have no impact on the level of services provided. The outcome of the work to date is set out within this report and includes:

- Review of cost pressures within the financial forecast
- The outcome of the 10% Challenges, and
- Reducing the cost of being in business.

Given the scale of the overall challenge facing the County Council it is clear, however, that the savings cannot be achieved without impacting on services.

### 4.1 Ongoing Review of Costs

The table below summarises the changes to the overall forecast set out above as a result of the continuing review of planning assumptions and forecasts as new information becomes available.

Currently taking into account the impact of new pressures identified this review results in a reduction in the savings requirement over the four years of £17.4m. Work will continue to keep costs under review to ensure they are neither under forecast (and placing the County Council at risk of overspending) or over forecast (and at risk of reducing spend in services unnecessarily).

Area of Cost	2014/15 £m	2015/16 £m	2016/17 £m	2017/18 £m	Total £m
Impact of the proposal to implement the Living Wage	-3.000	-0.090	-0.093	-0.095	-3.278
Impact of the revised forecast of procurement savings	-5.000	-	-	-	-5.000
The full year effect of savings agreed as part of the current financial strategy but not included within the financial forecast	3.600	1.900	1.300	0.800	7.600
Review of inflation for social care providers; providing 1.75% within the 2014/15 forecast	3.245	-	-	-	3.245
Review of the level of demand incorporated within the forecast for concessionary travel	0.645	0.180	0.197	0.190	1.212
Revised forecast of the employers contribution to the local government pension fund as a result of the triennial valuation	1.500	1.553	1.541	1.538	6.132
Reflection of the government commitment to a 1% pay cap for local government in 2014/15	2.600	-	-	-	2.600
Revised forecast of council tax income arising from the previously approved review of the single persons discount and the impact of the City Deal	2.000	0.250	0.730	1.180	4.160
<b>Impact of the review of costs</b>	<b>5.590</b>	<b>3.793</b>	<b>3.675</b>	<b>3.613</b>	<b>16.671</b>

#### 4.2 The 10% Challenge

A crucial element of the overall process is the 10% challenge. This is the challenge set by the Management Team to all employees across the County Council – to save the County Council 10% of its costs giving a continued focus on driving out waste and increasing efficiency. It is standard practice in many organisations to expect 10% savings every year from such a focus - hence the 10% challenge within the County Council. All teams across the County Council were engaged in this, and by drawing on the knowledge and experience of staff throughout the organisation further efficiency savings of £19.1m have been identified over the next two financial years.

These savings are mostly small savings identified by staff where they believe there is the opportunity to reduce costs without any impact on services. The proposals have

all been agreed by Directorate Management Teams as efficiency measures and include:

- Reductions in supplies and services budgets and squeezing of costs
- Removal of vacancies and reductions in hours
- Changes in planning and processes to enable reductions in staffing levels (eg improved route planning in the delivery of routine maintenance).

The overall level of 10% challenge by Directorate is as follows:

<b>Directorate</b>	<b>2014/15 £m</b>	<b>2015/16 £m</b>	<b>Total £m</b>
Adult Services, Health and Well-being Directorate	6.266	2.005	8.271
Children and Young Peoples Directorate	2.931	-	2.931
Environment Directorate	5.156	0.779	5.935
County Treasurer's Directorate	0.307	0.025	0.332
Lancashire County Commercial Group	0.573	-	0.573
The Office of the Chief Executive	1.039	-	1.039
<b>Total</b>	<b>16.272</b>	<b>2.809</b>	<b>19.081</b>

#### *4.3 Reducing the Costs of Being in Business*

It is vital that the costs of the County Council being in business are constantly challenged; by continually seeking to reduce these costs the impact of the level of savings required on the provision of services can be reduced. A number of areas totalling £17.4m have been identified where the cost of being in business can be reduced, with no impact on the level, or quality of services provided by the County Council to communities. These are set out in the table below:

<b>Area of Cost to be Reduced</b>	<b>2014/15 £m</b>	<b>2015/16 £m</b>	<b>2016/17 £m</b>	<b>2017/18 £m</b>	<b>Total £m</b>
Contribution of Public Health to the County Council's overheads – calculation of the appropriate share in accordance with proper accounting practice	1.050	-	-	-	1.050
Reduced process costs within the Environment Direction as a result of the implementation of fit for purpose	-	-	-	0.900	0.900

Area of Cost to be Reduced	2014/15 £m	2015/16 £m	2016/17 £m	2017/18 £m	Total £m
asset management systems for highways and property					
Reduction in printing and postage costs	1.000	-	-	-	1.000
Management of business mileage through greater use of tele-conferencing and reducing the requirement to travel to meetings	1.000	-	-	-	1.000
Reduction in accommodation costs as a result of the downsizing of the County Council	-	-	-	5.000	5.000
Review of business intelligence support services to join up resources across the County Council	0.400	0.400	0.100	0.100	1.000
Reducing the cost of the County Treasurer's Directorate to reflect the downsizing of the County Council	0.303	0.180	0.707	0.229	1.419
Reflecting actual spending levels within the Corporate Expenditure budget	0.210	-	-	-	0.210
Reviewing the Treasury Management Strategy to reflect normal practice in stock lending, reduction in prices and realignment of loan charges	1.675	0.600	-	-	2.275
Reduction in the cost of waste	-	0.500	0.500	0.500	1.500
Impact of the previously approved revised approach to energy management	0.885	0.121	1.006	-	2.012
<b>Impact of reducing the cost of being in business</b>	<b>6.523</b>	<b>1.801</b>	<b>2.313</b>	<b>6.729</b>	<b>17.366</b>

#### 4.4 Policy Options

As set out above, the County Council must deliver savings equivalent to almost 40% of its current budget. This, in addition to the £220m already delivered, cannot be achieved without impacting on services.

Policy options are those budget proposals which have an impact on the services received by Lancashire's communities.

The County Council's Cabinet at its meeting on 7<sup>th</sup> November approved the beginning of consultation on a number of policy options and proposals for reshaping the way in which services are delivered.

Proposals for reshaping services are concentrated within the Adult Services, Health and Well Being Directorate, reflecting the various drivers in this area towards greater service integration. The other major area of focus is the Council's work on the skills agenda which is to be looked at from the perspective of getting the most out of the



myriad of funding streams supporting this service. A summary is provided below and further information is attached.

<b>Area of Service to be Reshaped</b>	<b>2014/15 £m</b>	<b>2015/16 £m</b>	<b>2016/17 £m</b>	<b>2017/18 £m</b>	<b>Total £m</b>
Reshaping and Recommissioning of Domiciliary Care		2.000			2.000
Recommissioning Telecare		0.500	1.000	2.500	4.000
Learning Disability Remodelling Supported Living	4.000	4.000	4.000		12.000
Recommissioning of Mental Health Services	0.060	0.970	0.160	0.160	1.350
Integration of health and care services in Lancashire	1.000	1.900	3.800	4.300	11.000
Review of skills provision - using it differently and contributing to overheads	0.500	0.500	1.000		2.000
<b>Total Reshaping of Service Delivery</b>	<b>5.560</b>	<b>9.870</b>	<b>9.960</b>	<b>6.960</b>	<b>32.350</b>

A summary of the proposals which impact on services by Directorate is given below:

<b>Policy Option</b>	<b>2014/15 £m</b>	<b>2015/16 £m</b>	<b>2016/17 £m</b>	<b>2017/18 £m</b>	<b>Total £m</b>
<b>Adults Services, Health and Well-Being Directorate</b>					
Supporting People	1.000	3.000	---	---	<b>4.000</b>
Fairer Charging	1.250	1.500	---	---	<b>2.750</b>
Review and re-design of residential substance misuse services	0.250	0.250	---	---	<b>0.500</b>
Arts Development service	0.020	---	---	---	<b>0.020</b>
Leisure Link (providing additional respite to Unpaid Carers)	0.275	---	---	---	<b>0.275</b>
Remodelling workforce in former NHS operated learning disability (LD) supported living schemes	3.430	0.500	0.400	---	<b>4.330</b>
Older people day time support	0.300	0.300	0.400	---	<b>1.000</b>
Self Directed Supports	0.100	0.150	0.150	0.150	<b>0.550</b>
<b>Total</b>	<b>6.625</b>	<b>5.700</b>	<b>0.950</b>	<b>0.150</b>	<b>13.425</b>

<b>Children and Young Peoples Directorate</b>					
Youth Services	0.600	1.000	1.400	---	<b>3.000</b>
Discretionary Mainstream Home to School Transport (including unsuitable routes)	0.616	0.482	0.041	0.020	<b>1.159</b>
Parent participation and engagement for children and young people with Special Educational Needs and	0.078	---	---	---	<b>0.078</b>

Disability (SEND) and their families					
Charging for post 16 Special Educational Needs and Disabilities (SEND) transport	0.088	0.096	0.096	---	<b>0.280</b>
Review of CYP traded services	0.063	---	---	---	<b>0.063</b>
Review of Lancashire Outdoor Education Provision	0.039	0.068	0.050	---	<b>0.157</b>
Review of Quality & Continuous Improvement - Lancashire Schools Effectiveness Service (QCI-LSES) services provided to schools	0.025	0.119	0.088	---	<b>0.232</b>
Review of school attendance responsibilities.	0.065	0.099	0.031	---	<b>0.195</b>
Virtual School Review	0.250	---	---	---	<b>0.250</b>
Review of Early Years services and responsibilities	1.507	1.451	---	---	<b>2.958</b>
Improve efficiency of Adoption Service	0.117	---	---	---	<b>0.117</b>
Increase efficiency in Fostering Service	0.150	---	---	---	<b>0.150</b>
To develop and reshape services to children, young people and families to ensure the services are aligned efficiently and effectively	2.800	0.861	---	---	<b>3.661</b>
Right-size Children's Trust Budget	0.100	---	---	---	<b>0.100</b>
<b>Total</b>	<b>6.499</b>	<b>4.176</b>	<b>1.706</b>	<b>0.020</b>	<b>12.401</b>

<b>Environment Directorate</b>					
Street Lighting Energy	0.170	0.100	0.230	---	<b>0.500</b>
Highway infrastructure sponsorship	0.050	0.050	---	---	<b>0.100</b>
Members priority contingency	0.042	0.100	0.078	---	<b>0.220</b>
Targeted Parking Enforcement	0.050	---	---	---	<b>0.050</b>
Environment & Community Projects and Forest of Bowland Area of Outstanding Natural Beauty	0.118	---	0.612	---	<b>0.730</b>
Public Rights of Way & Countryside Service Reductions	0.094	---	0.454	---	<b>0.548</b>
Winter Service	0.447	---	---	---	<b>0.447</b>
Close waste transfer stations and landfill sites on bank holidays	---	0.030	---	---	<b>0.030</b>
Sustainable Drainage Consenting & Enforcement	0.150	---	---	---	<b>0.150</b>
Joint Production of Local Transport Plan	---	0.030	---	---	<b>0.030</b>
Withdrawal of Adult Cycle Training	0.014	0.015	0.006	---	<b>0.035</b>

Safer Travel Unit training	0.018	0.024	0.020	---	<b>0.062</b>
Business Travel Planning	0.003	---	0.017	---	<b>0.020</b>
Speed management provision	0.040	---	---	---	<b>0.040</b>
Operational Learning and Development within Highways Services	0.025	0.040	---	---	<b>0.065</b>
New Traffic Systems Maintenance Contract	0.100	---	---	---	<b>0.100</b>
Transfer of Parking Services front line call handling into Parking Services	0.075	---	---	---	<b>0.075</b>
District/Parish Public Realm Agreements - Highway - Green Space maintenance	0.144	0.137	0.123	---	<b>0.404</b>
Bus Shelter Maintenance	0.015	0.010	---	---	<b>0.025</b>
Vehicle and associated checks carried out on subsidised services	0.025	---	---	---	<b>0.025</b>
<b>Total</b>	<b>1.580</b>	<b>0.536</b>	<b>1.540</b>	<b>---</b>	<b>3.656</b>

<b>Services within the Office of the Chief Executive</b>					
Review of Voluntary, Community and Faith Sector (VCFS) Grants	0.500	---	---	---	<b>0.500</b>
<b>Total</b>	<b>0.500</b>	<b>---</b>	<b>---</b>	<b>---</b>	<b>0.500</b>

<b>Total All Policy Options</b>	<b>15.204</b>	<b>10.412</b>	<b>4.196</b>	<b>0.170</b>	<b>29.982</b>
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#### 4.5 The Impact of the Proposals Currently Being Consulted On

When taken together the impact of the proposals identified to date on the forecast budget gap is as follows:

	2014/15 £m	2015/16 £m	2016/17 £m	2017/18 £m	Total £m
<b>Savings Requirement Identified</b>	<b>76.000</b>	<b>94.000</b>	<b>67.000</b>	<b>63.000</b>	<b>300.000</b>
<i>Savings Identified:</i>					
Review of Costs	5.590	3.793	3.675	3.613	16.671
10% Challenge	16.272	2.809			19.081
Reducing the Cost of Being in Business	6.523	1.801	2.313	6.729	17.366
Reshaping Service Delivery	5.560	9.870	9.960	6.960	32.350
Policy Options	15.204	10.412	4.196	0.170	29.982
Total Savings Identified	49.149	28.685	20.144	17.472	115.450
<b>Remaining Savings Requirement</b>	<b>26.851</b>	<b>65.315</b>	<b>46.856</b>	<b>45.528</b>	<b>184.550</b>

Thus, while the proposals identified to date represent significant progress and equate to saving the entire waste budget the remaining savings which need to be found equates to saving the County Council's entire spending on Older People.

## **5. Moving Forward From Here**

The County Council's Cabinet have asked the Management Team to develop further proposals to meet the remainder of the savings requirement in 2014/15 and these will come forward to the meetings of the Cabinet in December and January and be consulted on. By focussing on balancing the 2014/15 budget, this will enable time to be devoted to the huge challenge of downsizing the County Council to a new budget level of £640m by 2017/18.

This reduction needs to be set within the context that between the years 2010 to 2017, the County Council will have had to make savings of over £0.5bn. This in itself sits within a national context whereby authorities are publically speaking about financial projections which may leave them no longer financially viable, or where the provision of statutory services may be significantly compromised.

At a reduction of almost 40%, the challenge facing the County Council is unprecedented. Delivering this level of saving whilst seeking to deliver effective services for our communities cannot be achieved without a radically different approach which focuses on service delivery within a budget envelope of £642m by 2017/18. Reshaping public services across Lancashire will require innovative thinking and leadership to secure effective services for our communities and ensure a sustainable future.

The Cabinet has requested the Interim Chief Executive to bring a report back to a future meeting of Cabinet, setting out the approach to reshaping the County Council's organisation and services to secure effective services for our communities and ensure a sustainable future.

## **6. Conclusion**

As is the case with all local authorities the County Council faces significant financial challenges going forward and it is important that in meeting those challenges the views of key local partners on budget proposals are heard. The Three Tier Forums are a key part of this and views both on the specific proposals being consulted on and the wider issues raised in balancing the budget are welcomed.

Gill Kilpatrick  
County Treasurer

November 2013

Further information regarding the County Councils 2014/15 budget proposals, as presented to the Cabinet on the 7<sup>th</sup> November, 2013, can be viewed at <http://council.lancashire.gov.uk/ieListDocuments.aspx?CId=122&MId=1900&Ver=4>

# East Lancashire

## Highways and Transport Masterplan

Consultation Draft

October 2013



Agenda Item 9

## Foreword

East Lancashire can be truly proud of the fact that it was one of the power houses of the industrial revolution. 100 years ago, the area was known throughout the world for its manufacturing and engineering excellence. But global trade patterns changed and East Lancashire suffered the consequences. Large numbers of jobs were lost and the area declined.

In the last few years, though, East Lancashire's fortunes have started to turn round. World class manufacturing companies are doing business around the world. Advanced manufacturing, advanced flexible materials, aerospace, digital and creative industries have all become drivers of the resurgent and diverse East Lancashire economy which is so important to Lancashire as a whole.

Transport has always supported East Lancashire's economy. From the opening of the Leeds - Liverpool canal, through the arrival of the railways and on into the motor age, the area has benefitted from modern transport infrastructure. That continues to this day, with an investment of over £130m in improvements already planned for East Lancashire, as set out in this masterplan.

But East Lancashire isn't standing still. Development plans will provide for thousands of jobs to be created in manufacturing. Those jobs will be supported by an expanding retail and service sector, an increasing further and higher education offer and significant new housing development.

Indeed, this opportunity for growth is recognised and supported by the Lancashire Enterprise Partnership's active investment in the area, which builds on key initiatives already being delivered, such as the Lancashire Enterprise Zone to help reclaim Lancashire's role as one of the key centres for advanced manufacturing nationally.

East Lancashire's transport will need to evolve to support this economic growth. This evolution will provide a significant challenge for the area's highways and transport networks. Today the car has become the dominant means of transport and our communities suffer as a result. For many people, public transport has become the last option, rather than being the first choice for everyone, not just those without a car. And cyclists and pedestrians are too often at the mercy of old highways designed around the car. These are the challenges that this draft masterplan meets.

We believe we need to act now to put in place a programme of investment and of further work to make sure that we take every opportunity we can to support East Lancashire's development. This is not something that we can leave to chance; this is something we need to plan carefully to create a real momentum for change.

The delivery of the vision presented in this masterplan will take 10 years or more. It will need public and private money. It will need the backing of partners including the Lancashire Enterprise Partnership through their Growth Deal negotiations, neighbouring authorities, the rail industry and government agencies, as well as the private sector. Choosing which options to pursue will need care and will need a conversation that involves everyone, for this will affect us all, residents or visitors, young and old alike.

The consultation I am launching today is key to the success of East Lancashire in the future. I want to hear as wide a range of opinions as possible so that we can listen to all points of view and look at ideas that are put forward. We need to be sure that there is broad agreement with our vision and what we want to do next. That agreement will give us the confidence to move forward and make East Lancashire's highways and transport networks fit for the 21st century, something that the area can be proud of as it works to regain its economic strength.



A handwritten signature in blue ink, appearing to read 'John Fillis', written over a light blue background.

**County Councillor John Fillis**  
**Cabinet Member for Highways and Transport**  
**Lancashire County Council**



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## Executive Summary

This document presents the preliminary Highways and Transport Masterplan for East Lancashire.

The County Council's Local Transport Plan (LTP3) sets out our transport priorities until 2021. It shows our commitment to support Lancashire's economy and to tackle deep-seated inequalities in its people's life chances, bringing new life to our communities and provide safe, high-quality neighbourhoods.

We are therefore producing five Highways and Transport Masterplans that reflect the county's economic areas:

- Central Lancashire, covering Preston, South Ribble and Chorley.
- East Lancashire, produced in cooperation with Blackburn with Darwen Council and covering Blackburn with Darwen, Burnley, Hyndburn, Pendle, Rossendale and Ribble Valley
- Fylde Coast, produced in cooperation with Blackpool Council and covering Blackpool, Fylde and Wyre
- Lancaster and
- West Lancashire

Once completed, these masterplans will set out a cohesive highways and transport strategy for the whole county, linking economic development, spatial planning and public health priorities to the wider policy objectives of the County Council.

Future decisions about how funding allocations from central government are spent will be the responsibility of the Lancashire Enterprise Partnership (LEP), which covers the local authority areas of Lancashire, Blackburn with Darwen and Blackpool. It is therefore essential that there is one highways and transport strategy for the LEP area, based on approved and adopted strategies and plans. Blackburn with Darwen and Blackpool Councils are therefore cooperating with us to produce this strategy.

The first of these masterplans has now been completed. The Central Lancashire Highways and Transport Masterplan was approved in March 2013 and work is already underway to deliver the transport improvements set out within it.

By their nature, the masterplans need clear and reliable evidence. However, in East Lancashire, that evidence is not all in place. Whilst the economic and public health evidence is robust, not all Local Plans are at the same stage of development across the area. This means that there is no comprehensive set of adopted spatial policies and plans to inform our proposals.

The masterplan presented here therefore sets out our vision for travel and transport in East Lancashire. It seeks a consensus on both the validity of that vision and on some of the options that could be developed to achieve it. The final masterplan for East Lancashire will be developed from this consultation and from new evidence as it becomes available

## East Lancashire Now

East Lancashire is an area of dramatic contrasts, with moors and farmland surrounding historic towns that were once at the forefront of the industrial revolution. However, since its industrial heyday in the 19th and 20th centuries, the area has seen significant economic decline. That decline has left a legacy of social and economic challenges, including deprivation, unemployment and a relatively poor level of skills amongst people in many urban parts of the area.

Manufacturing is still very important for the economy though. East Lancashire has a growing group of higher value industries, with aerospace, advanced manufacturing, advanced flexible materials, digital and creative industries all featuring strongly in the area's economy. These high value industries mean that East Lancashire will play a key role in the success of the Lancashire Advanced Engineering and Manufacturing Enterprise Zone which was launched in April 2012, and in the Arc of Innovation planned by the LEP.

As in much of the county, East Lancashire has an ageing population. The number of people over 75 years has grown and is expected to keep doing so. Life expectancy in East Lancashire has increased but there are wide variations between communities within East Lancashire and between East Lancashire and the rest of the country. These poor health outcomes are linked to the relatively high levels of socio-economic deprivation in some communities caused by the long-term decline in the textile industry.

In transport terms, there is a strong belief locally that East Lancashire is poorly connected, with both road and rail networks making it difficult for people and goods to move around.

Whilst road links to the west and south are reasonable, connections to the east are less so, not least because the M65 motorway finishes abruptly just to the west of Colne. Rail links, on the other hand, are either poor or missing:

- Journey times to Manchester, Leeds and Preston are long and passengers sometimes need to change trains.
- Trains are generally of poor quality.
- Fast, frequent and reliable train services to Manchester Airport are very important, yet there are no direct services from East Lancashire at the moment.
- Rossendale has no mainline rail service of any sort.
- Low passenger numbers for stations on the Colne line show just how poorly Pendle is served by rail.

This sense of isolation and the perception of the area having localised labour markets, narrow travel horizons and limited economic interaction with Manchester, Leeds and Central Lancashire makes East Lancashire's economic development difficult.

## Looking to the Future

A key driver for East Lancashire's economic development is the Lancashire Enterprise Partnership (LEP), of which both Lancashire and Blackburn with Darwen councils are members. The Partnership's Lancashire Growth Plan for 2013/14 has been approved and sets out how strong and sustainable economic growth can be achieved in the county.

The partnership is the driving force behind the newly created Lancashire Advanced Engineering and Manufacturing Enterprise Zone that covers the two BAE Systems sites at Samlesbury and Warton. The partnership has 6 further strategic development sites along the M65 corridor.

There are other more local economic and development plans which form part of the spatial background to the development of our highways and public transport networks.

Also, in April 2013, the county council took responsibility for some work that was previously carried out by the NHS. The county council and the NHS will now work together to tackle some of the key issues that affect people's health and wellbeing, helping people to stay healthy and prevent illness.



## Funding

The cost of delivering the package of measures identified in the masterplan, and those that will come out of the work we propose to do, cannot be borne entirely by public sector funding. We have shown that, in areas where we can come to rely on the development industry to contribute funding to new infrastructure, we can increase investor confidence and our ability to attract other sources of funding, and in turn improve the prospects of delivery, and delivering to earlier timescales.

Moving forward, investment in major new infrastructure will, increasingly, need to demonstrate an economic justification. In practice, this means a clear strategy towards bringing forward integrated development proposals for new development and economic growth alongside the infrastructure to support it. In order to deliver our proposals, it is vital that local authorities take every opportunity to coordinate their development planning strategies with future infrastructure investment, and pursue and pool together contributions from the development industry.

New procedures have been put in place for collecting and investing developer contributions. Whilst the Community Infrastructure Levy is yet to feature in East Lancashire, it is already proving to be a key mechanism in other parts of Lancashire to delivering major new infrastructure to stimulate and support major house building and business development.

Although market conditions are very different between the Central and East Lancashire, there are areas in East Lancashire that are, or would have the very real prospect to be, attractive areas for developers to build, new residents to live and businesses to locate to and bring jobs.

A number of these areas coincide with transport schemes supported by this masterplan, for example, along the A56 corridor north of Colne to Earby or at Huncoat. In these areas, the prospect for infrastructure delivery will be greatly enhanced in support of new opportunities for development and economic growth and local authorities are encouraged to coordinate future development activity to maximise these opportunities.

The speed and certainty with which we will be able to implement new infrastructure will be directly linked to developer contributions. For this reason it is important that local development frameworks are revisited to bring forward housing sites in locations that have the ability to generate CIL contributions.

## Our Vision

Transport is an enabler. In most cases, it doesn't 'do' anything itself but it does allow society to function. Developing our options for East Lancashire's highways and transport networks therefore involves asking a fundamental question; what do we expect these networks to do?'

Connections in and out of East Lancashire need to be better, with improved journey times and reliability to both east and west, to Central Lancashire and Yorkshire, and south to Greater Manchester.

Employment and housing development, both strategic and more local, presents a major opportunity for economic development and transformational improvement in East Lancashire. Our networks will need to be able not just to cope with this development in the future but to allow these aspirations to be realised to the benefit of the area as a whole.

The 5 principles that will guide the development of the East Lancashire masterplan are that we will:

- Support the economic development of the county and of East Lancashire specifically
- Work to address deprivation
- Promote community resilience
- Increase healthy behaviour
- Reduce our carbon footprint

## Taking Our Vision forward ~ What we're doing now

Whilst we may not have all the information we need to finalise this masterplan, we do know a lot now and we and our partners already have schemes and proposals in place to tackle many of the problems including:

- Todmorden West Curve
- Pennine Reach
- Improvements to Burnley Manchester Road Rail Station
- Rawtenstall Bus Station
- Nelson to Rawtenstall Bus Corridor Study
- Blackburn Town Centre Orbital Route Completion
- Haslingden Road Corridor Improvements

And through Transport for Lancashire (TfL):

- Clitheroe to Manchester Rail Corridor Improvements
- Centenary Way Viaduct Major Maintenance Scheme
- M65 Junction 4 Upgrade
- A56 Colne-Foulridge Bypass

## Taking Our Vision Further

The work done so far in the masterplanning process has shown us that, despite the improvements we are already making, there will still be issues to resolve on East Lancashire's highways and transport networks.

These issues fall into a number of themes which provide the basis for the further work that we are presenting in this masterplan. The themes are grouped into 3 strands:

- Connecting East Lancashire
- Travel in East Lancashire and
- Local Travel

Connecting East Lancashire looks at how East Lancashire connects to other areas, particularly to the rest of the county and neighbouring growth areas. We need to make sure that its people, economy and housing markets are more fully integrated to areas of opportunity.

Key to this connectivity will be the rail network. This will need to provide the better connections and standards of service that will support East Lancashire's people and businesses in the future.

The main motorway gateways provided by the M65 and the M66 will also need to be able to cope with the demands placed on them.

### What we will do next:

- To look at possible solutions to these issues in depth, we are going to commission a Rail Connectivity Study. This will focus in particular on the importance of improving connectivity between East Lancashire and the growth areas of Preston and Central Lancashire, Manchester (including Manchester Airport) and Leeds.
- We will build on the work done so far and produce an A56/M66 Haslingden/Rawtenstall to Manchester Gateway Study. This will look at the A56/M66 corridor and how congestion can be reduced and the reliability of bus services improved. Most importantly, it will not be restricted to the roads that Lancashire County Council is responsible for, but will extend to roads maintained by the Highways Agency (HA).
- To find out what else we can do to make sure that the M65 gateway works well, we will produce a Samlesbury/Cuerden/Whitebirk Growth Triangle Study that will include the main routes between these 3 key economic growth locations.

Travel in East Lancashire is about the links between East Lancashire's towns and the major employment and housing locations. Economically, these are the connections that make sure that most people and businesses can link into the wider highways and transport networks.

Congestion on key corridors has significant impacts on travel of all kinds, but particularly on travel to work, on businesses and on public transport. We therefore need to ensure that the key corridors can cope with the traffic that wants to use them.

As well as improving public transport reliability, we also need to do what we can to enhance public transport connectivity within East Lancashire to make bus travel an attractive and viable option where possible, particularly for journeys to employment and education.

#### What we will do next:

- The Burnley/Pendle Growth Corridor Study will look at what needs to be done to make sure that our roads can support the economic growth planned for Burnley and Pendle.
- The Ribble Valley Growth Corridor Study will include the A59 between Samesbury and North Yorkshire boundary and also the A671/A6068 route between Whalley and M65 Junction 8. The study will look at how these important roads can be made to work as well as possible for cars, freight and for other users.
- The East Lancashire Accessibility Study will focus on travel between the main towns and employment areas, but will also include travel to education and for leisure. This will include how public transport can best serve rural/remote East Lancashire. In line with the way funding will be made available in future, the study will focus on where the greatest benefits can be achieved by improving accessibility.

Local Travel takes up the challenge of making sure that everyone, regardless of their background or where they live, can get to the services and opportunities that they need, from education and employment to leisure and health.

Making our cycling and walking networks attractive is key to this. Part of this is making sure that we look after the highways and transport assets we have already ~ the roads and footways, the lights and signs and all the other things that help our networks function.

But the best road, bus and cycle networks serve no purpose if people can't or don't want to use them. We need to make it easy to change between methods of travel so that whether people are travelling short or long distances, we can reduce dependence on private cars as much as possible for everyone. Making sure that travel to work is cheap and easy also helps the economy.

#### What we will do next:

- The East Lancashire Strategic Cycle Network will provide 'good' links between towns, employment, education and housing. However, one of the first tasks will be to decide just what a 'good' cycle network is. Different cyclists have very different needs, from enthusiasts with specialist bikes and clothing to people new to cycling with no desire to change clothes and a basic bike.
- Although we know in general terms what we need to do, much of the work of identifying where we need to improve Local Links will come out of work in other areas of this masterplan and from the day to day contacts we have with our partners and our communities.

The 3 strands are closely linked to each other. Easy local travel, by walking and cycling, needs to feed into the bus and rail networks for longer journeys. The bus and rail networks themselves need to connect properly both for journeys in East Lancashire and to the wider area. No matter how far from East Lancashire people and goods are going, the connections to strategic road and rail networks must work to make national and international travel as easy as possible.

Running through all 3 strands is the need for transport to support transformational economic growth across East Lancashire. From the largest to the smallest investment that results from this masterplan, from strategic rail improvement schemes down to local footpaths, East Lancashire's transport networks must be made fit for use in the 21st century.

## Next Steps

This consultation masterplan represents the beginning of a programme of infrastructure delivery to serve East Lancashire over the next 13 years and beyond.

There is much to do and it will need the commitment and efforts of a variety of service providers to see it through - County and District Councils, Lancashire's Local Enterprise Partnership, Highways Agency, Network Rail - and the support of private business and house builders as well.

The first task is to make sure we have widespread agreement for the highway and transport improvements that are taken forward. Then, to stand the best chance of delivering these improvements, we must make sure they are 'ready to roll' as soon as we can, so that we can make use of all opportunities to get funding for schemes that are ready to be delivered. That will mean committing time and funding now to working out detailed plans for these ideas and preparing the economic case for them.

## Let us know what you think

Until 6th December 2013 there will be a public consultation on the Highways and Transport Masterplan for East Lancashire.

As part of the consultation it is important that we get your views on the vision presented in the masterplan.

A leaflet with a questionnaire accompanies the masterplan and this is your opportunity to let us know what you think. Copies of the leaflet are available from public libraries and council offices in Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale.

The Masterplan can also be viewed or downloaded from our website. To access the documents paste the following link into your browser [www.lancashire.gov.uk](http://www.lancashire.gov.uk) and then search for Local Transport Plan on the A-Z list. You can also fill in the questionnaire online.

You can also write to us at:

Highways and Transport Masterplan for East Lancashire  
Consultation  
Environment Directorate  
Room C4  
County Hall  
Preston  
Lancashire  
PR1 0LD

or by email: [enquiries@lancashire.gov.uk](mailto:enquiries@lancashire.gov.uk)

## Introduction ~ Lancashire's Highways and Transport Masterplans

The County Council's third Local Transport Plan (LTP3) sets out our transport priorities until 2021. It establishes our commitment to support Lancashire's economy and to tackle deep-seated inequalities in its people's life chances, revitalising our communities and providing safe, high-quality neighbourhoods.

We will:

- Improve access into areas of economic growth and regeneration
- Provide better access to education and employment
- Improve people's quality of life and wellbeing
- Improve the safety of our streets
- Provide safe, reliable, convenient and affordable transport alternatives to the car
- Maintain our assets and
- Reduce carbon emissions and their effects

As part of this, as the highways and transport authority for Lancashire, we are producing a set of Highways and Transport Masterplans that will cover all 12 districts of the county.

Once completed, these masterplans will set out a cohesive highways and transport strategy for the whole county, linking economic development, spatial planning and public health priorities to the wider policy objectives of the County Council. Each masterplan will:

- Outline current issues affecting our highways and transport networks
- Look at the impact of plans and policies in future years, including the Lancashire Enterprise
- Partnership's Plan for Growth and approved Local Development Framework Core Strategies
- Put forward the measures that the County Council considers are needed to support future growth and development and improve our communities
- Outline funding mechanisms and delivery programmes and associated risks.

Future funding allocations from central government will be devolved to the Lancashire Enterprise Partnership (LEP), which covers the local authority areas of Lancashire, Blackburn with Darwen and Blackpool. It is therefore vital that there is a coherent highways and transport strategy for the whole county, rooted in approved and adopted strategies and plans. Blackburn with Darwen and Blackpool Councils are therefore cooperating with us to produce this strategy. More detail on future funding is provided later in this masterplan.

Rather than produce a masterplan for each district, we have chosen to create five masterplans that reflect the travel areas identified in the Local Transport Plan:

- Central Lancashire, covering Preston, South Ribble and Chorley.
- East Lancashire, produced in cooperation with Blackburn with Darwen Council and covering Blackburn with Darwen, Burnley, Hyndburn, Pendle, Rossendale and Ribble Valley
- Fylde Coast, produced in cooperation with Blackpool Council and covering Blackpool, Fylde and Wyre
- Lancaster and
- West Lancashire

Whilst the majority of districts fall within one area, Ribble Valley is more complex. In travel terms, those ties are principally to central and east Lancashire and it is therefore included in 2 masterplan areas.

The first of these masterplans has now been completed. The Central Lancashire Highways and Transport Masterplan was approved in March 2013 and work is already underway to deliver it.

All five Masterplans will need to integrate to ensure that the whole of Lancashire sees economic and housing growth that will maximise its potential. With the Central Lancashire Masterplan now in place, the other Masterplans need to compliment it, identifying the highways and transport improvements that will be needed to maximise both economic growth across Lancashire and meet the local visions identified in each area.

All the masterplans will require similar evidence, which must be up-to-date and accurate. Local Plans, the planning policies that set out how an area will develop, must be able to provide details of future land use and there must be a sound economic strategy in place. Existing travel and transport must be understood and there must be evidence as to the impact of future development on the highways and transport networks. The health and social needs of the population must also be known.

Whilst all this information was available for Central Lancashire, this is not the case for all the other masterplan areas. In some areas, spatial planning is not as advanced, whilst in others, transport studies need to be completed. However, even without the combined evidence that will allow the publication of a final approved masterplan, we are still in a position to consult on the principles of the strategy and on options that are developing. We can therefore take forward a consensus view on what further work we need to do to finalise the masterplan for each area.



Figure 1: Masterplan Areas



## Introduction ~ East Lancashire's Masterplan

This document introduces the preliminary Highways and Transport Masterplan for East Lancashire. Recognising Blackburn with Darwen Council's transport priorities, it sets out options for a future highways and transport strategy for Blackburn with Darwen, Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale to 2026 and beyond.

The fundamental purpose of transport is to enable economic and social activity. It allows people to get to work, to access services and to see friends and visit places. It also allows businesses, suppliers and customers to come together. However, transport also impacts on people, on places, and on our environment. Traffic congestion brings delay and disrupts communities; road accidents cause injury and suffering; vehicle emissions affect local people's health and contribute to global environmental problems and so on.

Balancing the positive and negative impacts of transport is vital in providing sustainable highways and transport networks for the future. However, we can only do this if we consider the consequences that changing these networks will have not just on the users, but on the people, environment and economy of East Lancashire, both now and in the future.

The need for robust evidence has been highlighted but in East Lancashire, that evidence is not all in place.

Economic and public health evidence is robust. The Lancashire Enterprise Partnership has adopted the Lancashire Growth Plan 2013/14 that sets out where they will promote strategic economic growth and the individual authorities also have established development priorities. There is also a wealth of information about health in the area.

However, not all Local Plans are at the same stage of development across the area, which means that there is no set of definitive adopted spatial policies and plans.

Blackburn with Darwen, Hyndburn and Rossendale all have recently adopted Core Strategies, although only Blackburn with Darwen have published more detailed site allocations. Burnley and Pendle adopted their Local Plans in 2006 but are now replacing them and have new emerging Local Plans, whilst Ribble Valley has publicised its Core Strategy.

Whilst we do have evidence of current conditions on the highways and transport networks in East Lancashire, our information about the actual journeys that people make is now old and we are waiting for the release of data from the 2011 Census. We also have transport studies planned and in progress in the area which will provide us with much better evidence as to how transport can best support East Lancashire's economy and people.

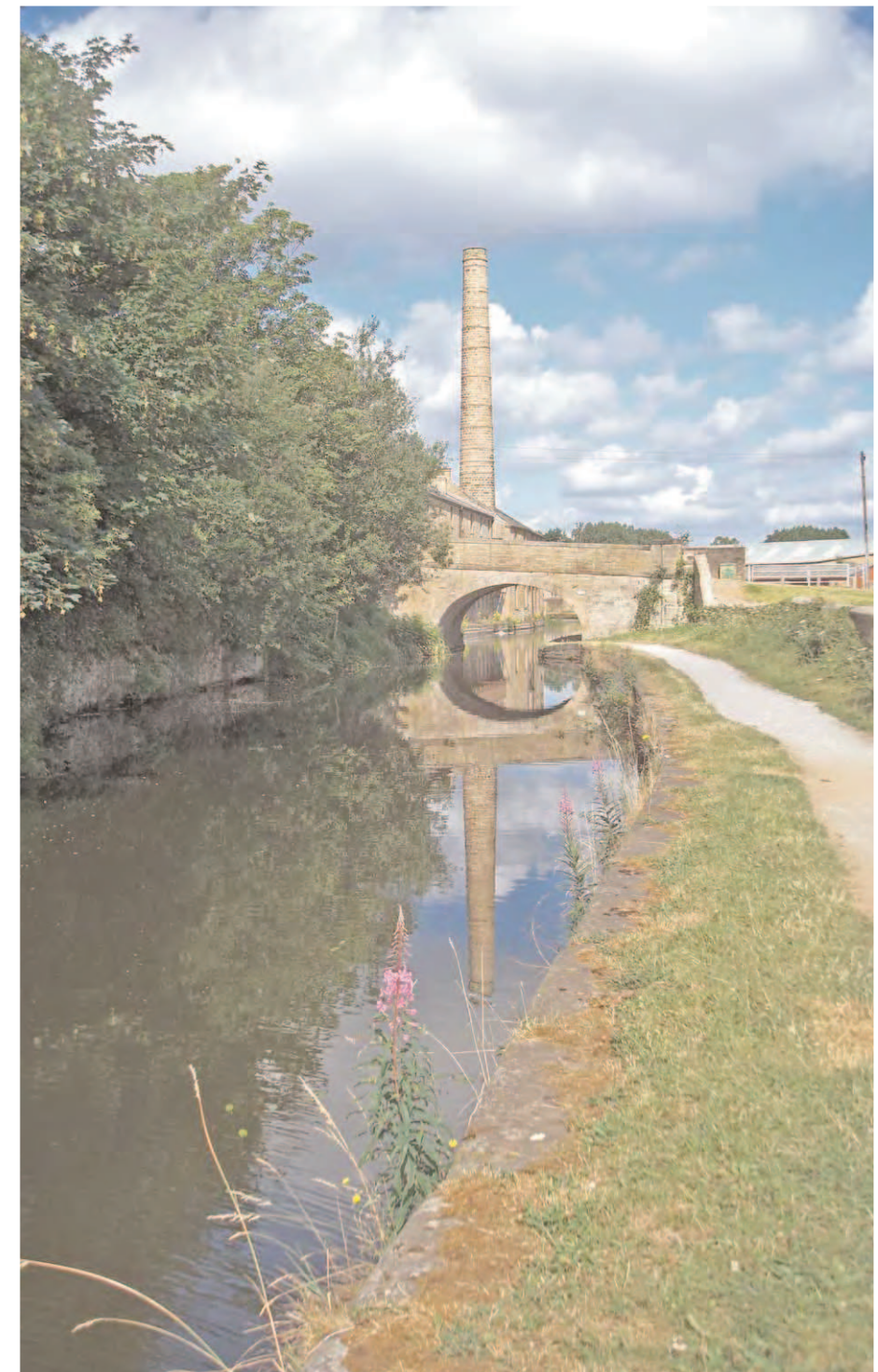
Without total confidence in our information on the current situation, and with adopted Core Strategies in only 3 districts, the masterplan presented does not consult on a programme of infrastructure. Rather, it sets our vision for travel and transport in East Lancashire and seeks agreement on both the validity of that vision and on how we take that vision forward.

This consultation masterplan therefore:

- Describes East Lancashire's people and places as they are now
- Outlines what we know of current transport patterns and identifies issues with the current highways and transport networks that support East Lancashire
- Sets out the current plans and policies that will impact on the area in the future.
- Uses the evidence to establish what challenges our transport networks face
- States our vision for what our highways and transport networks should be able to do by 2026
- Shows what work is already underway to achieve that vision and
- Lastly, sets out how we can intend to the masterplan further.

In consulting on our vision of what East Lancashire's highway, rail, bus, cycling and walking networks need to be able to do and what options we have for fulfilling that vision, we want to involve everyone across the area in the decisions that will affect them. We also want to be sure that we are committing resources in the way that will support economic growth and improve the health and well-being of the people in the area.

The final masterplan for East Lancashire will be developed from this consultation and from new evidence as it becomes available.



## East Lancashire Now

East Lancashire, which had a population of 530,500 in 2012, is an area of dramatic contrasts, with moors and farmland surrounding historic towns that were once at the forefront of the industrial revolution. However, since its industrial successes of the 19th and 20th centuries, the area has seen significant economic decline. That decline has left a legacy of social and economic challenges, including deprivation, unemployment and a relatively poor skills base in many urban parts of the area.

Manufacturing still remains a key driver for the economy though. East Lancashire has a growing portfolio of higher value industries with aerospace, advanced manufacturing, advanced flexible materials, digital and creative industries all featuring strongly in the area's economy. These high value industries mean that East Lancashire will play a key role in the success of the Lancashire Advanced Engineering and Manufacturing Enterprise Zone which launched in April 2012 and in the Arc of Innovation planned by the LEP.

The area has economic links to a much wider area however, which have shaped the study area of the masterplan, as Figure 2 shows.

East Lancashire's industrial heritage has given the area a very distinctive character. Whilst the architectural legacy includes heritage townscapes, it also includes the utilitarian terraced housing that is the stereotype of East Lancashire; much of this housing is unfit for purpose and adds to the economic, health and social challenges faced by much of the area, another legacy of the industrial past.



Figure 2: The Study Area



The six areas that make up East Lancashire each have their own character:

## Burnley

Although it is a largely rural district, with well off areas that are highly desirable residential locations, the town of Burnley itself has areas with high levels of deprivation. As with many other boroughs in East Lancashire, this is the result of the declining influence of the textile industry. This has resulted in significant social and economic challenges in some parts of the district, including low skill levels, worklessness, poor quality housing and health inequalities.

Burnley is the third most populous borough in East Lancashire. However, in contrast to the rest of the county, Burnley's population has been in long-term decline due to migration out of the district.. By 2035 however, it is estimated Burnley's population will show a 3% increase. This is well below the 10% increase forecasted for Lancashire as a whole.



Burnley's economic strengths are mainly in manufacturing, distribution, hotels and retail, public administration, education and health.

Advanced manufacturing is a key sector, with Burnley a nationally significant hub for the aerospace industry. Automotive and construction are also important manufacturing sectors.

The town has similarities to Blackburn. It provides a focus for the most easterly districts of the county. It is a key destination for shopping and employment and is home to Burnley College and to the area's second hospital. Also like Blackburn, the district has seen significant investment, with the LEP committing substantial Growing Places funding to Burnley for the Weaver's Triangle and the Burnley Bridge business park.

## Hyndburn

Geographically, Hyndburn is the smallest district in Lancashire covering just 73 square kilometres; it is, however, one of the most densely populated. The principal town is Accrington, which has a particularly rich architectural heritage.

Hyndburn has a small economy which has experienced limited growth over recent years. The area's economic base is rooted in textiles, engineering, chemicals and extractive industries. Manufacturing is one of the area's key strengths with 23% of employees working in the sector.

There are large differences in income levels between the more affluent wards in the rural areas and the least affluent wards within urban centres. In common with some other districts in East Lancashire, Hyndburn has significant issues in some parts of the district including the quality and price of housing, the poor health of many residents, low levels of job creation and areas of severe economic deprivation.



The population is set to grow by only 7% by 2035, which is below the Lancashire average. As a result, the projected growth of household numbers in the authority is below national and county averages.

## Pendle

Pendle has the second largest district population in East Lancashire. It has a mix of high quality rural areas, a large part of which are in an Area of Outstanding Natural Beauty (AONB), and dense urban areas centred around the M65 motorway in the towns of Brierfield, Nelson and Colne. Barnoldswick and Earby, in the largely rural north of Pendle, are home to a number of prominent businesses.

As with many districts in East Lancashire, the industrial change the area has undergone has resulted in significant social and economic challenges in some areas, characterised by low skill levels, worklessness, poor quality housing, significant health inequalities and high concentrations of deprivation.

Pendle's population is growing with an expected 11% increase by 2035. There will, therefore, be significant increase in housing provision alongside a need for new jobs.

Pendle has a diverse economy. Manufacturing is a key activity with Pendle having the highest relative share of employee jobs in the manufacturing sector in Great Britain. The aerospace industry is a major strength, supporting high value employment and also the wider economy through supply chains in the area, with Rolls Royce a major aerospace employer. Precision engineering, textiles and furniture are also important.



As well as high value manufacturing, Pendle has a service function and a strong visitor economy based around the Forest of Bowland AONB. It is also a major shopping destination with Boundary Mill and Colne attracting 2.6 million visitors each year from across the region and Yorkshire.



## Rossendale

More so than in any other part of East Lancashire, the geography of Rossendale has shaped the district. The steep valleys, cut into the moors by the River Irwell and its tributaries, have resulted in linear urban areas that straddle the main roads along the valley bottoms. The local countryside is rich with wildlife and is an important asset for tourism, attracting ramblers, wildlife enthusiasts and cyclists..

Due to the decline of the textile industry, Rossendale now has a small economy with manufacturing the main industry and strengths in tourism, construction and service sectors. Despite the continued decline in manufacturing employment there has not been a substantial shift in the local economy toward other industries, with the area poorly represented in higher growth sectors, although the area is home to Scout Moor, the largest onshore windpower project in England.

There is a healthy business enterprise base, dominated by small businesses and good self-employment rates, but half the working population commute to jobs outside the borough, earning significantly more than those who do not.

As a result, the standard of housing and levels of deprivation greatly differ from east to west. The west is desirable for commuting due to its good connectivity, resulting in high house prices and low levels of deprivation. The east of Rossendale is less well connected. Consequently, house prices are lower and deprivation is more severe and widespread.

Rossendale's population is growing with an expected 13% increase in inhabitants by 2035. This is above the 10% average increase in Lancashire and is the largest in East Lancashire.



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## Ribble Valley

Geographically, Ribble Valley is the largest district in Lancashire, although the rural nature of the district means it has the lowest population and population density in the county. Over 70% of the borough is within the Forest of Bowland Area of Outstanding Natural Beauty (AONB). The administrative centre is the attractive market town of Clitheroe.

Ribble Valley has a small mixed economy, with manufacturing, agriculture and tourism the most prominent sectors. Distribution, hotels and restaurants account for a large proportion of employment and many farming businesses have diversified to offer locally produced food and drink, retail, leisure and business facilities and tourism related activities. The district is home to BAe Systems and the Lancashire Advanced Engineering and Manufacturing Zone.



The rural nature of the district and the affluence of many of its residents mean that Ribble Valley has few of the problems of the dense urban areas of East Lancashire. However, the rural setting does mean that geographical isolation is an issue for less well off residents.

The overall population of the district has seen a strong growth for a number of years. Of particular note are the higher proportions in the older age groups, especially in the 45~54 age group. By 2035 the population of Ribble Valley is expected to increase by 9%.

## Blackburn with Darwen

Blackburn with Darwen Council, as a unitary authority, is the highways and transport authority for the borough. Because of its geographical position as the gateway between Central Lancashire and much of East Lancashire, the Blackburn with Darwen area is key to this masterplan.

Blackburn with Darwen is by far the most populous area in East Lancashire and has experienced a population increase over recent years. By 2035, the population is forecasted to grow by 10%. As a result, there will need to be a significant increase in housing provision for high quality affordable and 'executive' housing.



Like many boroughs in East Lancashire, Blackburn with Darwen faces numerous social and economic challenges in some parts of the area, including low skill levels, worklessness, poor quality housing and health inequalities.

Sitting close to the West Pennine Moors, Blackburn is the largest town in East Lancashire and provides the focus for the western part of the area. It is a key destination for shopping and employment and is home to Blackburn College, the largest Further Education college in East Lancashire, and also to the area's principal emergency hospital. The town has seen major investment in recent years, with substantial highway improvements and on-going redevelopment including the Cathedral Quarter and the Knowledge Zone

Sitting south of Blackburn is Darwen, the second largest settlement in the borough. Darwen town centre fulfils a market town role providing small scale retail developments and community services. The town retains a strong identity and the surrounding hills and moors, present a striking backdrop.



## East Lancashire Now ~ People and Places

### People

Like much of the county, East Lancashire has an ageing population. The number of people over 75 years has increased and is projected to continue to do so. However, at the same time, the numbers of children and young people in the area is higher than average. In particular, the south Asian ethnic group, which makes up over 11% of the population across the area, is young with almost a third aged under 15, double the proportion in the rest of the population.

Life expectancy in East Lancashire has improved but there are wide social inequalities within East Lancashire and between East Lancashire and the rest of the country. This is driven by relatively high early death rates from cardiovascular, cancer and respiratory diseases and also by accidents, chronic liver disease, suicides and infant deaths. Mental health issues are also more common in some areas.

These poor health outcomes are linked to the relatively high levels of socio-economic deprivation in some communities caused by the long-term decline in the textiles industry. This deprivation is the result of a combination of factors including low income levels, unemployment, low education levels and poor housing, coupled with community factors such as a lack of community cohesion and higher crime levels.

Across the East Lancashire area;

- Unemployment is an issue in many areas, particularly parts of Blackburn with Darwen, Burnley and Pendle.
- Average gross weekly pay of residents is well below the North West average in all districts except Ribbles Valley.
- Reflecting this, the number employed in managerial and professional jobs is much lower than the North West average across much of the area.
- Education levels are low across some areas, with parts of Burnley, Blackburn with Darwen, Pendle and Rossendale in particular having below average numbers qualified to NVQ level 2 or above
- Areas in Burnley, Blackburn with Darwen and Hyndburn have high levels of out of work benefit claimants

Where people live determines where many journeys start and end, so the more people in an area, the greater the demand on the network. This is particularly true of commuting, which currently places by far the biggest strain on our transport systems as many workers try to travel in a relatively short period of a few hours in the morning and early evening.

Figure 3 shows how the population of East Lancashire is spread across the area, as recorded in 2011 Census. The largest settlements follow the line of the M65, from Blackburn in the west to Colne in the east. The very linear nature of Rossendale is also clear from the map. Predicted population growth is varied, with very small increases in some districts, but far greater growth in others.

What are not shown on the map are the small settlements that are scattered across the rural areas. These communities have only a very limited impact on overall travel patterns because, individually, the numbers of journeys are small. However, their needs are still an essential consideration for this masterplan.

The neighbouring towns and cities that have a major influence on East Lancashire are also shown. Preston and Central Lancashire are at the heart of Lancashire's economic growth plans. However, Blackburn with Darwen and Rossendale also have strong economic and physical links to Greater Manchester, whilst Pendle and the Ribbles Valley have links to Yorkshire.

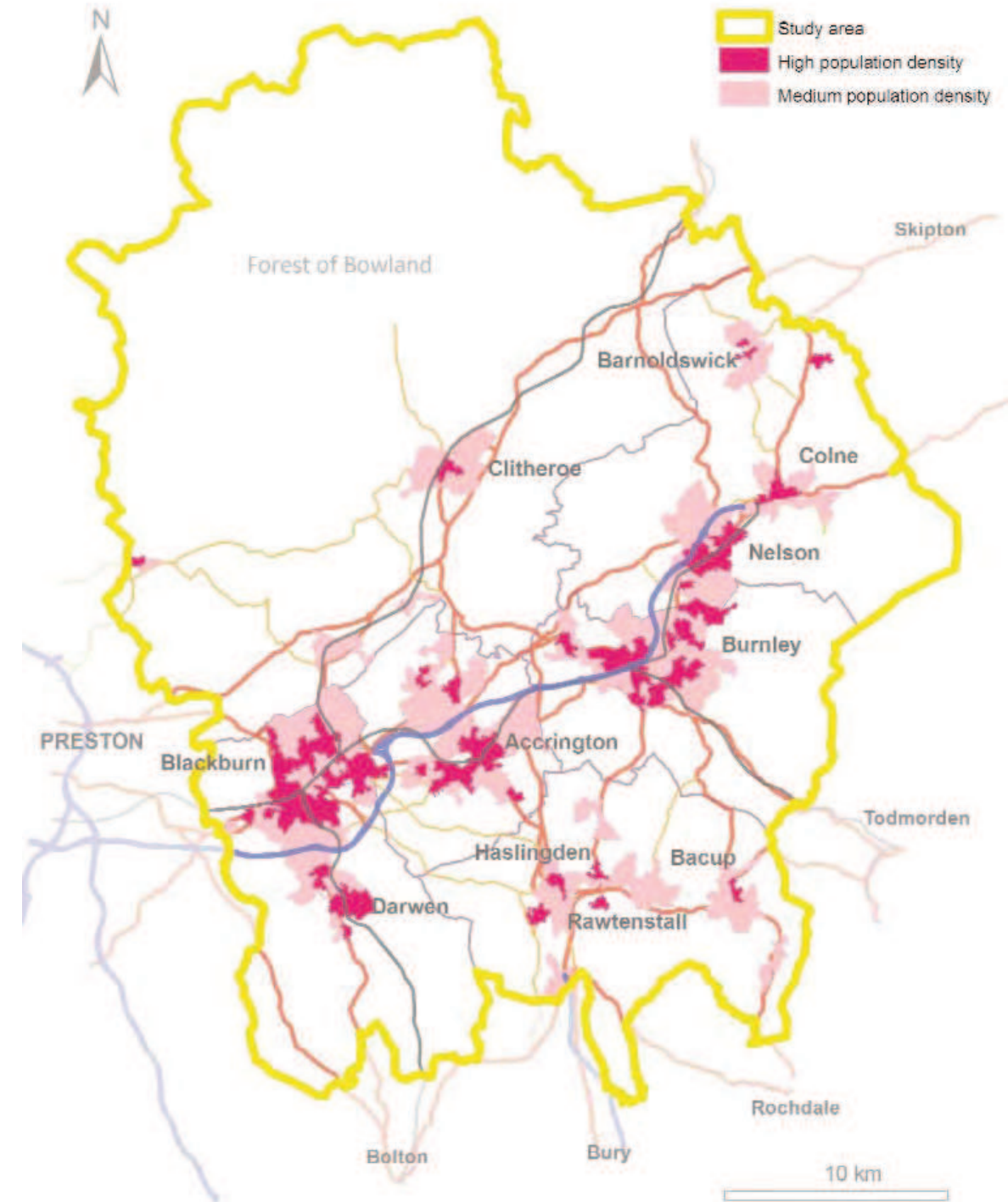


Figure 3: People



## Places

The other major influence on travel patterns are the places that people want to travel to.

Whilst our town centres have traditionally been a focus for employment and shopping, out of town locations are now also major destinations for both people and goods. Both Oswaldtwistle and Colne in particular are home to major retail developments that attract visitors from a much wider area.

Large numbers of journeys are also made to the hospitals and education facilities in Blackburn and Burnley, as well as some to facilities in West Yorkshire.

Tourist and sporting destinations can also attract large numbers of journeys. The East Lancashire Railway and the Adrenaline Gateway, both in Rossendale are both significant tourist attractions and both Blackburn and Burnley have football venues that attract fans from across the country.

Large numbers of people also visit the countryside of East Lancashire, in particular the Forest of Bowland AONB and the West and South Pennine Moors, and whilst these journeys are in smaller numbers to smaller destinations, combined they become more significant.

Figure 4 shows the places that are visited by large numbers of people. Together, people and places shape the demand for travel in, to and from East Lancashire. The next section looks at this travel demand and how it affects the highways and transport networks.



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Figure 4: Places

## East Lancashire Now ~ Transport and Travel

### Travel Patterns ~ Longer Distances

Blackburn and Burnley are the major transport hubs for the East Lancashire area. Both have good connections to the strategic road network and Blackburn provides a gateway to rail services from Preston (West Coast Mainline) and Manchester. Hyndburn also has good road and rail connectivity.

Pendle, at the end of the East Lancashire line, has limited rail services, whilst Rossendale has no mainline rail connection of any sort. Pendle, Burnley and Rossendale do, however, benefit from a frequent high quality bus service to Manchester.

As well as journeys to and from East Lancashire, there are also large numbers of journeys that cross the area, as East Lancashire sits on a main corridor between the North West and Yorkshire and Humberside.

The M65 and A59 provide the principal east-west road links across the area. The M65 has junctions with the M6/M61 in the west, but at its eastern end finishes abruptly just outside Colne, leaving long distance traffic to travel through Colne on its way to and from the motorway.

Links to Manchester are provided by the A56(T) which runs from the M65 to join the M66 at Edenfield.

A cross-Pennine rail service links Preston to Leeds through Blackburn and Burnley. However, there are currently no direct rail services to Manchester other than from Clitheroe and Blackburn.

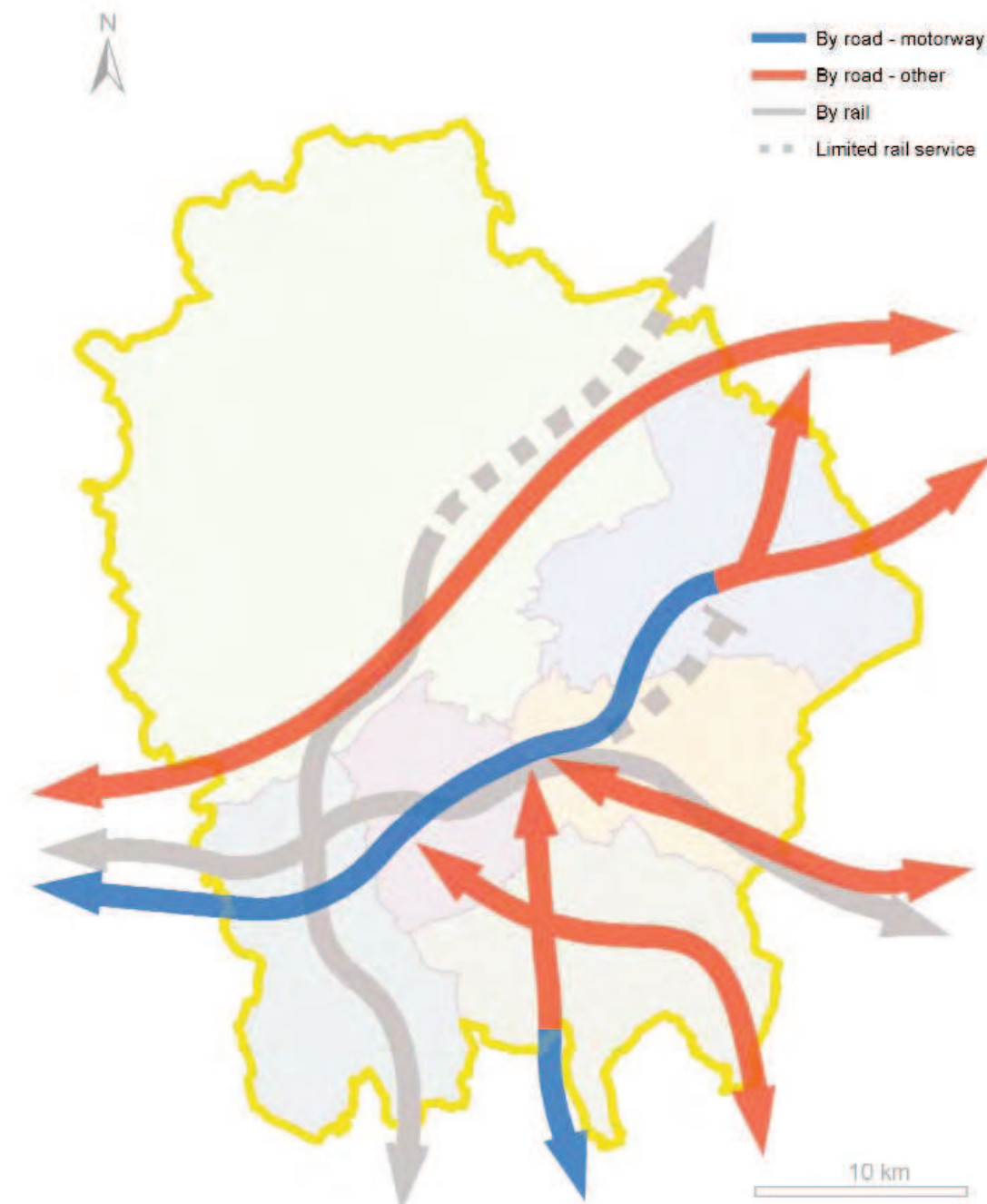


Figure 5: Longer Distance Journeys



## Travel Within East Lancashire

Information on where people live and need to travel to in East Lancashire, together with an understanding of the longer distance journeys in the area, provides a basis to understanding the main journey patterns in the area.

Journeys are made for many purposes, but the purpose that dominates the busiest times of the working week is the journey from home to work. This is also the journey type about which most information exists.

Questions about travel to work were asked in the 2011 National Census. So far, none of this information, including the numbers of people commuting between different towns and districts, has been published. When it is, it will be used in the further development of this masterplan. Figure 6 therefore shows best information we have now, although we know that this picture is based on old information and its reliability is therefore questionable.

The major commuter journeys (more than 1,500 a day) are shown in figure 6. The bonds that exist along the M65 corridor are clearly shown, with particularly strong links between Burnley and Pendle and between Accrington and Blackburn with Darwen. Rossendale has very strong connections with Greater Manchester, whilst Blackburn with Darwen and Burnley also have links to Manchester itself. There is also commuting between the districts on the M65 corridor and Central Lancashire. Ribble Valley has ties to Burnley, Blackburn with Darwen and Central Lancashire, with large numbers coming to work in the district, principally at Samlesbury.

Not shown on figure 6 are the commuter journeys that happen within local areas. Blackburn with Darwen and all five districts all have very high internal daily commuter flows, from around 6,000 in Rossendale, to around 8,000 in Hyndburn, Pendle and Ribble Valley, 9,000 in Burnley and over 13,000 in Blackburn with Darwen.

Whilst most commute times are currently under 15 minutes in most districts, recent survey data shows that the majority of people would be prepared to travel further than they do now, with most prepared to travel for at least half an hour. This will make connections to the wider jobs market, including Central Lancashire, all the more important.

These commuter movements take place in the context of a highway network that has reached or is reaching capacity in a number of places but where sustainable modes are becoming a viable option for some journeys.

The public transport network is, in urban areas, comprehensive, there is a developing cycle network and pedestrian facilities are improving.

However, the reality is that the majority of commuters still chose to use cars. Across East Lancashire, around 70% of commuter journeys are made by car, even in areas of low car ownership where car sharing is more common. For some, it is a choice, often due to perceptions and lack of knowledge of alternatives. For some though, particularly in rural areas, it is a matter of necessity as there are currently only limited viable alternatives.

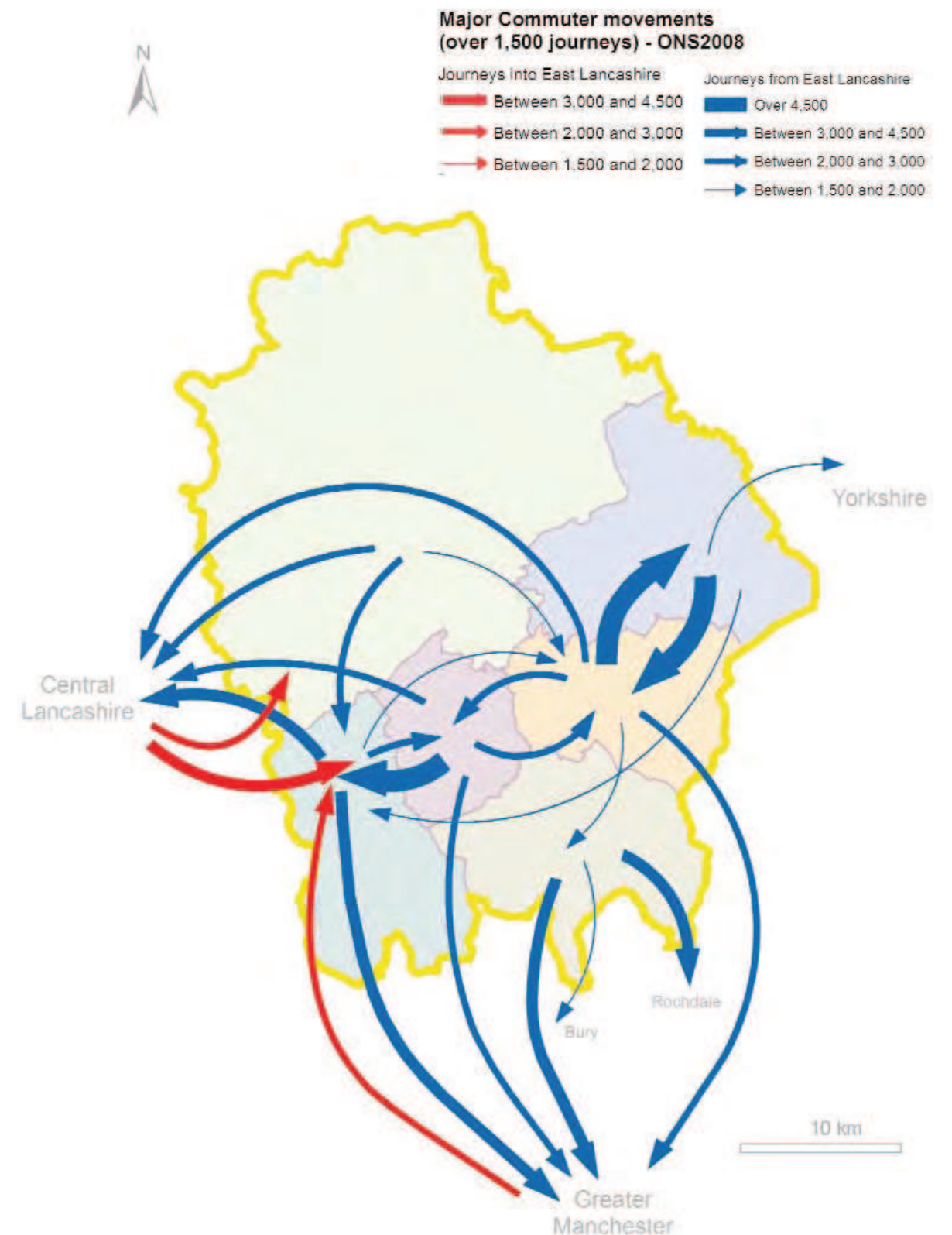


Figure 6: Major Commuting Movement

So far we have looked at where people live, where they are likely to travel to and have showed the resulting travel patterns. But what impact do these journeys have? What do we see on our highways and transport networks?

The car is the dominant travel choice for most people for most journeys. There are many reasons for this, but the most obvious impact on our roads is the amount of traffic they carry, not just in the peak hours but through the whole day.

Figure 7 shows the number of motorised vehicles that use our major roads in a typical day. As would be expected, the highest flows are on the motorway, but there are also some very high volumes of traffic on the roads that are shared by other users for other purposes than simply getting from A to B.

These high levels of traffic on the roads in our communities clearly have impacts that are felt by everyone, not just vehicle occupants.

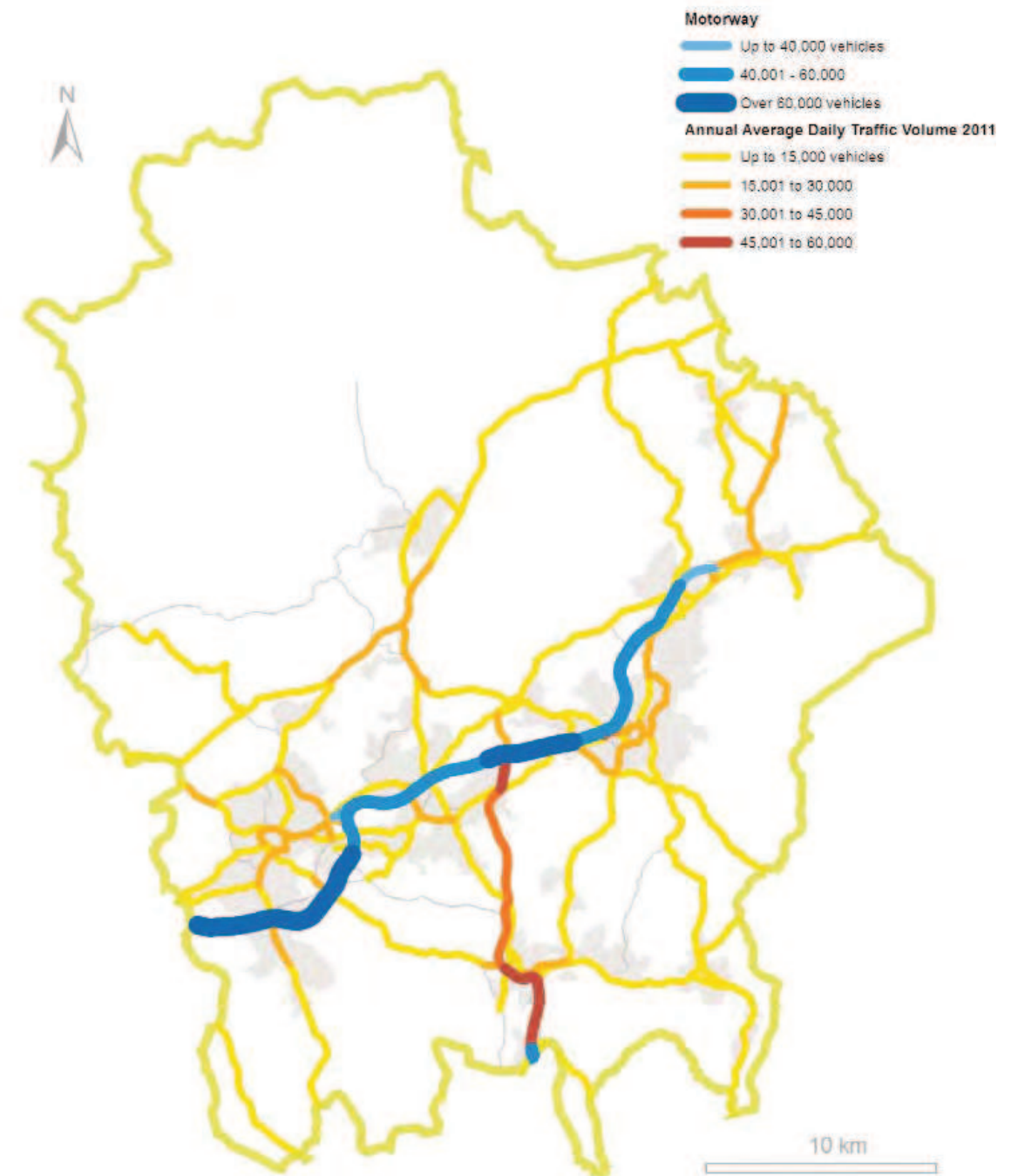


Figure 7: The Current Network



The previous map shows the volume of traffic on our major roads. This traffic of course includes buses, which suffer the same delays as other road users unless there are dedicated bus lanes etc. Bicycles may not be counted in the traffic totals, but cyclists also have to share this road space unless they have dedicated cycle provision.

Figure 8 shows the main sustainable transport provision in East Lancashire. Not surprisingly, the busiest rail station is Blackburn, providing as it does the only current direct service to Manchester. However, the importance and potential of Clitheroe to its catchment area is also clear. Accrington and Burnley Manchester Road are also busy.

The high frequency bus network, which shows the most heavily used services, is good in the urban areas and the links to Greater Manchester are good. Links into the Ribble Valley are more limited, not surprising given the rural nature of the district.

Cycling provision is more varied, although the beginnings of a good cycling network are in place.

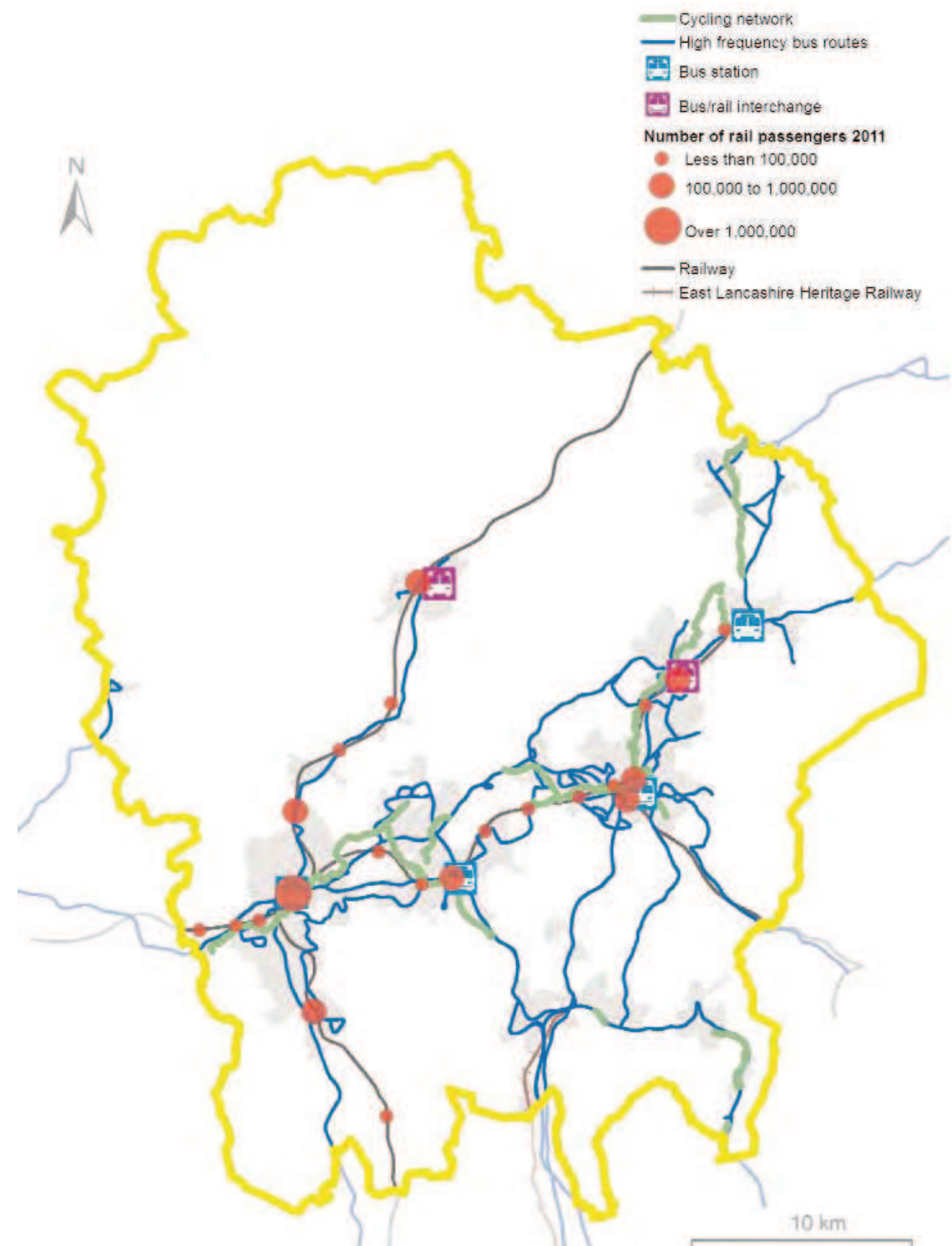


Figure 8: Our current sustainable transport network

So far we have looked at the demands on the network from where people live, where they want to travel to and how they choose to travel.

We now want to look at the impact these journeys have on the economy and on us as we travel about in our daily lives.

There is a strong perception locally that East Lancashire is poorly connected, with both road and rail networks making it difficult for people and goods to move around.

Whilst road links to the west and south are reasonable, connections to the east are ineffective, not least because the M65 motorway finishes abruptly just to the west of Colne. Rail links, on the other hand, are either far from adequate or non-existent:

- Journey times to Manchester, Leeds and Preston are lengthy and for some require a change of train.
- Rolling stock is generally of poor quality.
- Fast, frequent and reliable access by train to Manchester Airport is of critical importance, yet there are currently no through services from East Lancashire.
- Rossendale has no mainline rail service of any sort.
- Poor patronage figures for stations on the Colne branch show just how poorly Pendle is served by rail.

These issues are discussed in more detail when we look at how we can develop our options for travel in East Lancashire.

This sense of isolation and the perception of the area having localised labour markets, narrow travel horizons and limited economic interaction with Manchester, Leeds and Central Lancashire makes East Lancashire's economic development difficult.

More locally, the biggest issue is congestion. Some congestion is inevitable; better economic conditions tend to produce more traffic. However, too much congestion hampers business and makes travel difficult for everyone.

The worst congestion is at peak commuting times, but these peak times are getting longer and traffic is building on less suitable routes as people change their travel patterns to try to avoid the jams.

But congestion is only part of the problem. Increasing traffic has a wide range of unwelcome side effects. Impacts on road safety (a particular problem in the urban areas of East Lancashire) and on local air quality are the most obvious. However, where roads are busy with motor traffic, they can become barriers to local movement. Busy roads can make people worry about safety or about how difficult walking and cycling will be.

For instance:

- people are far less likely to want to cycle or walk any distance due to fears about safety and pollution
- communities suffer if the roads that run through them are busy and difficult to cross other than at limited places
- local centres cannot become sustainable if busy roads make the area unattractive and potential visitors therefore go elsewhere

And as well as these local impacts, there are the wider environmental and social impacts that affect our ability to meet our commitments to:

- reduce carbon emissions
- improve personal health and well-being in Lancashire
- support economic development
- increase community cohesion and
- provide affordable travel options in the future

Until more people have alternatives to the car that they are confident will meet their needs, the number of cars will continue to grow, at least as long as people can afford to run them. The cost of motoring is already a significant burden to many lower income households and this burden becomes even greater as the distance needed to be travelled increases, as happens from more rural areas.

Figure 9 shows where the most urgent and significant highways problems are in East Lancashire, both the congestion, and also where air quality is being affected. Congestion also presents significant issues for public transport reliability and for our communities.

The diagram also shows the rail corridors that are not performing as well as we would like.



Figure 9: Traffic problems today



## Looking to the Future ~ Our Priorities

We have looked at what we know of our current transport problems and at the wider issues that impact on transport. We now need to look at East Lancashire in the longer term as both the people and the places of the area change over the next 10 to 15 years.

The future development of East Lancashire is being shaped by policies and strategies being put in place now. These plans allow us to understand how economic development will be promoted and how public health will be improved. Whilst there are also changes that are harder to predict, such as how our weather and climate will alter and how technology will advance, we know that we need to do all we can to make sure that what we do now is sustainable for future generations.

### Economic Growth

A key driver of East Lancashire's economic development is the Lancashire Enterprise Partnership (LEP), of which both Lancashire and Blackburn with Darwen councils are members. Other East Lancashire representation is given by the Chairman of Regenerate Pennine Lancashire and the Leader Burnley Borough Council.

The Partnership has an approved Lancashire Growth Plan for 13/14 which sets out how strong and sustainable economic growth can be achieved in the county.

The partnership is the driving force behind the newly created Lancashire Advanced Engineering and Manufacturing Enterprise Zone that covers the two BAE Systems sites at Samlesbury and Warton. The Zone has the potential to create between 4,000 and 6,000 high value jobs in the long term. This will have a significant impact on East Lancashire because of the already strong links to the large aerospace industry supply chain in the area.

The Growth Plan also sets out the key strategic development sites in the county:

The Michelin Site in Burnley, is next to the Heasandford Industrial Estate, 2 miles from the town centre. The entrance to the site and its northern boundary have already benefited from new developments by Aircelle (part of the French Safran group and Burnley's largest employer) and the Lancashire Digital Technology Centre (LDTC). The remainder of the site is now undergoing transformation as 'Innovation Drive', an advanced manufacturing and aerospace supplier park. Development is well underway and a number of companies have already signed up to be tenants of the site.

Burnley Bridge Business Park, next to junction 9 of the M65, is a 70 acre development that is expected to provide 1,400 new and sustainable jobs for the region once full. As well as £3.8 million from the North West European Regional Development Fund (ERDF), the site has also received £2 million of funding from Lancashire's allocation from the Growing Places Fund to help tackle infrastructure and site constraints, including building a new bridge and access road across the Leeds-Liverpool canal to link the business park to the motorway.

The Weavers' Triangle, which straddles the Leeds-Liverpool canal, has the potential to transform Burnley town centre. Offices, leisure activities and education use could create approximately 1,000 private sector jobs. This will be the site of the new University Technical College (UTC) which opens in August 2013. Burnley, Visions Learning Trust UTC specialises in engineering and construction, supporting advanced manufacturing employers within the aerospace supply chain, the nuclear industry and green utilities and technologies.

The development of Burnley Knowledge Quarter will support Burnley's vision to become a centre for advanced manufacturing, digital and creative industries and of educational excellence. The Knowledge Quarter includes Burnley Education Campus ~ home to the University of Central Lancashire (UCLan) and Burnley College - and will contain the neighbouring Knowledge Park, a prestige business park with direct links to the Education Campus.

This development is part of the Arc of Innovation which will support the growth plans of Lancaster University, UCLAN and Edge Hill University, especially their innovation-focused and industry spin-out/spin-in developments. The initial focus will be on maximising synergies between centres of excellence, linking locations including Warton, Preston, Samlesbury, Darwen, Burnley and Barnoldswick.

The Blackburn Knowledge Zone focuses on a new commercial sector adjoining the remodelled Blackburn College Campus with its new University Centre. It introduces high value, knowledge based industries into a town centre that is at the heart of East Lancashire's public transport networks.

Whitebirk Sixty Five in Hyndburn, is a strategic employment site next to junction 6 of the M65, is a 36 hectare development capable of significant job creation.

Other priorities for the LEP include the Local Growth Accelerator Strategy for East Lancashire. This will be focused on delivering economic change but will also support the delivery of innovative ways of tackling deprivation and economic inactivity, in particular enabling residents from deprived communities to access new jobs or enterprise opportunities.

Sector Delivery Plans will be put in place to unlock opportunities of national significance in emerging and established growth sectors. Plans will focus on the rural economy of Lancashire, which has strong growth characteristics, and on Lancashire's visitor economy, which already attracts more visitors than the Lake District, but has a value and profile that can be significantly improved.

Whilst the LEP provides the strategic vision for Lancashire's growth, how land is used is a vital factor in how an area's economy and people develop. Housing and development must support economic growth but must also ensure that public health considerations are taken into account and that future plans are sustainable.

The key document that sets out how land use and development will be managed by a planning authority is the Core Strategy. This is the main component of a Local Plan and provides the spatial background to the development of our highways and public transport networks.

However, whilst Blackburn with Darwen, Hyndburn and Rossendale all have recently adopted Core Strategies, only Blackburn with Darwen have published more detailed site allocations. Burnley and Pendle adopted Local Plans in 2006 but are now replacing them with new emerging Local Plans, whilst Ribbles Valley has yet to adopt its Core Strategy. This means that definitive information on development is not yet available throughout the area of this masterplan.

Blackburn with Darwen Council expects a net increase of over 9,300 homes, of which over 77% will be larger family homes. The preferred location of these developments will be in the inner urban areas of Blackburn and Darwen, or accessible locations elsewhere within the urban area.

Pendle's population is increasing, with a need for around 4,500 new homes over the next 15 years which will significantly alter the housing offer in the Borough.

Elsewhere, the growth is forecast to be on a smaller scale with between 3000 to 3700 new homes built in Rossendale and Hyndburn. In Hyndburn 75% of these will be delivered in Accrington and surrounding townships; in Rossendale 50% will be delivered in Bacup or Haslingden and the remainder in Rawtenstall and the smaller settlements.

Ribble Valley expect to see the development of around 1,900 new homes, with over 1,000 of these on the Standen site at Clitheroe.

As well as the strategic sites identified by the LEP, there are a number of other sites that have been identified by the planning authorities for future local development.

Blackburn's Cathedral Quarter centres on the key landmarks of the cathedral and the railway station. The area will become an important gateway and meeting point in the town centre, providing a hotel, offices, restaurants, shops and a new public square and bus interchange.

Also in Blackburn, a major transformation of the Freckleton Street area is planned which will see it become a major new mixed use quarter. The Furthergate area, which forms a gateway into the town, is also expected to see redevelopment.

The M65 corridor is the home to a concentration of developments. The LEP has identified sites at junctions 6 and 9, but there are also local plans for a large mixed development at Clayton which could offer significant local employment as well as housing.

At Huncoat, the former power station and colliery also lie in the M65 corridor. This site again has the potential for a large mixed development, with up to 96 hectares of employment land and a further 35 acres given over to housing.

The Pendle Gateway consists of a series of employment opportunities along the M65 corridor concentrated round Junctions 12 and 13. At Junction 12, Brierfield Mill is proposed for a mixture of employment, leisure and residential uses. The 7 hectare site has over 35,000sqm of existing accommodation and the potential to create 1000 jobs. There are also proposals to expand the existing Lomeshaye Industrial Estate which adjoins J12 to provide 85,000sqm of new floorspace with over 2,100 jobs and there is a further 30,000sqm of new mixed residential/employment space at the Riverside Business Park off Junction 13. This will be complemented by mixed developments at Reedyford Mill and Riverside Mill in Nelson

At the end of the M65 in Colne, there are plans for a significant employment development which will be complementary to the Boundary Mill store.

West Craven, centred on Barnoldswick, is also a key location with Rolls Royce, a key global manufacturer in the aerospace industry, at its heart. An extension to West Craven Employment Zone in Earby will help to support the LEP's focus on maximising the economic value and benefits of the emerging Arc of Innovation.

To the south of the area, the Rawtenstall Development Zone, situated in the town centre, includes both the New Hey Business Park and the Valley Centre, the latter being intended for retail and office use.

## Health and Wellbeing

In April 2013, the county council took responsibility for some work that was previously carried out by the NHS.

The county council and the NHS will now work together to tackle some of the key issues that affect people's health and wellbeing, helping people to stay healthy and prevent illness. The changes will make sure that public health experts have a greater input to many of the different council services, that impact on people's health including education, housing, transport and the local environment.

We already know there are health and social issues of real significance in East Lancashire and that our transport networks could help to address. Among the work that the county council will take responsibility for are a number of strands that have a bearing on the masterplan:

- tackling obesity
- increasing levels of physical activity;
- public mental health;
- cancer and long-term conditions prevention through behavioural and lifestyle campaigns;
- accidental injury prevention;
- community safety promotion, violence prevention and response(public health aspects);
- tackling social exclusion through local initiatives (public health aspects);
- public health services for children and young people aged 5~19.

The Joint Strategic Needs Assessment (JSNA) of health inequalities carried out in 2009 pinpoints the impact of deprivation on health and well being:

- People in the most deprived parts of the area are 70% more likely to be hospitalised by, and twice as likely to die from, an accident as those living in the least deprived areas.
- People living in Lancashire's most deprived areas are nearly twice as likely to die from coronary heart disease and more than twice as likely to die from a stroke as those living in the least deprived area Children living in the most deprived areas have twice the risk of dying as those living in the least deprived areas.
- Less than two thirds of the population in the most deprived areas reported good overall health and wellbeing, compared to almost 80% in the least deprived areas.
- Quality of life indicators display strong social gradients with those further down the scale likely to have lower quality of life.
- Approximately one in five people across Lancashire experience problems walking or difficulties in performing usual activities, rising to more than a quarter of those in the most deprived areas.

These statistics are all relevant to how we plan for future travel. Among the recommendations of that JSNA are a number that the masterplan seeks to address:

- Address material deprivation:
  - ~ Increase Income/reduce child poverty
  - ~ Reduce unemployment/worklessness
- Promote resilience to the health effects of inequality and deprivation
  - ~ Improve community safety
  - ~ Improve the environment/green space
  - ~ Improve skills, lifelong learning and educational attainment
- Improve health behaviour
  - ~ Improve the design of the built environment
  - ~ Reduce overweight and obesity
  - ~ Increase physical activity

Above all, the masterplan will 'maximise the health effects of transport planning/policy', a specific goal of the JSNA.



## Sustainability

From the National Planning Policy Framework to the Local Sustainable Transport Fund, sustainability has become a key factor in all plans and policies. For a highways and transport masterplan, it presents several key challenges to what we want to achieve.

- Lancashire’s transport infrastructure assets are the most valuable publicly owned asset managed by the County Council, with a combined estimated gross replacement cost of about £9 billion.

Without this infrastructure, Lancashire would not be able to function as a place to live, work or visit. Given the importance that Lancashire’s transport infrastructure plays in our everyday lives and in our economic future, it is vital that we maintain and manage this asset as sustainably as possible, maximising benefits and opportunities and reducing negative impacts as far as possible to provide best value for the people of Lancashire.

- The roll out of superfast broadband across the county will have a fundamental impact on how many of us do business on a day to day basis. It will allow many people to reduce the amount they have to travel ~ we can shop from home, download films and games and, of course, work from home. For businesses, it will offer far greater access to customers and digital media, also with less need to travel.

We need to maximise the benefits of reduced car traffic for our highways and transport networks while also taking account of the negative impacts, such as greater delivery traffic. We also need to ensure that those who cannot or do not adopt superfast broadband are not forgotten.

- There are many areas of East Lancashire that are remote from employment and services. Many of these are in the rural areas of the county, but it would be wrong to assume that all our towns and villages have good connections, particularly to the east of the area. These areas have come to rely on the car, making it very difficult for those without their own transport. However, increasing car use is unlikely to be sustainable in the future. Providing alternatives both for residents and for visitors will therefore be vital for economic development.
- There is now little argument that we need lifestyles that generate a smaller carbon footprint. ‘Low carbon’ transport has the potential to allow individuals to make a genuine difference to the world around them. However, the evidence of travel choices made at the moment shows that what is on offer now is not what people are prepared to switch to. This suggests that we need to do more to provide low carbon options that more people want to use.

- East Lancashire has some of the most stunning scenery in the county. With the Forest of Bowland in the north, the iconic Pendle Hill in the centre and the Pennine Moors in the south, the area’s geography provides both constraints on development but also a wonderful natural heritage to be enjoyed and protected. As well as future development, Figure 10 also shows how the environment of East Lancashire impacts on development:
- the areas of outstanding natural beauty
- the green belt, put in place to prevent the merging of neighbouring towns and to direct investment to the older parts of the urban areas.
- the high quality agricultural land.
- the areas at risk of flooding and
- the areas of nature conservation value.



Figure 10: Future Plans and Priorities

## Looking to the Future ~ Funding

There is already a substantial public sector funding investment in infrastructure identified in East Lancashire, with almost £130m set out in this master plan to 2021/22. Year on year, this is broadly similar to the public sector contribution towards delivery of the Central Lancashire Highways and Transport master plan to 2024/25. Additional schemes are likely to emerge from the study work we intend to carry out over the next two years.

This funding in part results from the way funding for transport infrastructure is changing. These changes are already happening, as the Preston, South Ribble and Lancashire City Deal shows. The City Deal's £334m Infrastructure Delivery Programme includes four major highway schemes and the local community infrastructure, such as schools and health facilities. The Delivery Programme is funded through pooling local and national resources, including funds from the DfT (including the Local Major Scheme Programme), from local government and from private sector investment through Community Infrastructure Levy (CIL).

We now need to be ready to take advantage of these changes, set out below, for the benefit of the rest of Lancashire.

### Government Funding

The changes to the way transport infrastructure is funded will come into effect from 2015/16. From that time, Transport for Lancashire (TfL) will be responsible for a multi-million budget devolved from the Department for Transport. TfL will decide which local major transport schemes to prioritise for funding, review and approve individual major scheme business cases, and ensure effective delivery of the programme.

Through the Preston, South Ribble and Lancashire City Deal, Transport for Lancashire has secured a ten year local major transport scheme allocation from the Department for Transport, something only achieved by four other local transport bodies nationally (Greater Manchester, West Yorkshire and York, the Sheffield City region and South Yorkshire and the West of England). This will facilitate delivery of agreed priority schemes such as the Clitheroe to Manchester Rail Corridor capacity improvements alongside City Deal infrastructure improvements in Central Lancashire.

As TfL is a committee of the Lancashire Enterprise Partnership (LEP), this creates for the first time the opportunity to integrate key economic and transport priorities and plans. Transport for Lancashire is therefore able to make robust and binding decisions that transcend complex local economic relationships, transport patterns and local government administrative boundaries.

In June 2013, the Chief Secretary to the Treasury confirmed the establishment of the Single Local Growth Fund (SLGF). The SLGF will amount to over £2bn in 2015/16 and will include a significant amount of local transport funding. In addition to funding for local major transport schemes, from 2015/16 the SLGF will include over 40% of the Integrated Transport Block (IT Block) funding currently received directly from the Department for Transport by local transport authorities. The Government has committed to maintain the SLGF at a total of at least £2bn each year in the next Parliament.

IT Block funding is capital funding used by local transport authorities for small transport improvement schemes costing less than £5 million. Schemes include ~ small road projects, road safety schemes, bus priority schemes, walking and cycling schemes and transport information schemes. The reduction in the amount of IT Block from 2015/16 will mean that the County Council and Blackburn with Darwen Borough Council will have less direct guaranteed funding for local transport schemes going forward.

The SLGF will be a single pot with no internal ring fencing. Access to the fund will be through a 'Growth Deal'. This will be a process of negotiation, with areas making their case to the Government in much the same way as for City Deals, leading to bespoke decisions on the amount and flexibilities that each area will receive, subject to robust governance arrangements. Positive negotiations with the Government regarding the Preston, South Ribble and Lancashire City Deal indicate the overarching governance arrangements of the Lancashire Enterprise Partnership are considered fit for purpose.

The amount of funding unlocked through a Growth Deal will depend on the strength of the Strategic Economic Plan prepared by the LEP, which will cover the period 2015/16 to 2020/21, and must be submitted to the Government by March 2014. Local Enterprise Partnerships with the strongest Strategic Economic Plans that can demonstrate their ability to deliver growth will gain the greatest share of the SLGF.

### Strategic Partners

Our strategic partners are also seeing changes that will impact on what we can achieve through this masterplan.

The rail industry is complex, with operation of the infrastructure separate to the operation of passenger and freight train services.

Network Rail is the private sector monopoly owner and operator of the national rail network, including track, signalling, bridges and tunnels. It operates in 5 year 'Control Periods' (CP), for which delivery plans are produced. CP5 will start in April 2014, with CP6 in April 2019.

However, the Government's High Level Output Specification (HLOS) and Statement of Funds Available (SoFA) determine what is delivered in these control periods. These set out what the Government wants achieved by the rail industry during that control period and the amount of money available.

The HLOS and SoFA for CP5 have been published. In order to achieve infrastructure improvements in Lancashire in the next CP, we therefore need to be in a position to influence the development of the HLOS that will determine activity in CP6.

Many rail services in the county carry people making relatively short journeys and are a key part of an area's local public transport network. They have seen substantial growth in demand in recent years, a trend that is expected to continue.

At the moment the franchise contracts underlying most train services in England are specified, funded and managed centrally by the DfT based in London. The Government is currently looking at whether decisions relating to local rail services should be made closer to the communities they serve, a process called 'Rail Devolution'.

Rail devolution recognises that local decision makers may be best placed to recognise trends in usage and demand and to identify how transport networks can adapt to new housing and/or employment patterns and to therefore determine how the transport network can develop in a way that contributes to achieving the wider economic objectives of an area. They are also able to compare the benefits of expenditure on different types of transport provision and make decisions on priorities for expenditure on investment and subsidies, recognising the interests of different groups of users.



Away from the rail industry, the Highways Agency (HA) is an Executive Agency of the DfT and is responsible for operating, maintaining and improving the strategic road network in England, which includes major trunk roads and most motorways.

Route based strategies are currently being taken forward by the HA, including one covering Lancashire. The strategy initially will identify performance issues on routes and also future challenges, taking account of local growth challenges and priorities. This stage is expected to be complete by April 2014. The HA, working with the DfT, will then use this evidence to identify and prioritise possible solutions to inform investment plans for the next full government spending review in 2015 and beyond.

Throughout the process, we will work with the HA both to understand the issues on Lancashire's strategic roads now and in the future and to ensure that the resultant investment plan meets our needs.

## Developer Contributions

When a development is proposed, Section 106 agreements can be put in place to make it possible to approve a planning proposal that might not otherwise be acceptable in planning terms. For example, a section 106 agreement might require a developer to fund improving the access road to a site, to ensure that access will be safe once the development is completed. They are specific to the site that is proposed for development.

Since April 2010, local authorities have been able to charge a 'Community Infrastructure Levy' (CIL) on any new development above a certain size. CIL is a general levy on all development, designed to raise funds for infrastructure needed generally as a result of an increase in development in an area. We are now in a transitional period where both CIL and section 106 agreements can apply. However, at some point, currently set at April 2014, local planning authorities will be more limited in the use of section 106 agreements for transport infrastructure.

In preparation for CIL, local planning authorities are preparing 'charging schedules' as part of their local development frameworks. The schedule sets out what, if anything, the charge will be per dwelling for residential development, or per square metre for all other development. In setting the charges, planning authorities need to balance the desire for CIL funding to support infrastructure with the potential impact of CIL charges on the economic viability of development.

In Lancashire, this need for balance is a key issue as local development frameworks are revised and completed. There is a need to secure developer funding from private sector investment and to do so housing allocations of an appropriate nature and scope to generate CIL need to be made. Areas that could be suitable for such development include our smaller towns such as Huncoat, Fence, Barnoldswick and Earby, where infrastructure improvements are already planned, although the potential for development exists in other areas.



## Looking to the Future ~ What are the Challenges?

As the previous pages show, East Lancashire faces considerable challenges in its future development. However, it also has many advantages working in its favour.

These positive and negative influences are summarised here to show the strengths and opportunities in the area and also the potential weaknesses and threats. Appreciating these provides us with the understanding of what will influence and shape our highways and transport network in the future.

Strengths
The LEP working in partnership with the County Council, Blackburn with Darwen Council and the district councils to support and enable development ensuring collaborative County wide approach to fostering growth.
Significant high tech and knowledge based business presence (BAE Systems, Rolls Royce, Aircelle and high value SME's)
LEP public/private collaboration delivering the Lancashire Enterprise Zone (Warton & Samesbury sites ~ Advanced Engineering and Manufacturing)
Strong built heritage and outstanding natural landscapes
Culturally diverse population
Expansion of the education facilities in Blackburn and Burnley
Resistance to downturn showed by Cities Outlook 2013
Skilled workforce prepared to travel across area.
Committed programmes for new transport investment
Outstanding leisure and recreational opportunities
Opportunities
The Strategic Economic Plan and Growth Deal
Core Strategy and emerging individual Site Allocation Local Plans for the districts across the area show advancing plans for accommodating new development
Comprehensive development plans include strategic sites as a focus for investment
Rising educational standards
Devolved funding for local major transport schemes
Potential City Deal
Proximity to Preston, Manchester and Leeds
Quality of Place attributes: town centres, historic environments, the Leeds-Liverpool Canal, countryside
A growing visitor economy
Todmorden curve providing new direct rail links to Manchester
New development
Substantial committed public transport investment
Superfast broadband

Weaknesses
Need to overcome the legacy of the past
External image of East Lancashire
Travel horizons are perceived to be more limited than they are.
Low confidence and aspiration in many communities
Poor educational attainment and lack of higher level skills in parts of the community
High levels of worklessness
Poor rail connectivity (non-existent in places)
Lack of 'low carbon' transport alternatives.
Poor life expectancy and ill health. Lack of town centre investments and development
Limited housing choice and quality
Transport network unable to cope with future demands Out-of-town decentralised retail, business and commercial developments
Lack of town centre investments and development
Limited housing choice and quality
Transport network unable to cope with future demands
Threats
Transport network unable to cope by 2026
Growing car ownership and use, with limited alternatives.
Perception of East Lancashire as a cul-de-sac
Decline of public transport for non car owners
Sluggish economic climate
Financial threats and uncertainty ~ Comprehensive Spending Review
Uncertainty amongst private investors
Reluctance to change travel behaviour
Poor external image and perceptions of some parts of East Lancashire
Congestion on major routes outside the area, particularly in Greater Manchester.



## Our Vision

Transport is an enabler. In most cases, it doesn't 'do' anything itself but it does allow society to function. Developing our options for East Lancashire's highways and transport networks therefore involves asking a fundamental question; what do we expect these networks to do?

We have shown that there are travel and transport problems now. Connections in and out of East Lancashire, for both people and freight, need to be better, with improved journey times and reliability both east and west, to Central Lancashire and Yorkshire, and south to Greater Manchester.

The employment and housing development considered previously, both strategic and more local, presents a major opportunity to regenerate and improve East Lancashire. Our networks will need to be able not just to cope with this development in the future but to positively enable these aspirations to the benefit of the area as a whole.

The demographics of the area have been discussed. We therefore know that we need to ensure that employment and education opportunities can be accessed both locally and further afield. We also know that these travel opportunities must be sustainable and cost effective. The residents of our rural areas must also be considered as deprivation by distance is a real threat in these areas.

Lastly, the visitor economy is of increasing importance in the area. From retail outlets to adrenaline sports, the area offers numerous tourist destinations. It also has magnificent countryside that will need to be accessed sustainably to enable the rural economy to flourish without destroying the countryside that it depends on.

And on top of these needs is the need to reduce our carbon footprint and make sure that we travel as sustainably as possible.

So what do we expect our networks to do?

The 5 principles that will guide the development of the East Lancashire masterplan are that we will:

- Support the economic development of the county and of East Lancashire specifically
- Work to address deprivation
- Promote community resilience
- Increase healthy behaviour
- Reduce our carbon footprint

We will do this by ensuring that:

- Sustainable travel becomes the choice wherever possible, even in rural areas.
- The county's strategic employment sites flourish and are well connected nationally and internationally.
- Local developments and business are supported and have the strategic and local connections that they need to succeed.
- People from all communities are able to access the employment and education opportunities that are available both in East Lancashire and further afield.
- Active travel is encouraged and supported, making walking and cycling safe and easy choices for local journeys.
- Public realm improvements support both new development and existing communities and enhance the appearance and safety of sustainable travel routes.
- Visitors find the area attractive and easy to travel around without a car.



## Taking Our Vision Forward ~ What We're Doing Now

Whilst we may not have all the information we need to finalise this masterplan, we do know a lot now and we and our partners already have schemes in place to tackle many of the problems, as figure 11 shows.

Lancashire County Council's Local Transport Plan has already been mentioned. It sets out a broad strategy for how transport and the way we travel in Lancashire will change moving forward to 2021. The Local Transport Plan's objectives are set out in the introduction of this masterplan. The current Local Transport Plan Implementation Plan sets out schemes that will be implemented in the next three years to 2015/16.

Blackburn with Darwen's Local Transport Plan likewise sets out a strategy for transport to 2021. This seeks to develop a sustainable and efficient transport network for the borough that will enable economic growth and deliver opportunities of access for all, with specific objectives very similar to those of Lancashire.

The LEP, through Transport for Lancashire (TfL), has approved the Local Major Transport Scheme Investment Programme for Lancashire. Six schemes are in the investment programme and will be funded subject to detailed scheme development and appraisal demonstrating that they represent high value for money. A further six schemes are within the development programme.

Lastly, we are already carrying out studies to support both the masterplan and TfL. These studies are starting to help us understand how to adapt the highways and transport networks to the pressures facing them.



Figure 11: Current Schemes and Proposals



## Current Schemes:

### Todmorden West Curve

Burnley Borough Council recently made a successful bid to the Regional Growth Fund to secure the funding needed for the re-instatement of the Todmorden West Curve. The re-instatement of this 500 metre length of track will allow a direct service from Burnley to Manchester.

The new train service will provide an hourly service between Manchester and Blackburn via Todmorden, Burnley, Accrington 7 days a week. The service is currently planned to start in December 2014. Initially journey times between Burnley and Manchester will average about 55 minutes but a further timetable change in Dec 2016 will see this reduced to nearer 45 minutes.

### Pennine Reach

Pennine Reach will provide a new rapid bus service designed to improve public transport in Blackburn with Darwen and Hyndburn, giving improved access to key strategic employment sites (including Whitebirk65), education, health, shopping and leisure facilities.

It will operate between Accrington and Blackburn via Clayton-le-Moors, Great Harwood, and Rishton and between Accrington, Blackburn and Darwen.

The proposals include a fleet of high quality, easy access buses, dedicated bus priority, better passenger facilities, innovative ticketing solutions and real time bus information. Services will link with the strategic rail network and local shuttle services.

The proposal also includes a new bus station in Accrington town centre and an interchange in Great Harwood, the former providing interchange facilities with the recently refurbished railway station in Accrington. The Department for Transport will provide £31.9 million (80% of the total cost) and work is due to start in 2013/14.

### Improvements to Burnley Manchester Road

Manchester Road railway station is about to undergo a major redevelopment, ahead of the introduction of a direct train service to Manchester, from December 2014, which will be made possible by the re-instated Todmorden Curve. Improvements will provide better facilities for residents of Burnley, making it easier to access education and employment opportunities.

Proposals for the redevelopment of the station include:

- A new railway station building which will introduce manned ticket facilities
- New platform waiting shelters to both platform 1 & 2
- Improved entrance for pedestrian use of Manchester Road
- New cycle parking provision and
- New car parking to provide 50 spaces and 4 new DDA parking spaces.

The scheme includes links between the railway station and town centre with the provision of a signalled pedestrian/cycle crossing on Trafalgar Street and the addition of pedestrian facilities to the Manchester Road/Finsley Gate/Queen's Lancashire Way signal junction. Improvements will enhance access to Burnley Town Centre and the Education and Enterprise Zone at Princess Way.

### Rawtenstall Bus Station

The bus station in Rawtenstall is dated, peripheral and no longer fit for purpose.

In 2013, Rossendale Council held a design competition for architects to come up with proposals for the former Valley Centre Site and adjacent including the police station, one stop shop and former town hall. The proposals had to include a new bus station within the site, working with design parameters provided by the County Council, including stand numbers and other technical features that they needed to incorporate.

The competition closed at the end of August with the winning architect being announced in early October. Rossendale Borough Council will be working with the architect to deliver the scheme, but the County Council has committed £3.5 million to meet the cost of the new 8-stand bus station

### Nelson to Rawtenstall Bus Corridor Study

We are currently looking at what small-scale infrastructure and system improvements will provide the greatest benefit along the Nelson to Rawtenstall bus corridor, particularly for the Nelson-Manchester (X43) bus service. This is the first stage in improving journey times and reliability to enhance public transport between the town centres and extend opportunities for people to access employment, education and training in Manchester.

A second stage of the study will develop an integrated solution for all travel modes centred on the local network within Rawtenstall. This will include a review of the New Hall Hey roundabout Park and Ride site as well looking at how enhancements for buses could also improve the gyratory for other users, particularly pedestrians.

### Freckleton Street Link Road

Completion of the Freckleton Street Link Road by BwDC (programmed for October 2014) will see an important part of the Blackburn Town Centre orbital route delivered. This scheme will complete the orbital route between Copy Nook and the Towns Moor retail park and comprises improvements to the highway and a new bridge over the Leeds and Liverpool Canal in the vicinity of Jans Conference Centre.



## TfL Schemes

The TfL Major Schemes Programme includes 3 schemes in East Lancashire that, once the scheme appraisal has demonstrated value for money, will be funded from 2015/16.

### Clitheroe to Manchester Rail Corridor Improvements

To improve connectivity between the Ribble Valley, Blackburn and Manchester, improvements are planned to the standard and frequency of rail services between Blackburn and Manchester. This will involve the selective double tracking of the railway line between Bolton and Blackburn.

The Blackburn to Manchester route is the busiest serving Manchester without a core two trains per hour service. However, demand between Blackburn and Manchester is similar in magnitude to the combined Manchester demand for Bradford and Halifax. By extending the length of double track railway line, service frequencies will be increased to a half-hourly service throughout the day, with an increased frequency at peak hours. Reliability will also be improved.

There will also be improvements to passenger waiting facilities and information provision at selected stations north of Blackburn and South of Darwen.

### Centenary Way Viaduct Major Maintenance Scheme, Burnley

The Centenary Viaduct is a seven span continuous bridge carrying the A682 through the centre of Burnley. It is a critical part of Burnley town centre's road network and without it, effective movement through Burnley would be impossible.

Because of its poor condition, abnormal loads are currently banned from the viaduct. This is a significant problem at a time when Burnley is developing rapidly and has major infrastructure projects underway. Abnormal loads, including cranes and other plant, need to be able to move freely. In the 12 months before the restriction, 231 such uses were logged. The scheme will rectify the numerous defects that have been identified in the structure and allow it to reopen to all traffic.

### Haslingden Road Corridor Improvements, Blackburn

The scheme will widen Haslingden Road and upgrade mini roundabouts to signalised junctions, facilitating future regeneration and reducing congestion. Safety for cyclists and pedestrians will also be improved.

Significant development in the Haslingden Road corridor has placed additional pressure on the surrounding highways network. Haslingden Road, Walker Park, Roman Road and Shadsworth industrial estates provide a range of employment, business, health and leisure opportunities and there are also plans for 2,243 new homes locally. The improved access could see the creation of up to 1,900 extra jobs.

The Major Schemes programme also includes a development programme for schemes which are acknowledged to be a TfL priority, but which are not yet in the investment programme. In East Lancashire, this includes a further 2 schemes.

### M65 Junction 4 Upgrade

This scheme involves the full signalisation of the M65 junction 4 at Earcroft, which will ensure that traffic can exit the M65 without excessive queuing. The scheme includes associated access improvements into the Chapels area of Blackburn with Darwen, supporting the Council's Housing proposals in East Darwen, the build-out of remaining land south of M65 Junction 4 and at Lower Darwen Paper Mill.

### A56 Colne-Foulridge Bypass

The A6068, as it passes through the North Valley area of Colne, carries traffic of around 25,000 vehicles per day including over 1,300 heavy goods vehicles. Not surprisingly, this causes severe problems, with congestion and delays throughout much of the day. In the peak hours, the congestion is among the worst in Lancashire. The standing traffic affects local air quality, resulting in a declared AQMA, and the road effectively severs the North Valley housing areas from all amenities in Colne. A route for the bypass has been protected for a number of years

The M65 to Yorkshire Corridor Study was commissioned by Lancashire County Council to investigate whether a bypass was still the most appropriate solution to Colne's problems and, if so, whether the old scheme was still the route to take forward. That study has now been completed and the findings and the LCC preferred option are presented in Appendix 1.

## Other Schemes

There is one other scheme that, like the A56 Colne-Foulridge Bypass, has had its route protected for a number of years. However, funding for this scheme will come from the development that it will make possible.

The proposed Whinney Hill link road is a single carriageway road approximately 3km in length that will run to the north of Huncoat village near Accrington. It will pass through an area of agricultural land and rough grassland, crossing the former Huncoat Colliery and power station sites.

Traffic congestion has resulted in poor air quality in the Huncoat area, with a large number of HGVs currently forced to use the village roads. With the development of new housing on the former colliery site at Huncoat, development of Huncoat as a major employment site, and employment sites at junction 7, congestion is forecasted to get worse.

The road would divert traffic from roads across a wide area, in particular out of the built up areas of Accrington, Church, Clayton-le-Moors and Huncoat. At a strategic level, the road would also provide the main access point for housing development on the former Huncoat Colliery and for major employment development at the former Huncoat power station site. The County Council will work with Hyndburn Borough Council and developers to develop a funding package to deliver this link road.



## Taking Our Vision Further

The work done so far in the masterplanning process has shown us that, despite the work that we are already doing, there will still be unresolved issues on East Lancashire's highways and transport networks.

These issues fall into a number of themes:

- Rail connectivity limited by the speed, frequency and rolling stock quality of trains in East Lancashire
- Major motorway gateways with limited capacity
- Key corridors not able to support highway and public transport demand.
- Bus and rail stations not necessarily fit for modern uses
- Public transport provision for employment and in the rural area
- Limited cycling networks
- Limited interchange between public transport and cycling
- Neighbourhoods and the links between them need to be good enough standard to make travel easy for everyone.

These themes provide the basis for the further work that we are presenting in this masterplan. They are grouped into 3 strands:

**Connecting East Lancashire** looks at how East Lancashire connects to other areas, particularly to the rest of the county and neighbouring growth areas, to make sure that its people, economy and housing markets are more fully integrated to areas of opportunity.

Key to this connectivity will be the rail network. This will need to provide the enhanced connectivity and service standards that will support East Lancashire's people and businesses in the future.

The main motorway gateways provided by the M65 and the M66 will also need to be able to cope with the demands placed on them.

**Travel in East Lancashire** is about the links between East Lancashire's towns and the major employment and housing locations. Economically, these are the connections that ensure that most people and businesses can link into the wider highways and transport networks.

Congestion on key corridors has significant impacts on travel of all kinds, but particularly on commuting, on businesses and on public transport. We therefore need to ensure that the key corridors can cope with the traffic that wants to use them.

As well as improving public transport reliability, we also need to do what we can to enhance public transport connectivity within East Lancashire to make bus travel an attractive and viable option where possible, particularly for journeys to employment and education.

**Local Travel** takes up the challenge of ensuring that everyone, regardless of their background or where they live, can get to the services and opportunities that they need, from education and employment, to leisure and health.

Making our cycling and walking networks attractive is key to this. Part of this is making sure that we look after the highways and transport assets we have already ~ the roads and footways, the lights and signs and all the other things that help our networks function.

But the best road, bus and cycle networks serve no purpose if people can't or don't want to access them. We need to make it easy to change between modes of travel, so that whether travelling short or long distances, we can reduce reliance on the private car as much as possible for everyone. There is also a strong economic argument for making sure that travel to work is cheap and easy.

These strands are not independent of each other. Easy local travel, by walking and cycling, needs to feed into the bus and rail networks for longer journeys. The bus and rail networks themselves need to interlink properly both for journeys in East Lancashire and to the wider area. And no matter how far from East Lancashire people and goods are going, the connections to strategic road and rail networks must work to facilitate national and international travel.

Running through all 3 strands is the need for transport to support transformational economic growth across East Lancashire. From the largest to the smallest investment that results from this masterplan, from strategic rail interventions down to local footpaths, East Lancashire's transport networks must be made fit for 21st century purpose.



## Taking Our Vision Further ~ Connecting East Lancashire

How we connect East Lancashire to the rest of the county and to opportunities further afield. The issues:

- Rail connectivity limited by the speed, frequency and rolling stock quality of trains in East Lancashire
- Major motorway gateways with limited capacity

### Rail Connections

Major investment in the rail links that serve East Lancashire are already planned that will address two of the issues highlighted in this masterplan.

- The reinstatement of the Todmorden West Curve will allow a new train service, from December 2014, that will provide an hourly service between Manchester and Blackburn via Todmorden, Burnley and Accrington 7 days a week.
- The selective double tracking of the railway line between Bolton and Blackburn will allow improvements to the standard and frequency of rail services on the line. This will improve connectivity between the Ribble Valley, Blackburn and Manchester.

However, there are still fundamental problems with the network that need to be addressed, as the rail network has the potential to contribute far more to a transformational change in East Lancashire's economic fortunes.

The 'Roses' line links Preston, Blackburn, Accrington and Burnley with Bradford and Leeds via Hebden Bridge. It is a twin track railway with a regular hourly service with limited stops between Blackpool North and York. It also has a regular hourly service that stops at all stations between Blackpool South and Colne and is supported by a Community Rail Partnership. Both services are currently operated by Northern Rail.

Journey times are slow, typically around 70 minutes for the journey from Burnley to Leeds via Bradford and a similar time for the journey between Colne and Preston. Capacity on the Roses line is constrained by the mix of traffic and stopping patterns, although freight traffic on the route east of Blackburn is currently very limited.

Colne is relatively isolated. The branch from Gannow Junction at Rose Grove to Colne is single track, and this, combined with the single line branch between Kirkham and Blackpool South, reduces timetable reliability and flexibility for the Blackpool South to Colne service. The performance of this service continues to be an issue.

Links to Greater Manchester are set to become increasingly more important, particularly to the airport, which is the North of England's primary international hub. Even with the reinstatement of the Todmorden West Curve, the Colne branch will have no direct service to Manchester. However, whilst Pendle will have no direct access to Manchester, Rossendale has no direct access to the mainline network, with only a heritage rail service running from Rawtenstall to Bury and Heywood.

#### What we will do next:

To examine possible solutions to these issues in depth, we are going to commission a Rail Connectivity Study. This will focus in particular on the importance of enhanced connectivity between East Lancashire and the growth areas of Preston and Central Lancashire, Manchester (including Manchester Airport) and Leeds.

Where the evidence then shows that rail investment will deliver this transformational economic benefit, the study will look at how the existing network and the services that run on it can be improved and whether potential exists to expand the network.

- There is a long standing aspiration, which has considerable local support, to reopen the railway line between Colne and Skipton. Passenger services on the line stopped in January 1970 and the track was removed. However, the track bed remains more or less intact and could potentially be reinstated.

Colne is served by one train an hour which runs on the East Lancashire Line to Preston and Blackpool South. Skipton, on the other hand, is on the Airedale Line and is served by frequent electric trains that reach Leeds in around 40 minutes. The missing link could therefore give a faster connection between East Lancashire and Leeds.

The Lancashire and Cumbria Route Utilisation Strategy (2008) recognised this stretch of railway and stated in a scenario of high mode-shift from road to rail, additional sources of investment funds could become available, in which case the route between Colne and Skipton could be a candidate for addition to the network. As long as doing so is affordable, the alignment should be protected for future railway use.<sup>1</sup>

A group of local stakeholders (Skipton-East Lancashire Rail Action Partnership) has raised the profile of this potential reopening and has recently procured consultants to develop a business case.

- There are also aspirations to develop a commuter rail link between Rawtenstall in Rossendale and Manchester using the railway line currently leased and operated by the East Lancashire Railway.

Rossendale Borough Council would like to see the line re-opened to commuter journeys towards the end of the life of Rossendale's Core Strategy (2026). Their scheme would include provision for 'Park and Ride' facilities to encourage people to leave their car. Improved walking and bus interchange would also be pursued.

Most studies to date have concluded that challenging issues would need resolving to enable regular main line and heritage services to operate on the same infrastructure and that such an initiative could be very poor value for money.

Whatever the study suggests, we will need to work closely with Network Rail to influence their strategy and ensure the best outcome for East Lancashire.



## Motorway Gateways

East Lancashire is served by 2 motorways. The M65 provides links westward to the M6 and M61. The M66 runs south to link with the M60 and M62.

The M66 is connected to the M65 by the A56.

At the moment, there are congestion problems in Colne caused by the abrupt ending of the M65 just to the west, whilst the M66 has severe congestion, particularly in the peak hours. In the future, the growth anticipated in East Lancashire will put more strain on both motorways, particularly on the mainly 2 lane section of the M65 from the M61 to Whitebirk.

The first of these problems is addressed in the TfL Major Schemes Programme, which includes the A56 Colne-Foulridge Bypass, which will resolve the bottleneck at the western end of the M65 at Colne.

However, solutions to the other problems are complicated by the fact that it is the Highways Agency (HA) that is responsible for the M65 from the M61 to junction X at Burnley and for the A56 and M66. Other than the terminal junction where the M66 becomes the A56, the M66 is in Greater Manchester. Working in partnership will therefore be key to finding solutions to current and future problems.

## The M66 Gateway

The M66 itself currently suffers from very severe congestion during the peak hours, with the congestion spreading to more of the day. This impacts on travel to Greater Manchester, making journeys, especially commuting, slow and difficult.

It also has a significant impact on the X43 (Witch Way) and X40/41 (Lancashire Way) bus services that use the motorway.

The X43 Witch Way, which runs from Nelson via Burnley, Rawtenstall and Prestwich to Manchester, is one of the highest quality services in the country, with purpose built luxury buses and is very popular with commuters.

The X40/41 Lancashire Way is an express service that runs from Blackburn via Accrington, Baxenden, Haslingden, Helmshore and Prestwich and on into Manchester.

These services are already vital, as Rossendale currently has no station on the national rail network and is remote from it, so the bus provides the only public transport link to Manchester. But the need to link to the increasing economic opportunities that Greater Manchester offers will make public transport even more important in the future.

Since reliability, punctuality and good journey times are all critical to a successful bus service, congestion issues on the routes need resolving. We have already put in place the Nelson to Rawtenstall Bus Corridor Study to improve journey times and reliability for the X43 between Nelson and Rawtenstall, so we now need to look at how we can work with our partners to resolve the remaining congestion issues, principally on the M66.

### What we will do next:

We will build on the work done so far and produce an A56/M66 Rawtenstall to Manchester Gateway Study. This will look at the A56/M66 corridor and how congestion can be reduced and bus reliability improved. Most importantly, it will not restrict itself to the roads that Lancashire is responsible for, but will extend to HA roads.

The study will allow us to work closely with the HA in developing management strategies for the corridor. It will also complement the Rail Connectivity Study that will include consideration of the economic benefits of a commuter rail link between Rawtenstall and Manchester. Any such link will take a number of years to come into service and the problems on the M66 corridor require a more immediate solution.

## The M65 Gateway

As we have demonstrated, the M65 plays an essential role in the economy of East Lancashire, connecting people and businesses internally as well as providing the primary means of access to Central Lancashire and the M6, particularly for freight.

From the strategic development site at Cuerden at one end of the M65 to the West Craven Employment Zone at the other, the M65 provides a key link for the Arc of Innovation. Many future employment opportunities and priorities will continue to be along this corridor, including at Guide (Junction 5), Whitebirk (Junction 6), Clayton-le-Moors (Junction 7), Burnley Bridge (Junction 9), and Pendle Gateway (Junction 12/13).

Unlike many motorways, the M65 is not 3 lanes throughout its length, with reduced capacity on some sections, particularly between the M61 and Whitebirk. Volumes on the M65 have consistently grown by about 4% per annum since its opening in 1997 and evidence now suggests that the current level of demand at peak times is causing congestion, with some junctions along the motorway at or near capacity and congestion on surrounding roads that link to the motorway.

Work to upgrade junction 4 is in the TfL development programme. Work is also planned on Haslingden Road in Blackburn, where corridor improvements will see the road widened, mini roundabouts upgraded and improvements to signalised junctions.

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

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

### What we will do next:

To find out what else we can do to ensure that the M65 gateway operates effectively, we will produce a Samlesbury/Cuerden/Whitebirk Growth Triangle Study that will include the main routes between these 3 key economic growth locations.

The Growth Triangle study will focus on those junctions on the M65 and on the A6119/A677 that may need to be improved and on other highway works that may be needed to ensure the capacity, reliability and safety of the network in the area.

The study will also consider how we can best increase capacity on the M65 between the M61 and Whitebirk and work with the Highway Agency who will shortly start their own strategic route assessments across the North West.

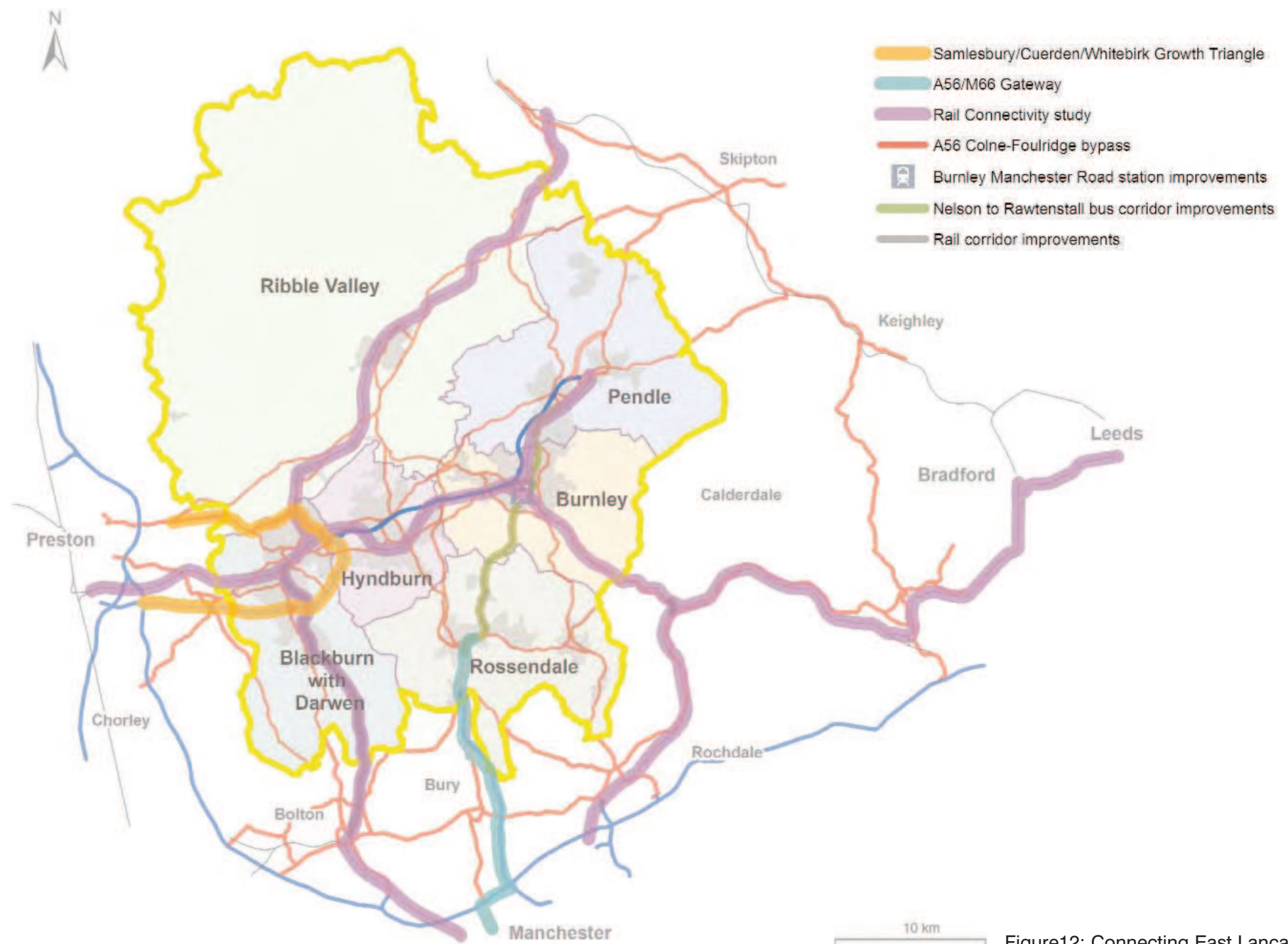


Figure12: Connecting East Lancashire

## Taking Our Vision Further ~ Travel in East Lancashire

The links between East Lancashire's towns and the major employment and housing locations. The issues:

- Key corridors not able to support highway and public transport demand.
- Bus and rail stations not necessarily fit for modern uses
- Public transport provision for employment and in the rural area

### Key Corridors

The A56 and A59 provide the main links to the motorways for much of East Lancashire. These two roads, together with the major routes that connect them to each other and to the M65, are East Lancashire's key highway corridors. They provide the main arteries for all types of road transport, from the largest HGVs, through buses down to bicycles and pedestrians.

Keeping these key corridors functioning as well as possible is vital to East Lancashire's aspirations. Over the years, improvements have been made where needed and maintenance has always been a high priority.

However, the situation in East Lancashire is changing as economic development takes place and it is therefore appropriate to revisit these corridors to see what may need to be done to support growth in the light of works that area already planned.

### The M65/A56 Corridor

The strategic importance of the M65 and its role as the gateway to East Lancashire has been discussed. However, a strategic link is of no use if local traffic can't link to it easily. Since the Samlesbury/Cuerden/Whitebirk Growth Triangle Study will look at issues from Whitebirk to the M61, the M65/A65 corridor is defined here as the broad corridor that runs from Whitebirk to the West Craven Development Zone.

The M65 itself has few problems until it reaches its terminus at Colne, where its current abrupt finish causes congestion and leaves traffic struggling to get down local roads to reach destinations further east.

However, the A56 Colne-Foulridge Bypass, which is detailed in Appendix 1 and which is in development as part of the TfL Major Schemes Programme, will do much to resolve this problem. Only traffic heading for the A6068 will still pass through Colne.

At junctions, however, congestion can be an issue on the surrounding roads. At junction 10 (Gannow Top) we are installing traffic signals to improve the flow of traffic, but other junctions also have problems now and problems will increase in the future.

There are also problems on roads that link existing and future development sites to the motorway. For some sites, such as Huncoat, dedicated infrastructure is already planned, which will be funded by developers, whilst at Burnley Bridge, that infrastructure is being put in place now. However, we need to be sure that we do all we can to make access to development sites from the motorway as easy as possible.

Not all highway problems are congestion however, as the high volumes of traffic, particularly HGVs, can lead to other problems. Work is currently included in the TfL Major Schemes Programme to repair the Centenary Viaduct that carries the A682 through the centre of Burnley. This is a critical part of Burnley town centre's road network and without it, effective movement through Burnley would be impossible.

#### What we will do next:

The Burnley/Pendle Growth Corridor Study will look at what needs to be done to ensure that our highways can support the economic growth planned for Burnley and Pendle.

Starting at junction 8, the corridor continues along the M65 to junction 13 where the motorway will terminate under plans for the A56 Colne-Foulridge Bypass. As well as looking at how the motorway's junctions function now and in the future, the corridor will connect the principal existing and future strategic employment sites with the M65.

To make the most of the opportunities offered by the bypass, the study will also look at the A56 to the north of Foulridge to ensure that the West Craven Development Zone is adequately served.

### The A59 Corridor

The A59 is a former trunk road that runs generally in a north-easterly direction from the M6 at Junction 31 near Samlesbury through the Ribble Valley to Whalley and Clitheroe, before crossing into North Yorkshire, where it is joined by the A56 to the west of Skipton.

In Lancashire, the A59 has been improved considerably over the last 40 years, and for much of its length is a high standard single carriageway road with the effects of long inclines relieved by climbing lanes. Apart from Copster Green and Gisburn, all communities along the route have bypasses.

Although the A59 does not carry a significant volume of through traffic, it retains an important role in linking the scattered communities of the Ribble Valley, including Clitheroe, to the motorway network. The Enterprise Zone site at Samlesbury lies at the far south-western end of the route.

#### What we will do next:

The Ribble Valley Growth Corridor Study will include the A59 between Samlesbury and North Yorkshire boundary and also the A671/A6068 route between Whalley and M65 J8. The study will look at how these important roads can be made to function as effectively as possible for cars, freight and for other users.

The study will identify where junctions may need to be improved or where other highway works may be needed to ensure that capacity, reliability and safety issues do not hinder economic growth.

### Public Transport

The highways and transport networks that serve East Lancashire grew out of the industrial development of the 19th and 20th centuries. As the economy of the area has changed, those networks haven't always kept up with the changes.

Historically, the labour market was always very local, with the majority of people working within a short distance of their home. Whilst most commute times are currently under 15 minutes in most districts, recent survey data shows that the majority of people would be prepared to travel further than they do now, with most prepared to travel for at least half an hour. This makes it even more important that connections within East Lancashire allow these longer journeys and take full advantage of strategic improvements.

However, encouraging more car use is not an option. Not only is this expensive for individuals, but it is not environmentally sustainable. We therefore need to make sure that public transport services can support increased commuting and that public transport infrastructure is fit for purpose.



We are already taking some steps to improve our public transport in East Lancashire:

- The major redevelopment of Burnley Manchester Road rail station
- New bus stations are planned for Accrington and Rawtenstall
- Pennine Reach will provide a new rapid bus service in Blackburn with Darwen and Hyndburn, giving improved access to key strategic employment sites (including Whitebirk65), education, health, shopping and leisure facilities.
- Small-scale infrastructure and system improvements are being planned for the Nelson to Rawtenstall bus corridor to improve journey times and reliability, particularly for the Nelson-Manchester (X43) bus service.

In the rural areas of East Lancashire, such as the Ribble Valley, the problems are rather different. These areas are very dependent on the car, which not only leads to local problems on the highways network, but makes life very difficult for those who, for whatever reason, do not have their own transport.

This car dependence is unlikely to be sustainable in the longer term, both on cost grounds and through the need for carbon reduction.

Visitors to the more rural areas also need to be able to travel without needing a car and there is a definite need to support a sustainable visitor economy to ensure that both the natural environment and our built heritage are protected while their economic benefit is maximised.

#### What we will do next:

We know that there is still a lot of work to be done to make our public transport fit for purpose as East Lancashire develops. Whilst there are some long-standing issues, other problems are surfacing now.

The East Lancashire Accessibility Study will focus on travel between the main towns and employment areas, but will include travel to education and for leisure. It will also consider how public transport can best serve rural and remote areas of East Lancashire. In line with future funding requirements, the study will focus on where the greatest benefits can be achieved by enhancing accessibility.

Particular questions to be answered by the study currently include:

- How can public transport best benefit from the Colne-Foulridge bypass?
- Is there merit to a bus scheme that would provide links around Burnley and Pendle districts in a way similar to Pennine Reach and that would link into both Pennine Reach and the Witch Way?
- How can Community Transport best evolve to meet the diverse transport needs of East Lancashire?

- What benefit would improving Burnley Rose Grove rail station and the interchange with Manchester Road bring?
- Colne bus station is not considered fit for purpose and the railway station is distant to it and very basic. If rail services improved to Colne, what would be needed to support interchange?
- Are improvements needed to other major bus facilities?
- Again, if rail services are enhanced, what could be done to improve rail station viability across East Lancashire and the links to bus and cycle networks?
- Is there any need for extra rail stations?
- What is the best way for public transport to support the rural economy and the residents of and visitors to our rural areas?
- Are there alternatives to traditional public transport for rural areas?
- Similarly, how do we best serve our remote towns and villages?

These are not simple questions, particularly at a time when funding is scarce. However, the very scarcity of funding makes it all the more important that we have a clear picture of where the resources we and our partners do have can produce the most benefit.

Other questions will do doubt be raised as part of the consultation on this masterplan and as expectations of public transport go up and these will be considered using the methodology established by the study.

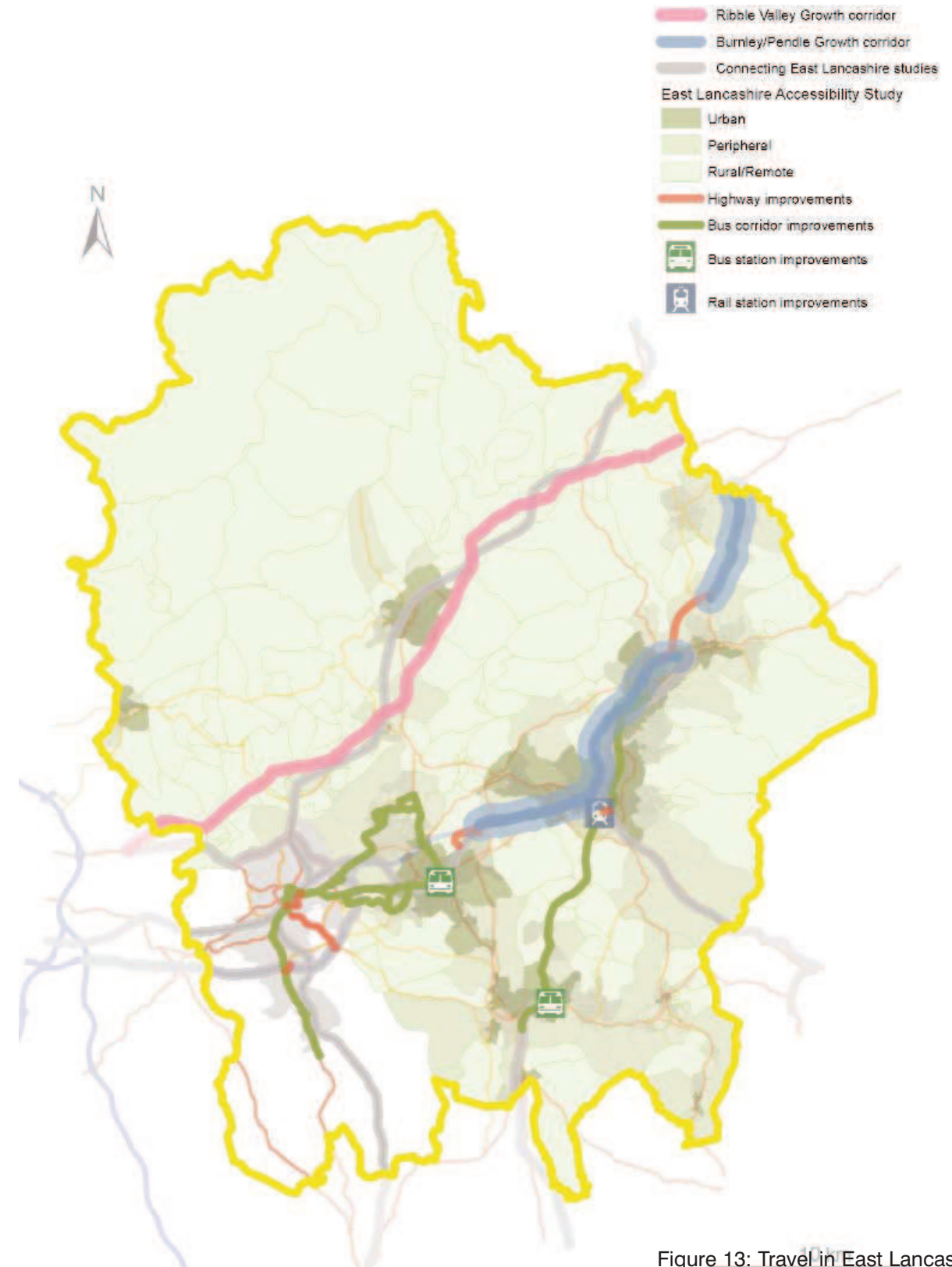


Figure 13: Travel in East Lancashire

## Taking Our Vision Further ~ Local Travel

Making sure that everyone can get to services and opportunities. The issues:

- Limited cycling networks
- Limited interchange between public transport and cycling
- Neighbourhoods and the links between them need to be good enough standard to make travel easy for everyone.

### Cycling

Local travel and short journeys are a vital component of any transport network. Cycling in particular has the potential to offer options for the short journeys but also for longer journeys to work and education and for leisure.

In general, cycling is an option for journey times of less than 30 minutes. The geography and weather of East Lancashire may not make cycling such an obvious choice as in flatter, drier areas, but cycling is cheap and convenient. There is also the advantage that the facilities provided for commuters to cycle will be used by leisure cyclists looking to improve their health.

Although there is a lot of work being done to improve and extend cycling facilities, the cycling network in East Lancashire is far from complete and does not provide adequate links between housing, towns and employment. It also doesn't necessarily give good access to visitors.

Short journeys in the local community, to school, to the shops or just to enjoy being out and about, are key to local economies and to health and well-being. But beyond that, any journey involving public transport will involve local travel, even if that local travel is simply walking to the bus stop.

Public transport is likely to become ever more important in the future and linking to it will be a key consideration in both urban and rural areas. Local travel will increasingly include getting to public transport hubs and that will mean providing facilities for cyclists to store a bike or take it with them for later in the journey.

Ensuring cycle facilities at train and bus stations are easily accessible and secure will encourage more people to use a mixture of bike, bus and train to complete their journeys. However, this will not happen unless cycle storage is secure, buses and trains connect well and cyclists and their cycles are catered for on trains and buses.

#### What we will do next:

For cycling to become a widespread option for travel, particularly for commuting, we need to make sure that there is a good cycle network across East Lancashire.

The East Lancashire Strategic Cycle Network will be that network. However, one of the first priorities will be to establish just what a 'good' cycle network is. Different cyclists have very different needs, from enthusiasts with specialist bikes and clothing to the new cyclist with no desire to change clothes and a basic bike.

There is a lot of local knowledge that can inform the development of the network and there has already been substantial investment from a number of sources. Taking forward our ambition to have a coherent East Lancashire cycle network that can be used by all will therefore involve working with partners from both the public and private sectors.

The network will also provide some of the enhanced links to public transport that will be needed in the future. The East Lancashire Accessibility Study has already been mentioned. Interchange between cycling and public transport will form part of that study and so the output will inform the future development of the cycle network.

Potential links in this network have already been identified that would link communities to employment and would also offer potential for tourism and recreation:

- Rawtenstall to Rochdale ~ Strategic spinal route with connecting spurs providing commuter and leisure link between.
- Baxenden to Haslingden ~ Missing section of National Cycle Network Route 6 (NCN 6) from, mostly along the former railway line.
- Southern section of NCN6 from Haslingden/Helmshore to Ramsbottom and Greater Manchester along former railway line.
- Great Harwood to Burnley ~ former railway, missing central section
- Huncoat Greenway connecting Huncoat, Within Grove, Peel Park and Accrington ~ missing sections

These proposals are in various stages of design and there is as yet no single funding strategy for them. However, this is far from an exhaustive list as the majority of districts in East Lancashire have cycling strategies in place which identify further potential links both in a strategic cycle network and for more local travel.



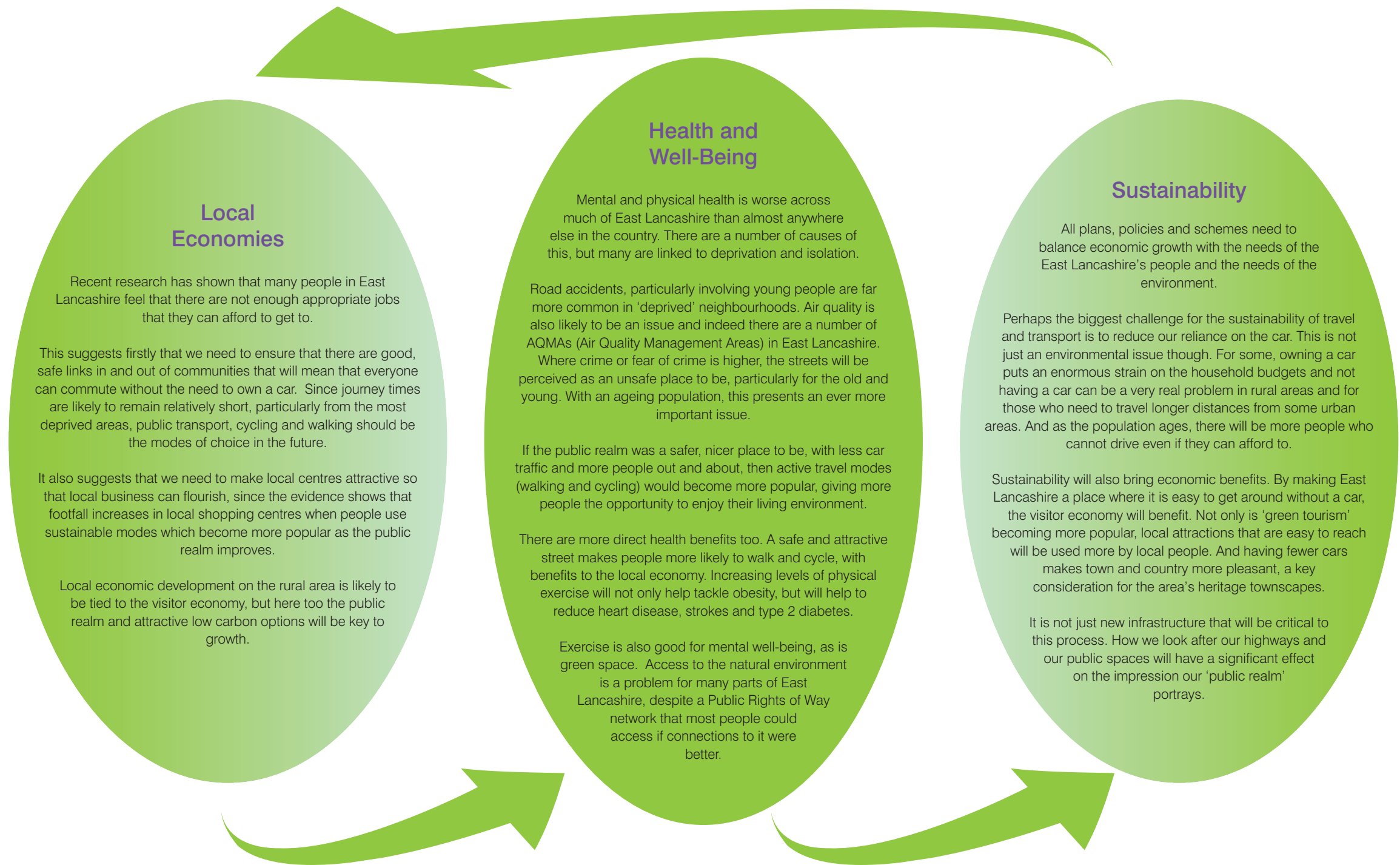


## Local Links

The neighbourhoods of East Lancashire vary from the affluent in pretty rural villages to some of the most deprived in inner urban England. There are communities who are doing well and others that have effectively become stuck. In well-off areas, there are households that don't share the comparative wealth around them. Some of our towns and villages are remote from employment and services. And in rural areas, those living outside the villages can be even more isolated.

This makes for a very mixed picture of what local links need to do. So just what does facilitate those short journeys in the local community, to school, to the shops or just to enjoy being out and about, that are key to local economies and to health and well-being?

The answers will be specific to the area and will involve partners from across the public and private sector, working together to find innovative solutions.





### What we will do next:

Although we know in general terms what we need to do, much of the work of identifying where we need to enhance local links will fall out of other work streams in this masterplan and from the day to day contacts we have with our partners and our communities.

Some problems we can identify; we know where road safety and air quality are local issues. In other areas, we can only identify where problems may be occurring. The accessibility study will highlight where communities may not have adequate access to the wider public transport networks.

Other research can show where residents may be 'transport poor'. However, only the communities themselves can really know where new infrastructure or our doing things differently will provide the most benefit.

Work is already going on that will provide the starting point for providing high quality local links. For instance, we and our partners are already working to:

- Maintain our roads and footways
- Improve safety for all road users
- Improve air quality
- Improve public transport
- Make connections to green space

There are also opportunities presented by projects in the masterplan and by other initiatives that are underway.

We need to make sure that the maximum benefit is gained from public transport improvements such as Pennine Reach and Rawtenstall bus station. But we also need to make sure that we take full advantage of other schemes that change our highways network. As an example, the A56 Colne-Foulridge bypass will take traffic from North Valley and that gives us the opportunity to look at how we can improve links for cyclists and walkers along and across the valley.

But improving local links should also involve looking beyond what we have done in the past. The current Townscape Heritage initiatives in Bacup and Accrington are examples of what can be achieved by bringing a new view to improving our towns.

The Townscape Heritage (TH) programme is a Heritage Lottery initiative for schemes which help communities improve the built historic environment of conservation areas in need of investment across the UK for the benefit of local residents, workers and visitors. Bids for funding for both the Bacup and Accrington TH initiatives have been successful in reaching the second stage of the bid process and are now waiting for final approval of the £1.5 million allocated by the Heritage Lottery Fund to each area.

In Bacup, a successful bid will see the physical appearance of the bid area improved and vacant floor space brought back into use. The Accrington Town Centre and Pals Centenary project aims to transform the declining historic retail and commercial gateway into the town centre, along Blackburn Road, culminating in a public realm scheme outside Accrington Town Hall and Market Hall to commemorate the Accrington Pals and the Battle of the Somme.

The Local Links programme will look to replicate partner working like this, involving the public and private sector, charities and communities in improving our county's neighbourhoods.





## Next Steps

This consultation masterplan represents the beginning of a programme of infrastructure delivery to serve East Lancashire over the next 13 years and beyond.

There is much to do and it will need the commitment and efforts of a variety of providers to see it through - County and District Councils, Lancashire's Local Enterprise Partnership, Highways Agency, Network Rail - and the support of private business and house builders as well.

The first task is to make sure we have widespread agreement for the highway and transport improvements that are taken forward and delivered. Then, to stand the best chance of delivery, we must get these improvements 'ready to roll' as soon as we can, so that we can take all opportunities to get funding for schemes that are ready to deliver. That will mean committing time and funding 'upfront' to working up these ideas and preparing the economic case for them.

Once we have your views on the vision, schemes and proposals put forward in this masterplan, then over the next 2 years to 2015 we will need to:

- Progress with the studies and other evidence gathering, working with our partners to ensure that we can make the case for the programme.
- Once we have that evidence, consult on and publish a final version of this masterplan.
- For schemes we are already committed to, finalise designs, begin to assemble land, and start works.
- For proposals made in this version of the masterplan, consult and work with communities, stakeholders and infrastructure providers to reach agreement on scheme specifics and secure funding for those proposals.
- Draw up and identify the proposals in more detail and protect routes
- Begin the preparation of major scheme business cases.

These improvements will affect us all. They will support and safeguard the area's economic ambitions, relieve the worst congestion, offer real choice in the way we travel, improve our health and enrich our experience in our town centres. That makes it all the more important that we listen to your ideas, incorporate the best, and achieve a broad consensus to deliver this master plan.

Delivery and funding of the masterplan will rely on a number of infrastructure providers and a variety of funding sources, and we will be working closely with these partners to make sure there is the guarantee of their support and assistance, with funding to follow.

Crucial to all this will be the support of residents and businesses. Too often attempts to deliver growth and new development have failed without the buy in and full support of the communities affected. We have the opportunity to make significant and long-term improvements, backed by substantial investment, to East Lancashire's highways and transport system.

### Securing Developer Contributions

The cost of delivering the package of measures identified in this masterplan, and those that will come out of the work we propose to do, cannot be borne entirely by public sector funding. We have shown that, in areas where we can come to rely on the development industry to contribute funding to new infrastructure, we can increase investor confidence and our ability to attract other sources of funding, and in turn improve the prospects of delivery, and delivering to earlier timescales.

Moving forward, investment in major new infrastructure will, increasingly, need to demonstrate an economic justification. In practice, this means a clear strategy towards bringing forward integrated development proposals for new development and economic growth alongside the infrastructure to support it. In order to deliver on our proposals, it is vital that local authorities take every opportunity to coordinate their development planning strategies with future infrastructure investment, and pursue and pool together contributions from the development industry.

New procedures have been put in place for collecting and investing developer contributions. Whilst the Community Infrastructure Levy is yet to feature in East Lancashire, it is already proving to be a key mechanism in other parts of Lancashire to delivering major new infrastructure to stimulate and support major house building and business development.

Although market conditions are very different between the Central and East Lancashire, there are areas in East Lancashire that are, or would have the very real prospect to be, attractive areas for developers to build, new residents to live and businesses to locate to and bring jobs.

A number of these areas coincide with transport schemes supported by this masterplan, for example, along the A56 corridor north of Colne to Earby, at Huncoat. In these areas, the prospect for infrastructure delivery will be greatly enhanced in support of new opportunities for development and economic growth and local authorities are encouraged to coordinate future development activity to maximise these opportunities.

The speed and certainty with which we will be able to implement new infrastructure will be directly linked to developer contributions. For this reason it is important that local development frameworks are revisited to bring forward housing sites in locations that have the ability to generate CIL contributions.

### Let us know what you think

Until 6th December 2013 there will be a public consultation on the Highways and Transport Masterplan for East Lancashire.

As part of the consultation it is important that we get your views on the vision presented in the masterplan.

A leaflet with a questionnaire accompanies the masterplan and this is your opportunity to let us know what you think. Copies of the leaflet are available from public libraries and council offices in Burnley, Hyndburn, Pendle, Ribble Valley and Rossendale.

The Masterplan can also be viewed or downloaded from our website. To access the documents paste the following link into your browser [www.lancashire.gov.uk](http://www.lancashire.gov.uk) and then search for Local Transport Plan on the A-Z list. You can also fill in the questionnaire online.

You can also write to us at:

Highways and Transport Masterplan for East Lancashire  
Consultation  
Environment Directorate  
Room C4  
County Hall  
Preston  
Lancashire  
PR1 0LD

or by email: [enquiries@lancashire.gov.uk](mailto:enquiries@lancashire.gov.uk)

## Milestones

Project	Delivery Agency	Current Status	Key Milestones							
			2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Manchester Road Railway Station Upgrade, Burnley	Network Rail	Under Construction	Project Completed							
Todmoreden West Curve Reinstatement	Network Rail	Committed	Project Completed							
Pennine Reach Darwen/Blackburn/Accrington	LCC/BwDBC	Programmed	Start of Works Nov 13th			Project Completed				
Clitheroe to Manchester Rail Corridor Improvements, (Blackburn to Bolton)	Network Rail	Programmed			Project Completed					
Haslingden Road Corridor Improvements, Blackburn	BwDBC	Programmed			Start of Works	Project Completed				
Centenary Way Viaduct Major Maintenance Scheme, Burnley	LCC	Programmed			Project Completed					
Rawtenstall Bus Station	LCC	Programmed		Project Completed						
Nelson to Rawtenstall Bus Corridor Improvements	LCC	Programmed	Start of Works	Project Completed						
A56 Colne-Foulridge Bypass	LCC	Pre-Programme		Scheme Business Case Development			Planning Application	CPO/SRO	Start of Works	Road Open
Whinney Hill Link Road, Hyndburn	LCC	Pre-Programme				Scheme Preparation	Planning Application	CPO/SRO	Start of Works	Road Open
M65 Junction 4 Improvements	Highways Agency	Pre-Programme		Project Completed						
M65 Junction 5 Improvements	Highways Agency	Committed		Project Completed						
East Lancashire Connectivity Study (ELCS)	LCC	Programmed	Start of Study	Study Completed						
M65 Burnley/Pendle Growth Corridor Improvements (ELCS)	LCC	Pre-Programme	Route Management Strategy	Route Management Strategy Implementation						
A59 Ribble Valley Growth Corridor Improvements (ELCS)	LCC	Pre-Programme		Route Management Strategy						
Rawtenstall to Manchester Bus Corridor Improvements (ELCS)	Highways Agency	Pre-Programme	Route Management Strategy	Route Management Strategy Implementation: Delivery will require agreements with the Highways Agency and Transport for Greater Manchester and will be subject to securing a Growth Deal						
Cuerden/Whitebirk/Samlesbury Growth Triangle (ELCS)	LCC/BwDBC & Highways Agency	Pre-Programme	Part of East Lancashire Connectivity Study		Delivery will require agreements with the Highways Agency and will be subject to securing a Growth Deal					
East Lancashire Rail Network Improvements (ELCS)	Rail Industry	Pre-Programme	Part of East Lancashire Connectivity Study							
Freckleton Street Link Road, Blackburn	BwDBC	Under Construction	Start of Works	Project Completed						

## Funding All figures £m and indicative

Project	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	Total	
Manchester Road Railway Station Burnely	2.1												22.1	
Todmoreden West Curve Reinstatement	7.5												7.5	
Pennine Reach Darwen/Blackburn/Accrington	10.8	20.6	8.3	0.2									39.9	Full Approval Decision October 2013
Clitheroe to Manchester Rail Corridor Improvements, (Blackburn to Bolton)			13.8										13.8	Transport for Lancashire: Programme Entry
Haslingden Road Corridor Improvements, Blackburn			1.2	0.8									2.0	Transport for Lancashire: Programme Entry
Centenary Way Viaduct Major Maintenance Scheme, Burnley			3.2										3.2	Transport for Lancashire: Programme Entry
Rawtenstall Bus Station	0.2	3.3											3.5	Local Transport Plan Sceme
Nelson to Rawtenstall Bus Corridor Improvements	0.3	0.5											0.8	Local Transport Plan Sceme
A56 Colne-Foulridge Bypass		0.5	0.5	0.1	1.5	1.5	17.0	17.0	1.0				40.0	Transport for Lancashire: Development Pool - delivery subject to securing growth Deal
Whinney Hill Link Road, Hyndburn				0.3	0.4	0.4	4.6	9.2	0.4				15.3	Delivery subject to securing developer funding
M65 Junction 4 Improvements		2.0											2.0	Transport for Lancashire: Development Pool - delivery subject to HA approval through Pinch Point Programme
M65 Junction 5 Improvements		1.4											1.4	HA Pinch Point Programme
East Lancashire Connectivity Study (ELCS)	0.1	0.2											0.3	Local Transport Plan Project
M65 Burnley/Pendle Growth Corridor Improvements (ELCS)	0.5	0.3	2.2										3.0	Full delivery subject to securing Growth Deal

A59 Ribble Valley Growth Corridor Improvements (ELCS)			0.5	1.5									2.0	Full delivery subject to securing Growth Deal
Rawtenstall to Manchester Bus Corridor Improvements (ELCS)													tbc	Delivery subject to securing Growth Deal
Cuerden/Whitebirk/Samlesbury Growth Triangle (ELCS)													tbc	Delivery subject to securing Growth Deal
East Lancashire Rail Network Improvements (ELCS)													tbc	Rail Industry Funding in Control Period 6.
Freckleton Street Link Road, Blackburn	5.5	5.5											11.0	Assumed profile for 12 month construction period
<b>Total</b>	<b>27.0</b>	<b>34.3</b>	<b>29.7</b>	<b>3.8</b>	<b>1.9</b>	<b>1.9</b>	<b>21.6</b>	<b>26.2</b>	<b>1.4</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>147.8</b>	
Highways Agency		3.4											3.4	
European Regional Development Funding	1.15												1.15	
Developer/S106/CIL	0.5						4.6	9.2					14.3	
Local Major Transport Scheme (DfT/TfL)	10.3	20.6	17.3	0.7									48.9	
Regional Growth Fund	7.6												7.6	
Single Local Growth Fund			1.7	1.5			15.3	15.3					33.8	
Blackburn with Darwen Borough Council	5.5	5.5	5.8	0.3									17.1	
Burnley Borough Council	0.6												0.6	
Lancashire County Council	1.35	4.8	4.9	1.3	1.9	1.9	1.7	1.7	1.4				20.95	
<b>Total</b>	<b>27.0</b>	<b>34.3</b>	<b>29.7</b>	<b>3.8</b>	<b>1.9</b>	<b>1.9</b>	<b>21.6</b>	<b>26.2</b>	<b>1.4</b>				<b>147.8</b>	





## Appendix 1 ~ Programming and Delivery to 2025

### Timescale and Funding for Delivery

Establishing approximate timescales and identifying the necessary funding along these timescales makes aids the transparency of the development process, facilitates cost sensitive approach and sets clear expectations. There are various resource intensive aspects in many development schemes that need to be considered before the works begin. These are mainly:

- Route protection
- Business case development for Major Schemes
- Scheme Identification
- Planning applications

The funding and timescale of various schemes in the East Lancashire are discussed below. The involvement of County Council is subject to the location and the nature of the scheme.

#### **Pennine Reach (Darwen/Blackburn/Hyndburn)**

This is new high quality bus service designed to improve public transport in Blackburn, Darwen and Hyndburn along with new bus stations, innovative ticketing solutions and real time information service. The strategic route will improve accessibility within the region aiding growth and improving public transport within the region.

Time Table:

- Start of Works: November 2013
- Project Completed: 2016/17

Funding:

Approved capital build cost: £39.9m

Funding Streams:

Department for Transport: £31.9m

Lancashire County Council: £2.9m

Blackburn with Darwen Borough Council: £4.63m

Third Party: £0.47m

#### **Clitheroe to Manchester Rail Corridor Improvements (Blackburn to Bolton)**

The current track between Blackburn and Bolton is a single railway line. This limits the frequency of the busiest route serving Manchester and reduces the reliability. More double track railway will allow increased service frequency, particularly at peak hours, and improve the reliability.

Time Table:

- Start of Works: 2015/16
- Project completed: 2015/16

Funding:

Estimated capital build cost: £13.8m

Funding Streams:

Transport for Lancashire: £12.4m

Blackburn with Darwen Borough Council: £1.3m

Lancashire County Council: £0.1m

#### **Haslingden Road Corridor Improvements, Blackburn**

This scheme will widen Haslingden Road and will transform the mini roundabouts into signalised junctions. Improvements to current safety measures for cyclists and pedestrians will also be improved in the interest of promoting more sustainable modes of travel.

Time Table:

- Start of Works: 2014/2015
- Project completed: 2014/15

Funding:

Approved capital build cost: £1.5m

Funding Stream:

Local Authority Pinch Point Programme

#### **Centenary Way Viaduct Major Maintenance Scheme, Burnley**

Centenary Viaduct is a seven span continuous bridge carrying the A682 principal road through the centre of Burnley. The works comprise replacement or renewal of a number of bridge related features, and will allow the current abnormal loads restriction to be lifted.

Time Table:

- Start of Works: 2015/16
- Project completed: 2015/16

Funding:

Estimated capital cost: £3.2m

Funding Streams:

Transport for Lancashire: £2.8m

Lancashire County Council: £0.4m

#### **Rawtenstall Bus Station**

Improvement to the existing bus station is necessary due to its dated and peripheral attributes. Rossendale borough council has committed to develop a new 8 stand design proposed by an architect.

Time Table:

- Start of Works: 2014/15
- Project Completed: 2014/15

Funding:

Estimated capital build cost: £3.5m

Funding Stream:

Lancashire County Council: £3.5m

#### **A56 Colne-Foulridge Bypass**

This scheme will provide a solution to the congestion and environmental issues in Colne and Foulridge (See Appendix 2).

Time Table:

- Route Protection and Major Scheme Business Case Development: 2014/15 to 2016/2017
- Planning Application: 2017/18
- Compulsory Purchase Orders (CPO)/(SRO) procedures: 2018/19
- Start of Works: 2019/20
- Road Open: 2020/21

Funding:

Estimated capital build cost: £34m

Funding Streams:

Single Local Growth Fund £27.2m (subject to Growth Deal)

Lancashire County Council: £3.4m

CIL/S106 developer funding: £3.4m

#### **Whinny Hill Link Road, Hyndburn**

This scheme comprises a new distributor road to serve the Huncoat Strategic Employment Site and housing development on the former Huncoat Colliery. It will also improve the highway network serving the Whinney Hill landfill site and remove traffic from roads fronted by residential properties.

Time Table:

- Scheme Preparation: 2016/17
- Planning Application: 2017/18
- CPO/SRO procedures: 2018/19
- Start of works: 2019/20
- Road Open: 2020/21

Funding:

Estimated capital build cost: £13.8m

Funding Stream:

CIL/S106 developer funding: £13.8m

#### **M65 Junction 4 Improvements**

This scheme involves the full signalisation of the M65 junction 4 at Earcroft to support Blackburn with Darwen Council's Development Plan aspirations, ensuring that traffic can exit the M65 without excessive queuing. The Highways Agency has agreed in principle to fund the scheme.

Time Table:

- Project Completed: 2014/15

Funding:

Estimated capital build cost: £2m

Funding Stream:

Highways Agency Pinch Point Programme (subject to HA approval)

## Appendix 2 ~ A56 Colne-Foulridge Bypass

### Background

There has been a long standing proposal to address the issues resulting from the abrupt termination of the M65 just to the west of Colne and the resultant congestion along the A6068 within the North Valley area of Colne. The 'A56 Village Bypasses' scheme would see a bypass built from the end of the M65 to north of Kelbrook/Earby.

However, the original proposal has so far not attracted funding and so an M65 to Yorkshire Corridor study was commissioned by the Council to:

- Identify feasible mitigation measures prior to the bypass being built
- Identify possible options and alignments for the scheme's future development.

### The Study

The appraisal and options development stage of the study has resulted in an alternative strategy comprising of traffic management improvements along the Vivary Way and North Valley segments of the road. Whilst some mitigation measures can be put in place, such strategies are limited.

Therefore, a range of alternative bypass options were identified assessed and evaluated considering a number of factors including:

- Match to local and policy objectives
- Costs ~ these are the estimates with  $\pm$  40% variation to account for the accuracy level in producing them. These will be refined as the bypass options are developed further.
- Environmental constraints ~ how the scheme affects the environment. These were identified using the data available from the Environment Agency and from County Council's own findings.
- Impact on potential Colne to Skipton railway line reinstatement~ there is a minimum width needed for a road running next to a railway line and there would be further local widening required to accommodate bends and provide visibility.
- Structures ~ this refers to the bridges and embankments etc required in development of a route. Wherever possible, existing structures have been used in the design regardless of their current condition.

Nine alternatives were identified by the study, but four were discounted at an early stage:

- Alternative Option 3 ~ adjacent to a railway viaduct
- Alternative Option 4 ~ disruption to Junction 14 on M6
- Alternative Option 6 ~ will not bypass Colne
- Alternative Option 7 ~ does not present good Value for Money (VfM)

Along with the specific issues above, the discounted options had a combination of issues relating to them including not reducing congestion, having serious engineering constraints, difficult local topography and serious adverse effects on adjacent infrastructure.

Alternative Name	Options
Option 1	Colne to Foulridge Bypass
Option 2	East ~ West Bypass (to the north of Colne)
Option 3	East ~ West Bypass (to the south of Colne)
Option 4	A56 Villages Bypass (remitted scheme) but starting from M65 J14
Option 5	A56 Villages Bypass (remitted scheme) but starting from a new junction on the M65 motorway (between the existing Junctions 13 and 14)
Option 6	individual Bypasses of the A56 Villages
Option 7	Upgrade A682/Barnoldswick Road/B6251 route to form a Bypass of Colne
Option 8	Remitted scheme but with a wider arc around the west side of Earby to cross the A56 at the top of the Wyswick
Option 9	A new offline highways route starting from a new junction on the motorway (between the existing junctions 13 and 14) which completely avoids the alignment of the disused Skipton to Colne railway track bed

The short listed options were colour coded and geographically categorised into North and South.

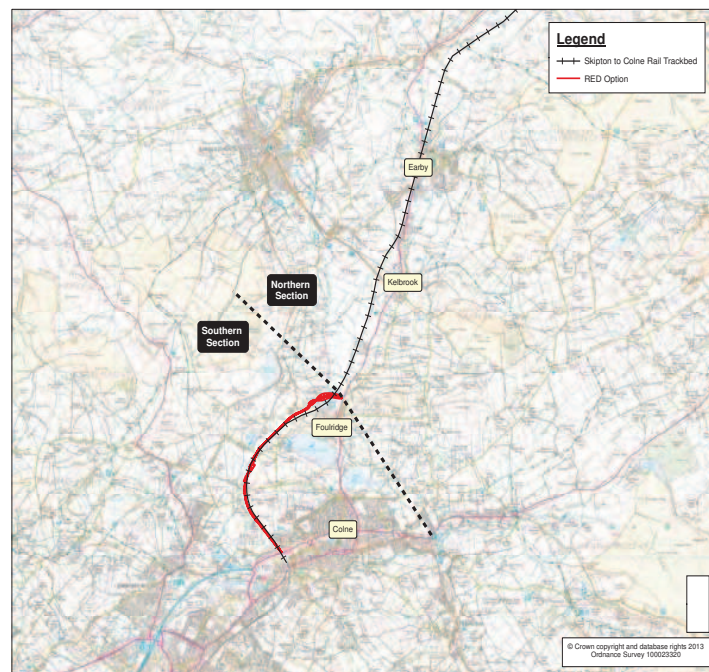
Section	Option	Description
Southern	Red	Based upon the remitted scheme between Vivary Way and the A56 north of Foulridge, following the track bed of the former Colne to Skipton railway line
	Brown	As the Red Option, but in order to avoid conflict with the railway track bed at Vivary Way, the Brown Option would start from a new junction on the M65 motorway (between the existing junctions 13 and 14)
	Blue	An offline route between a new junction on the M65 motorway (between the existing junctions 13 and 14) and the A56 north of Foulridge, which completely avoids the track bed of the former Colne to Skipton railway line
Northern	Pink	Based upon the northern section of the remitted scheme, this option would start north of Foulridge and tie back in with the A56 to the north of Earby, at the bottom of the Wyswick
	Purple	As the Pink Option, but with a wider arc around the west side of Earby to a junction with the A56 at the top of the Wyswick
	Green	An East-West Bypass to the north of Colne which would link up with the A56 and the A6068, and in conjunction with a southern section bypass option would therefore provide a bypass of Colne for traffic using either of these routes

Each of these options was then developed further to allow a more detailed appraisal to be carried out, using similar criteria to before, but now including specifics of road alignment and junction design. The results of this more detailed appraisal is summarised overleaf whilst the table below compares key information about the options.

Option	Length (km)	Cost (M)	Bypass Colne	Colne-Skipton railway track bed reinstatement
Red	3.8	£34	Yes	Precluded
Brown	4.2	£34	Yes	Not affected
Blue	4.7	£38	Yes	Not affected
Pink	5.1	£24	No	Precluded
Purple	5.4	£25	No	Not affected
Green	4.6	£71	No	Not affected



## The Red Option



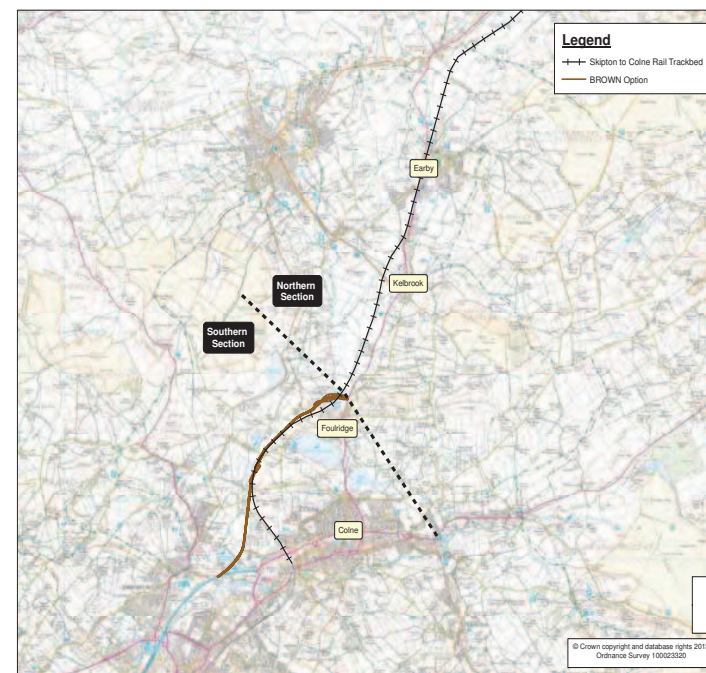
The Red Option is based upon the southern section of the remitted scheme.

The Red Option starts from a new junction on Vivary Way and follows the disused railway track bed before terminating at a new junction with the A56 to the north of Foulridge. The route is 3.8km long and has 3 structures and 3 intermediate junctions.

The key strengths and weaknesses of the scheme are:

- Provides a bypass of Colne and Foulridge
- The majority of this route is currently protected for highway development.
- This option is the shortest in terms of new road construction.
- Provides the opportunity for a direct access into the potential employment site at Barrowford Road in Colne.
- Conflict in vertical alignment between junction at Vivary Way and potential future reinstatement of the railway.
- Strategic traffic using the bypass would still have to travel along part of Vivary Way.
- Impacts on the disused railway track bed which is classified as a Biological Heritage Site.
- Due to the conflict at Vivary Way, this option prevents the potential future reinstatement of the Colne to Skipton railway
- Opens up access to the potential employment site on Barrowford Road in Colne.

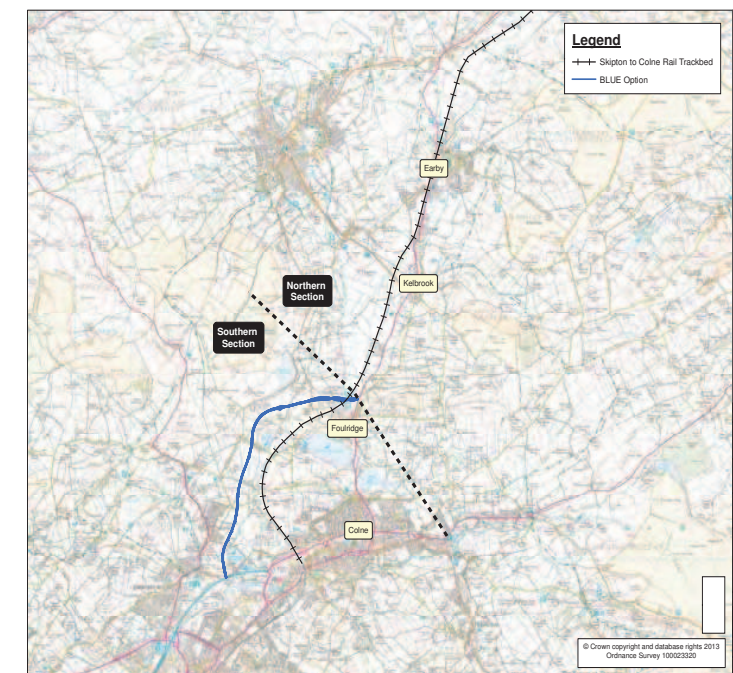
## The Brown Option



The Brown Option runs from a new roundabout on the M65 motorway approximately 500 metres west of the existing M65 terminal roundabout (Junction 14), and joins the Red Option alignment after 1600m where it then follows the track bed before terminating at a new junction with the A56 to the north of Foulridge. The affected length of M65 is the responsibility of Lancashire County Council. The route is 4.2km long and has 3 structures and 4 intermediate junctions.

- Provides a bypass of Colne and Foulridge
- A significant portion of the route is currently protected for highway development.
- Segregation of local and strategic traffic by avoiding Vivary Way.
- Avoids the conflict issue between Vivary Way and the potential future reinstatement of the railway.
- Provides the opportunity for a direct access into the potential employment site at Barrowford Road in Colne.
- Impacts on the disused railway track bed which is classified as a Biological Heritage Site.
- Opens up access to the potential employment site on Barrowford Road in Colne.
- Potential to improve safety at the existing M65 Junction 14.
- Potential to utilise a portion of Barrowford Road.

## The Blue Option

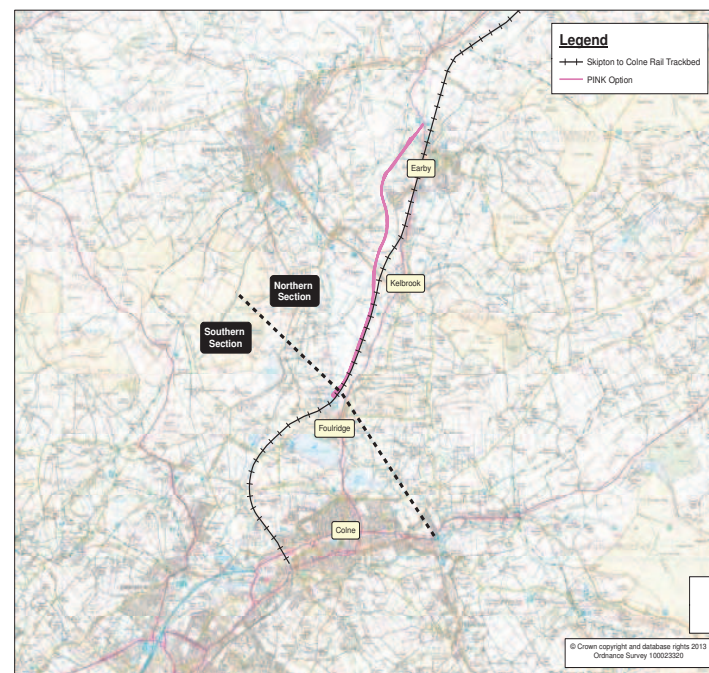


The Blue Option runs from a new roundabout on the M65 motorway approximately 500 metres west of the existing M65 terminal roundabout (Junction 14), and follows a line to the west of the Red and Brown options and the Leeds Liverpool Canal. It passes through agricultural land before terminating at a new junction with the A56 to the north of Foulridge. The affected length of M65 is the responsibility of Lancashire County Council. The route is 4.7km long and has 3 structures and 3 intermediate junctions.

- Provides a bypass of Colne and Foulridge
- Segregation of local and strategic traffic by avoiding Vivary Way.
- Avoids the conflict issue between Vivary Way and the potential future reinstatement of the railway.
- Does not affect the potential future reinstatement of the railway.
- Limited impact on the Biological Heritage Site.
- Would create a new corridor through open countryside.
- Potential to improve safety at the existing M65 Junction 14
- Fewer constraints on alignment as route is not in an existing corridor.
- Improves access to the potential employment site on Barrowford Road in Colne via a new junction on the M65 Motorway.



## The Pink Option

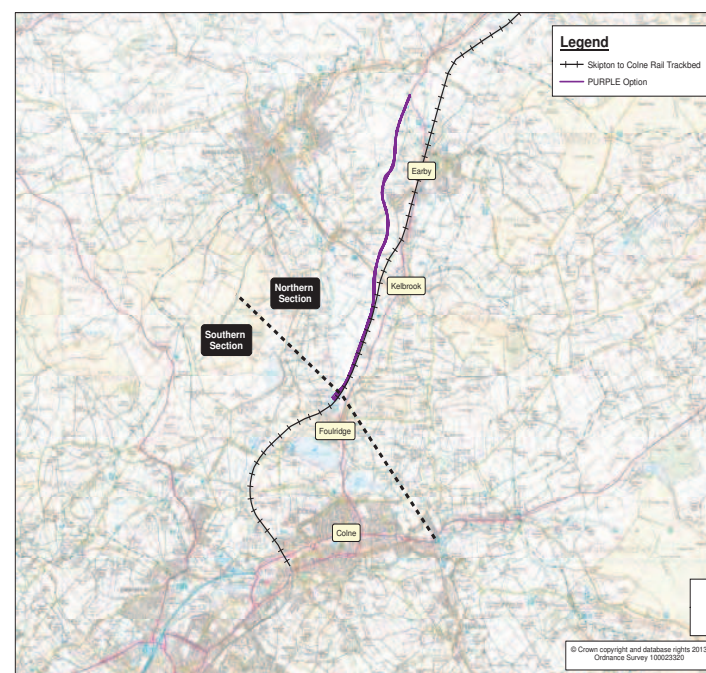


The Pink Option is based upon the northern section of the remitted scheme.

The Pink Option starts from a junction with the southern section bypass options, just to the north of Foulridge. The route follows the disused track bed as far as Kelbrook and terminates at a new junction with the A56 to the north of Earby, at the bottom of T1he Wyswick. The Pink Option is 5.1km long and has 4 structures and 2 intermediate junctions.

- Would remove traffic from the villages of Kelbrook, Sough and Earby.
- A significant portion of the route is currently protected for highway development.
- An additional junction would be required on the southern section bypass option, located on embankment between the canal and railway bridges, in order to link the two sections.
- Impacts on the disused railway track bed which is classified as a Biological Heritage Site.
- Severance of access to properties on Hill Top Lane and The Grange.
- Improve road safety on the B6383 Barnoldswick Road by altering vertical alignment and improving forward visibility.

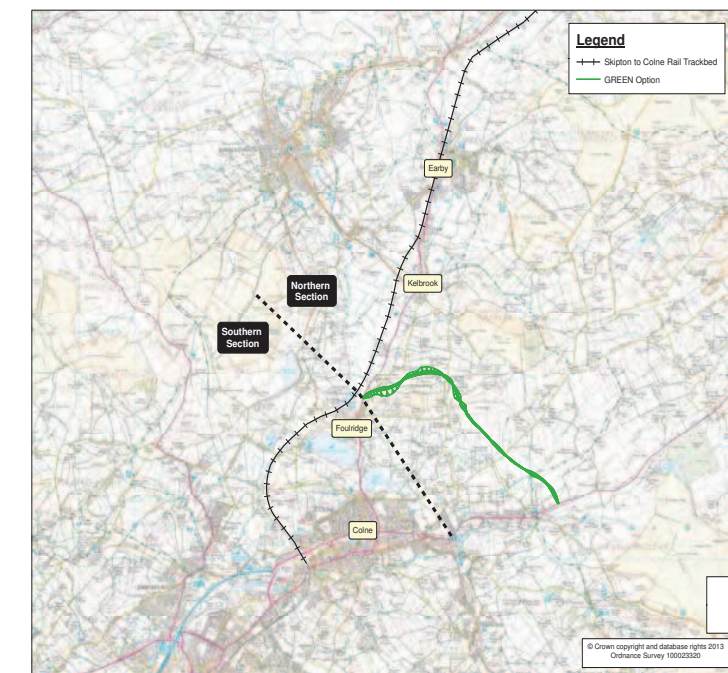
## The Purple Option



The Purple Option is very similar to the Pink Option, varying only at the northern extent. The Purple Option starts from a junction with the southern section bypass options, just to the north of Foulridge. The route follows the disused track bed as far as Kelbrook and terminates at a new junction with the A56 to the north of Earby, at the top of the Wyswick. The route is 5.4km long and has 4 structures and 2 intermediate junctions.

- Would remove traffic from the villages of Kelbrook, Sough and Earby.
- A significant portion of the route is currently protected for highway development.
- An additional junction would be required on the southern section bypass option, located on embankment between the canal and railway bridges, in order to link the two sections.
- Impacts on the disused railway track bed which is classified as a Biological Heritage Site.
- Improve road safety on the B6383 Barnoldswick Road by altering vertical alignment and improving forward visibility.
- Improve road safety on the A56 by avoiding the Wyswick.

## The Green Option



The Green Option would create an east - west bypass to the north of Colne and Foulridge, if delivered in conjunction with a southern bypass option. The Green Option starts from a junction on the A56 to the north of Foulridge, which would link with a southern bypass option. It would terminate at a new junction with the A6068 to the east of Laneshaw Bridge. The route is 4.6km long and has 6 structures and 3 intermediate junctions.

- Provides an east-west bypass around Colne and Laneshaw Bridge, if delivered in conjunction with a southern section bypass option.
- Does not affect the potential future railway reinstatement.
- Does not impact on the Biological Heritage Site.
- Would have a significant environment impact on the landscape to the northeast of Colne, particularly between the A56 junction and chainage 2500.
- Does not provide any benefit to the villages of Kelbrook, Sough and Earby.
- East - west traffic passing through Colne may not travel further to use the new route if congestion in Colne is sufficiently reduced due to the removal of north - south traffic.



## Conclusion

A southern section bypass option is likely to provide the majority of the traffic relief and associated journey time savings.

Considering the options in the southern section, a key conclusion is that the scheme as proposed (the Red Option) will preclude any re-instatement of the railway between Colne and Skipton.

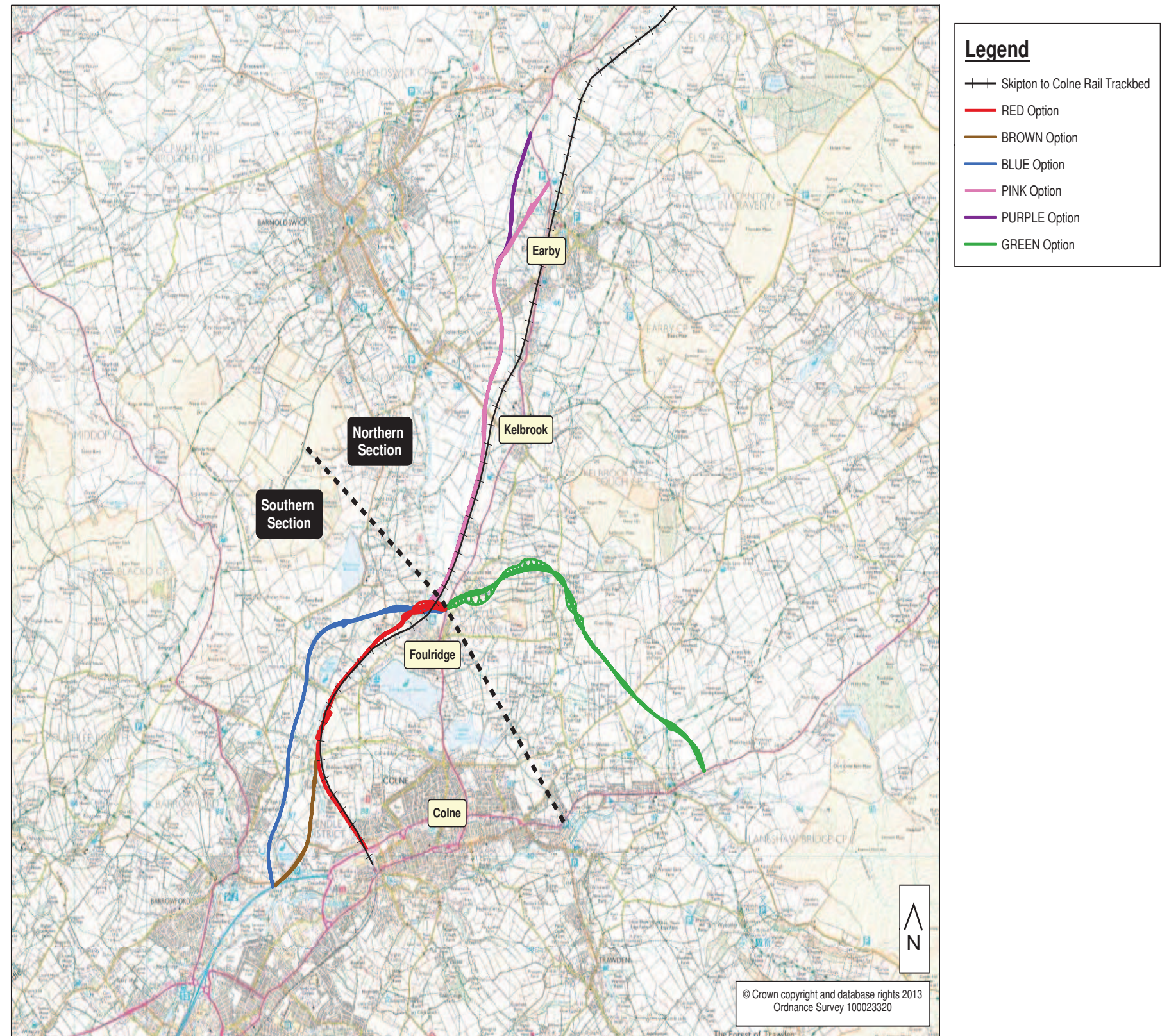
This leaves two potential options i.e. the Brown Option and the Blue Option. The Brown option is less intrusive, effectively following the line of Barrowford Road for some distance and then running next to the railway track bed, whilst the Blue Route would follow an entirely new corridor. We therefore propose to amend the route protection for the bypass to that needed for the Brown Option.

The potential value for money of the northern section bypass options is likely to be less than the southern section bypass options.

The Green Option is unlikely to be viable due to its environmental impact, topographical constraints and resultant high costs

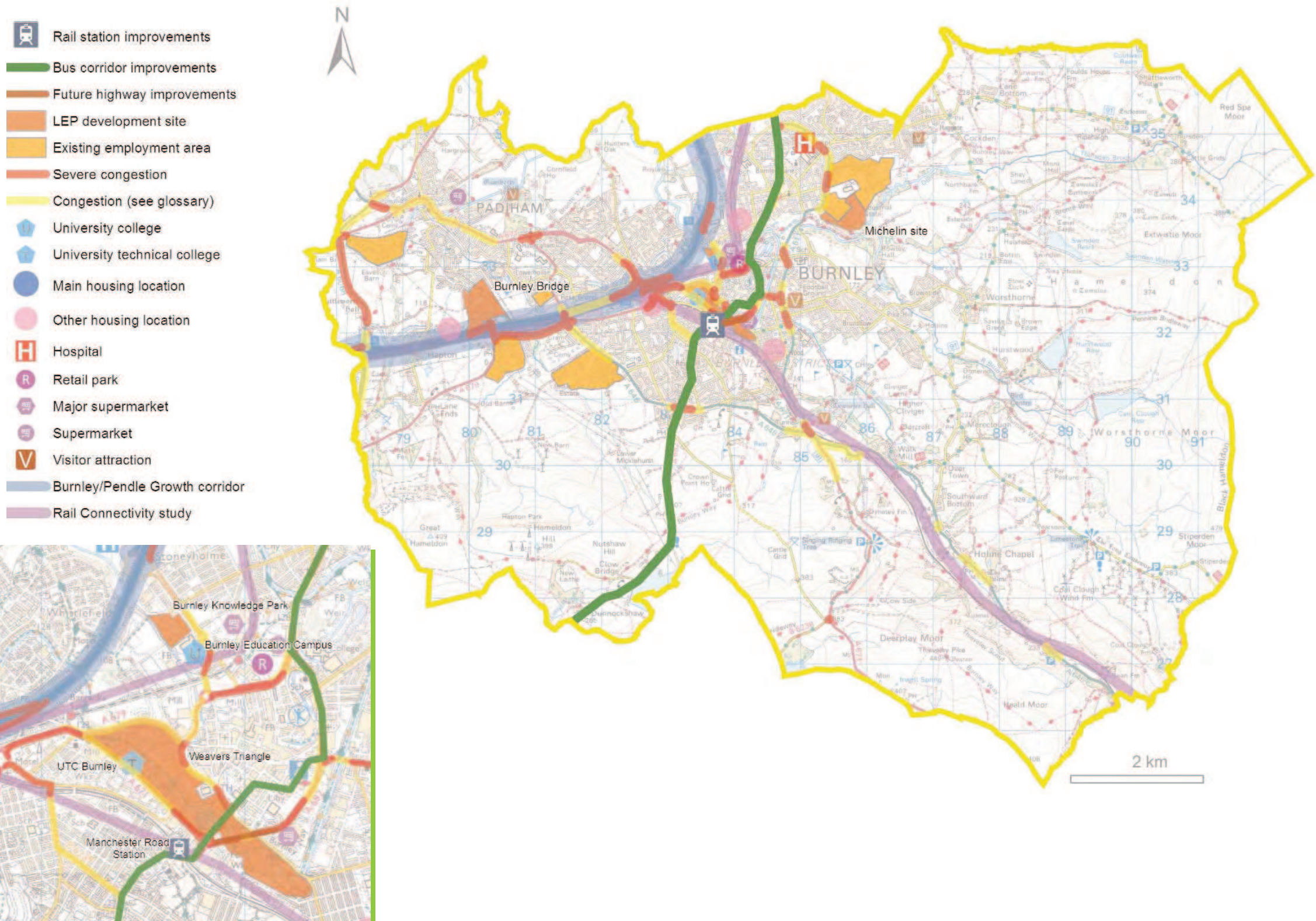
It is difficult to differentiate between the Pink and the Purple options although the Purple option is likely to improve safety by diverting the traffic from the 'Wyswick'. We will therefore continue to protect the alignment used by the Purple Option.

The Colne-Foulridge bypass scheme is included in TfL's Local Major Transport Scheme programme. The scheme emerged in the second quartile and has been included in the development pool for inclusion in the investment programme in the future. Whilst further investigation; including detailed economic assessment, environmental assessment and public consultations, will be required, we believe that the 'Brown Option' is the most appropriate scheme to take forward as part of the Major Transport Schemes programme.

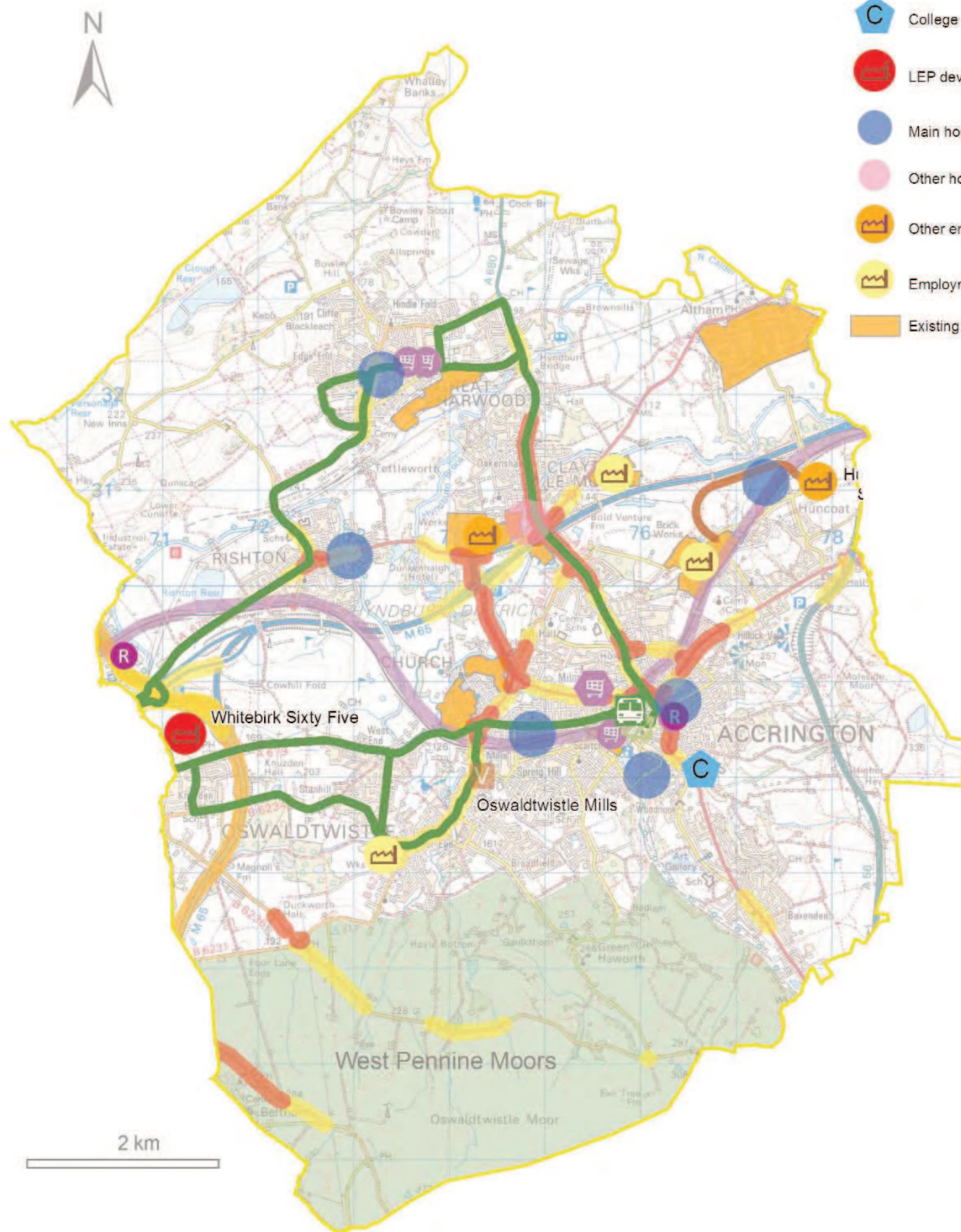




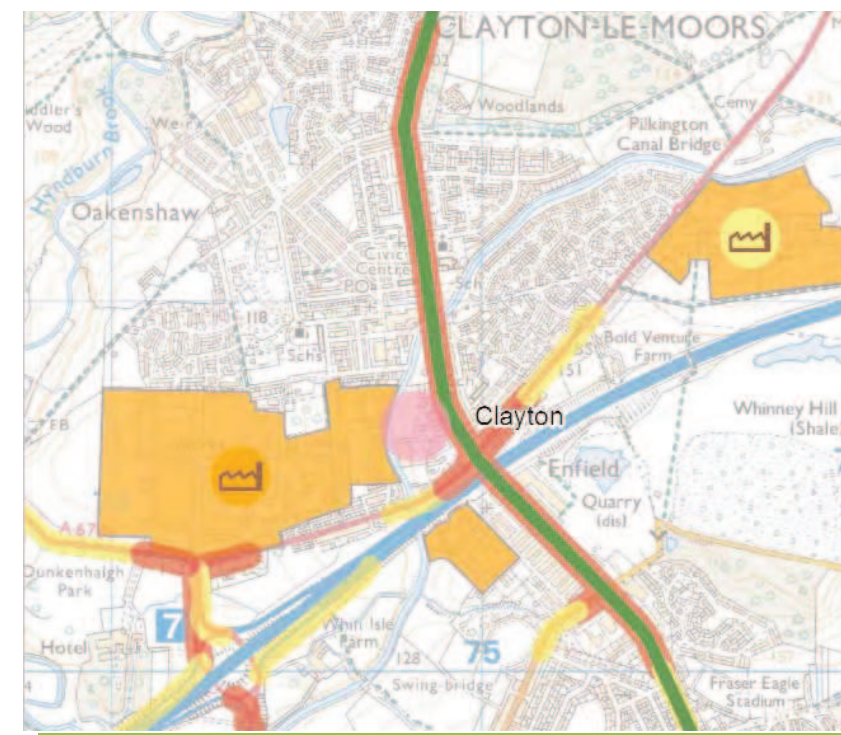
Appendix 3 ~ District Maps  
Burnley





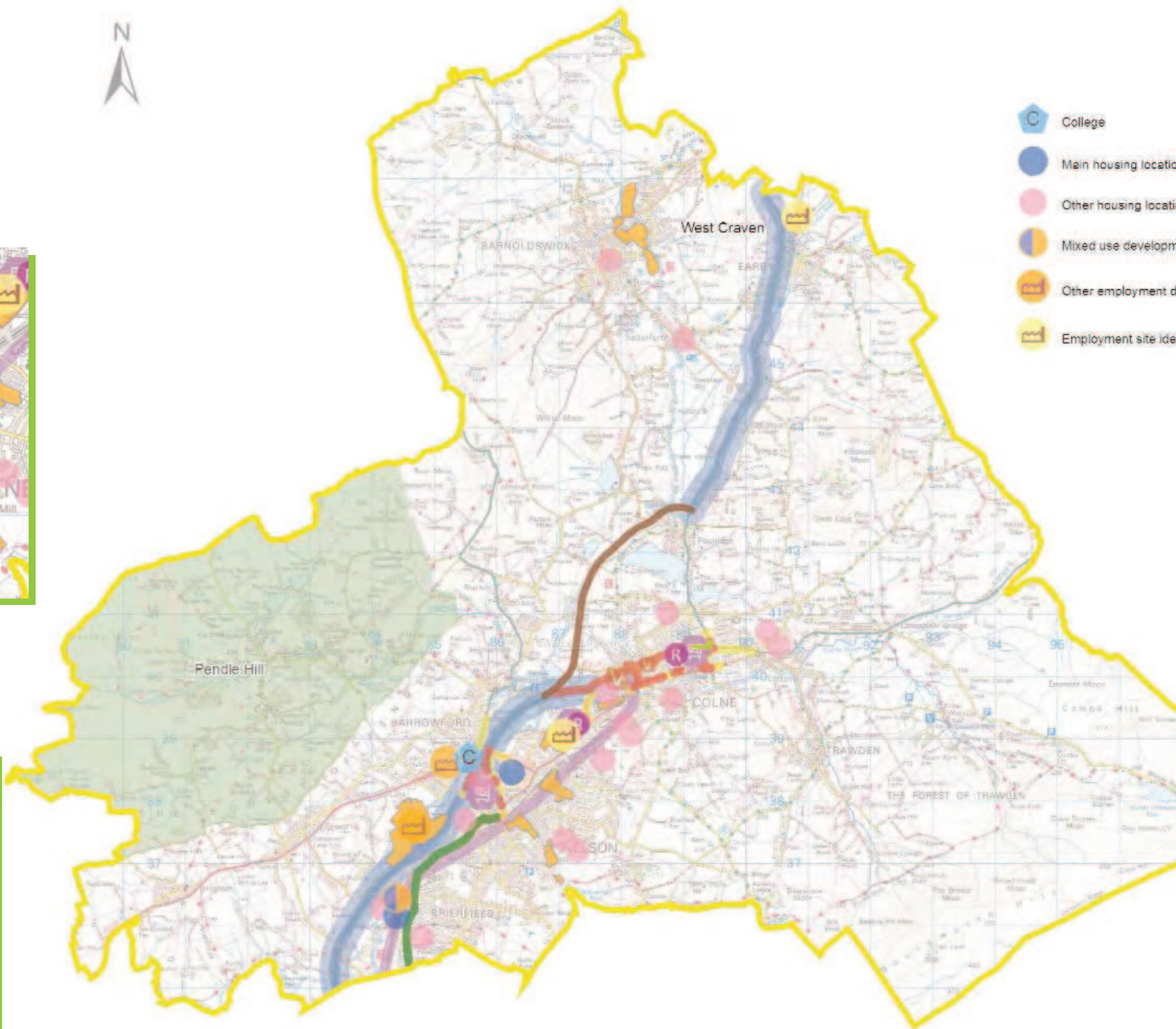
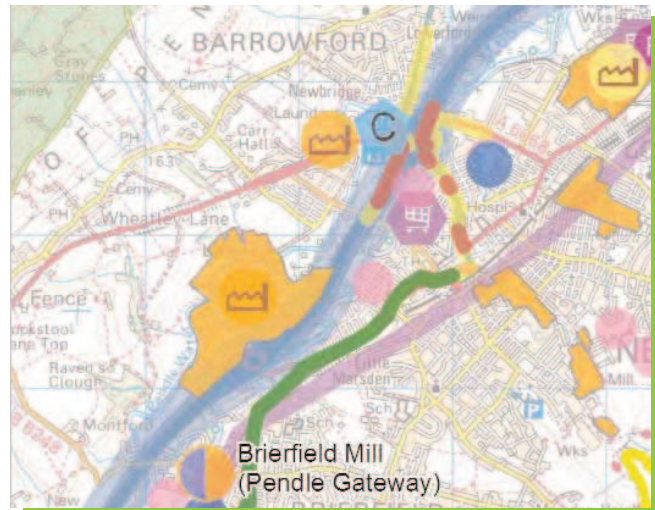


- College
- LEP development site
- Main housing location
- Other housing location
- Other employment development site
- Employment site identified in LDF
- Existing employment area
- Visitor attraction
- Retail park
- Major supermarket
- Supermarket
- Townscape Heritage Initiative
- Bus station improvements
- Severe congestion
- Congestion (see glossary)
- Bus corridor improvements
- Future highway improvements
- Rail Connectivity study
- Samesbury/Cuerden/Whitebirk Growth Triangle





Pendle

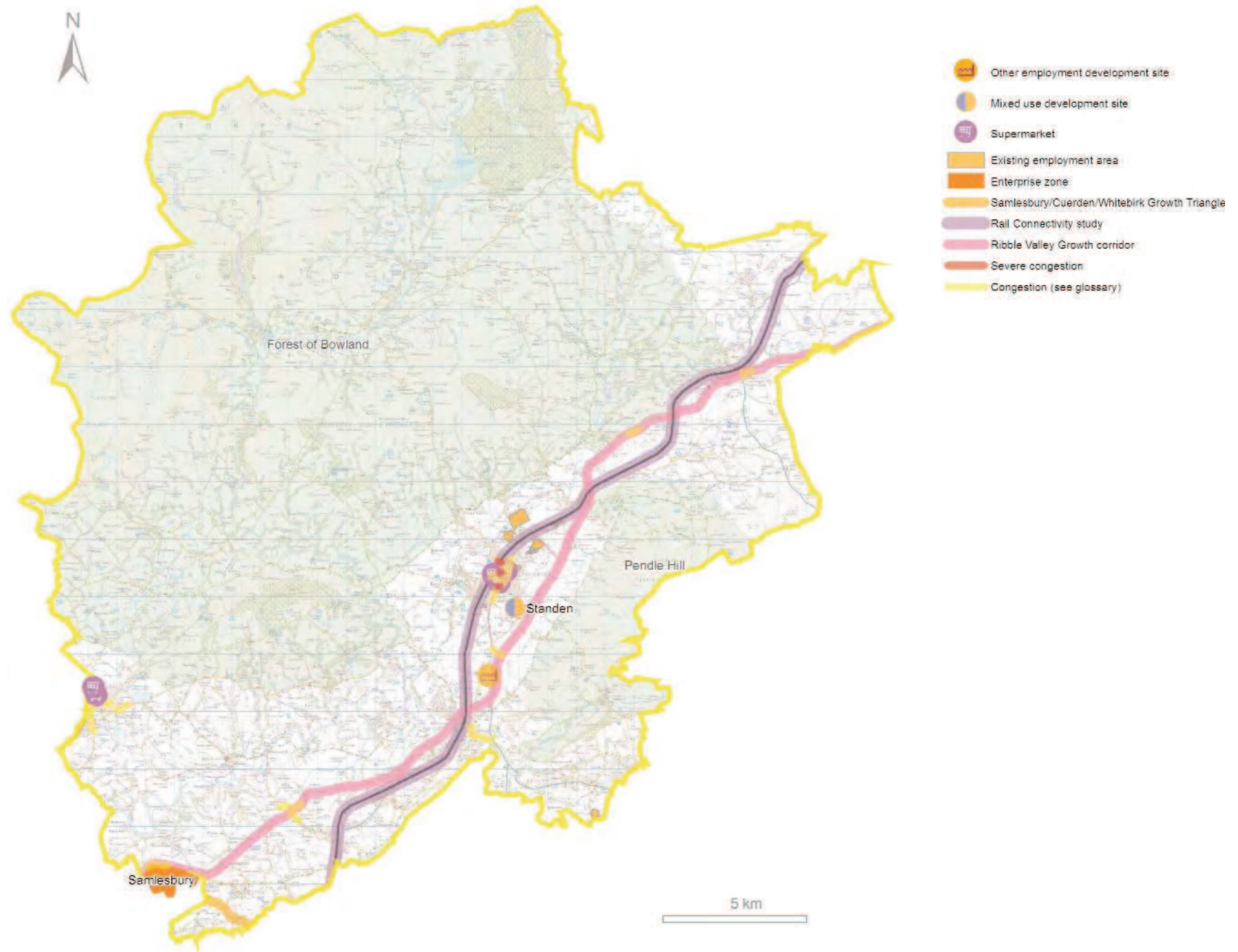


- College
- Main housing location
- Other housing location
- Mixed use development site
- Other employment development site
- Employment site identified in LDF
- Visitor attraction
- Retail park
- Major supermarket
- Existing employment area
- Air quality management area
- Congestion
- Severe congestion
- Future highway improvements
- Bus corridor improvements
- Rail Connectivity study

2.5 km

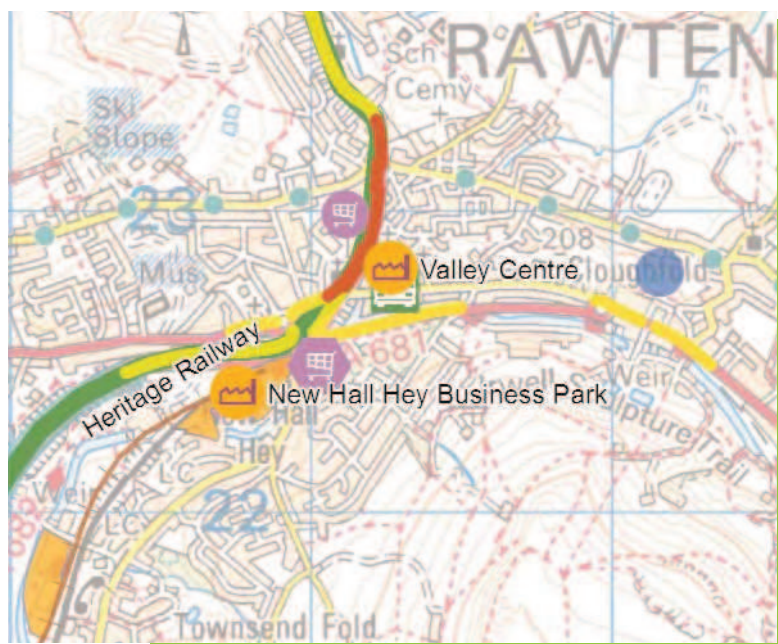
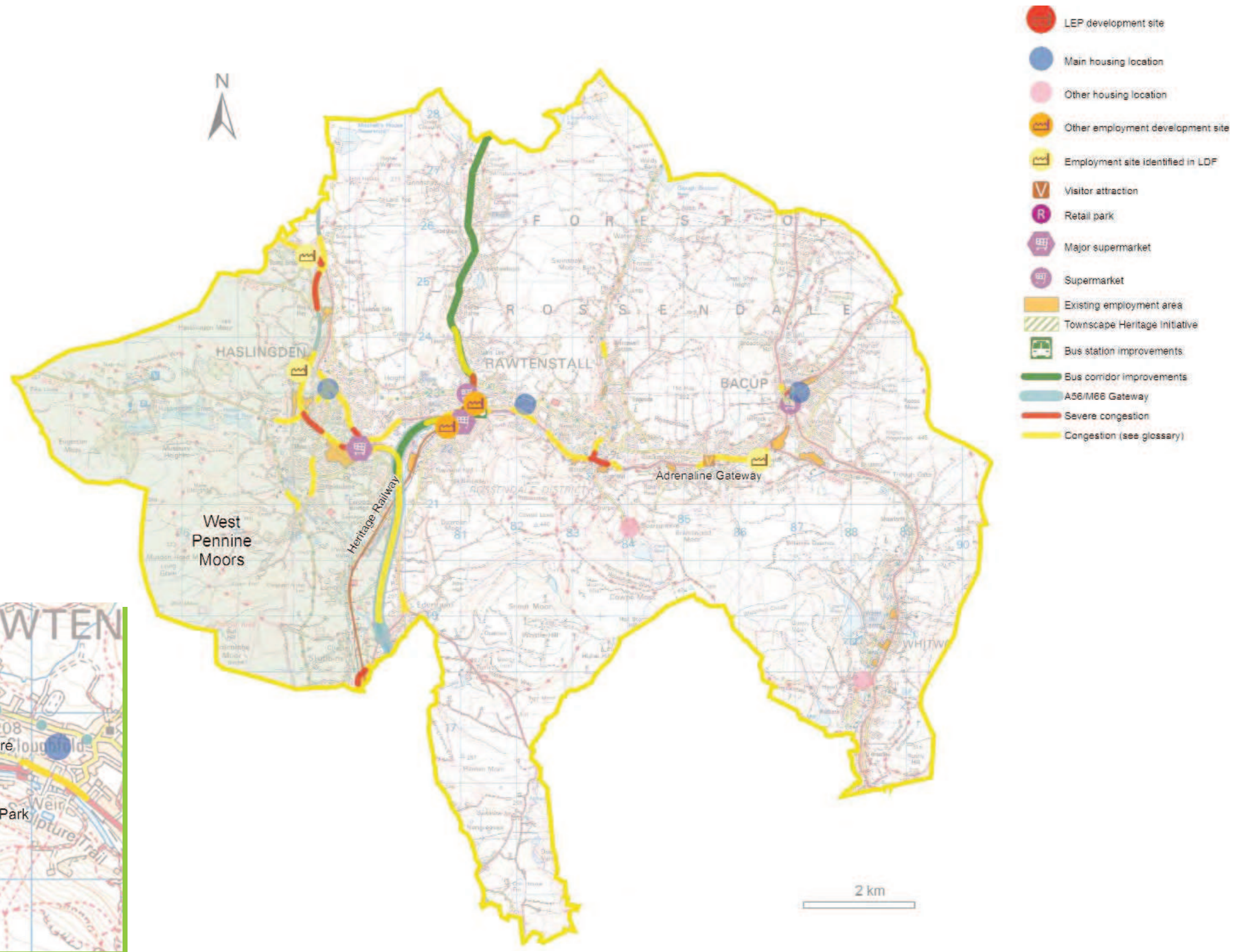


Ribble Valley





Rossendale





## Appendix 4 ~ Glossary

**Air Quality** ~ the condition of the air around us. Pollution is often a cause of poor air quality.

**Carbon Emissions** ~ carbon dioxide (CO<sub>2</sub>) and carbon monoxide (CO) produced by vehicles and industrial processes.

**Central Business District (CBD)** ~ the commercial centre of a city or large town, with the main concentration of offices and shops.

**CIL/S106 Developer Funding** ~ when new developments are planned, the developer may be required to make a payment towards facilities including transport schemes, flood defences, schools, health and social care facilities, green spaces and leisure centres. This was formerly through 'Section 106' agreements but is now through the Community Infrastructure Levy (CIL).

**Compulsory Purchase Orders (CPO)** ~ compulsory purchase orders allow certain bodies to buy land or property even where a land owner does not want to sell it. A CPO is a last resort and only used where taking the land is necessary and it is in the public interest.

**Congestion** ~ a condition on road networks that occurs as use increases, and is characterised by slower speeds, longer trip times, and increased queuing. The maps in this masterplan use the following definition based on average speeds during the peak hours.

Road type/speed limit	severe	congestion
Urban 30mph & 40 mph	<10mph	10 ~ 20 mph
50 mph & 60 mph	<20 mph	20 ~ 30 mph
Dual carriageways and motorways (70 mph)	<40 mph	40 ~ 50 mph

**Core Strategy** ~ the key compulsory local development document specified in United Kingdom planning law. It sets out the vision, objectives, strategy and policies that will manage development and use of land in an area. Every other local development document is built on the principles set out in the core strategy, regarding the development and use of land in a local planning authority's area.

**Economic Development** ~ long term actions to improve the standard of living and economic health of an area. Actions can involve many areas including education, infrastructure, competitiveness, environmental sustainability, social inclusion and health.

**Flood Zone 2** ~ the wider area of an extreme flood from rivers or the sea. These are areas which could be affected by a major flood, with up to a 0.1 per cent (1 in 1000) chance of occurring each year.

**Flood Zone 3** ~ the area that could be affected by flooding, if there were no flood defences. This area could be flooded:

- From the sea by a flood that has a 0.5 per cent (1 in 200) or greater chance of happening each year;
- or from a river by a flood that has a 1 per cent (1 in 100) or greater chance of happening each year.

**Green Belt** ~ an area of open countryside or farmland between urban areas, where development is restricted to limit urban growth and prevent separate urban areas joining together over time.

**High Speed Rail** ~ High Speed 2 (HS2) will be the UK's new high speed rail network, built initially between London and Birmingham. Phase 2 of HS2 will extend the route to Manchester and Leeds.

**Highway Authority** ~ an organisation legally responsible for looking after the highway network (roads, footways and cycle ways) in an area and which has certain legal powers as a result. In Lancashire, the County Council is the highways authority for most roads in the county.

**Independent Technical Assessment** ~ a technical document produced by another organisation that gives an evidence-based, independent and objective view of a proposed policy or scheme.

**Infrastructure** ~ the basic facilities needed for society to function, such as roads, railways, communications systems, electricity, gas and water supplies, and public buildings including schools.

**Integrated Transport (IT) Block** ~ Government capital funding provided to County and Unitary Councils for support for small-scale transport improvement schemes.

**Lancashire Enterprise Partnership (LEP)** ~ a public/private sector partnership which provides leadership for the county's economy and therefore has an important role in directing local economic development activity for job creation and growth.

**Local Development Framework (LDF)** ~ a set of documents setting out the policies and plans which will shape how an area develops and which make up the local plan for a local planning authority's area.

**Local Sustainable Travel Fund** ~ a government fund to support measures to encourage economic growth and reduce carbon emissions.

**Local Transport Plan** ~ a statutory document that sets out how the County Council will provide sustainable and accessible transport capable of supporting the county's economic growth over the next few years and beyond.

**Sustainable** ~ in this Masterplan, sustainable means something that "meets the needs of the present without compromising the ability of future generations to meet their own needs". Making plans, policies and schemes sustainable means balancing environmental, social and economic issues.

**Lancashire Advanced Engineering and Manufacturing Enterprise Zone** ~ the Enterprise Zone is made up of the two BAE Systems sites at Samlesbury and Warton. The Lancashire Economic Partnership (LEP) worked with BAE Systems to launch the Zone in April 2012, and it is intended to become a world class location for advanced engineering and manufacturing.

**Nature Conservation Value** ~ areas of the natural environment with valuable habitats or plant or animal species to be protected and enhanced that need to be considered by a planning authority when they are preparing their local plan and making decisions on planning applications.

**Park and Ride** ~ a system for reducing urban traffic congestion in which drivers leave their cars in parking areas on the outskirts of a town or city and travel to the city centre on public transport. Most park and ride is bus based; rail based sites are usually called 'Parkways'.

**Pinch Point Programme Funding** ~ part of the Government's growth scheme providing funding to tackle specific places on the national main road network where traffic congestion is at its worst.

**Rolling Stock** ~ the carriages and wagons that make up a train. The quality and capacity (the number of people or quantity of goods that can be carried) of rolling stock affects the level of service on a route.

**Side Roads Order (SRO)** ~ a legal order that allows a highway authority to make alterations to roads or other highways affected by a major road scheme including closing or diverting roads or private accesses affected by it.

**Spatial Planning** ~ how the public sector influences the distribution of people and activities in an area. It includes land use planning, urban planning, transport planning and environmental planning. Other related areas are also important, including economic development and community development. Spatial planning takes place on local, regional, national and international levels.

**Strategic Location** ~ a general location in a spatial plan where land has been allocated for major development, such as for housing or employment, but where there is as yet no detail of that development.



## Further Information

For further information on this and other Highway and Transport Masterplans covering Lancashire please contact:

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or search Local Transport Plan at: [www.lancashire.gov.uk](http://www.lancashire.gov.uk)





**CAPITAL PROGRAMME UPDATE**

**PROGRESS AS EXPECTED**

**2013/14 Capital schemes programmed for delivery in quarter 2**

17 out of the 18 capital schemes, due for delivery in quarter 2, have either been completed or are progressing as planned, and are detailed below. For details of the remaining schemes please see the 'Progress not as Expected' section below.

**Bridges**

- **Design and construction works have been carried out on the following schemes** – Walton Lane Railway, Nelson (Pendle Central) and Dam Head, Barnoldswick (West Craven).
- **West Close, Barnoldswick (West Craven)** – LCC have identified a technical framework consultant who will be commissioned to design a replacement bridge for construction in 2014/15. The progress of the scheme will be reviewed in quarter 3 2013/14.

**Urban Unclassified**

- **Carriageway resurfacing works have been carried out in the following locations** – Glenfield Road, Nelson (Pendle Central), Townley Street, Richard Street (Pendle West) and Arthur Street (Pendle North).

**A, B and C Roads**

- **Surface dressing works have been carried out in the following locations in Pendle West** – Cuckstool Lane, from Montford Road to the A6069, Brierfield; Noggarth Road from Wheatley Lane Road to Sandyhall Lane, Fence; and Spenbrook Lane Road, from Noggarth Road to Newchurch.

**Footways**

- **Works to replace pre cast concrete flags with tarmac have been carried out in the following locations** – Townley Street, Richard Street and Halifax Road (Pendle West); and Bank Street (Brierfield and Nelson North).

**Capital schemes carried over from 2012/13 for delivery in quarter 2 2013/14**

**Bridges**

- **Dam Head, Roughlee (Pendle West)** – site works to open a new replacement bridge have been completed. The bridge was opened in time for the new September school term.

**Urban Unclassified**

- **Norfolk Street, Nelson (Brierfield and Nelson North)** – carriageway resurfacing and work to improve the traffic calming humps have been carried out.

**Footways**

- **Lord Street, Brierfield (Brierfield and Nelson North)** – footway improvement works have been carried out.

**PROGRESS NOT AS EXPECTED**

**Capital schemes carried over from 2012/13 that were to be delivered in quarter 2 2013/14 but have now been delayed**

**Road Safety**

- **Fisher Moore High School - Oxford Road, Colne (Pendle Central)** – discussions with Pendle Borough Council have concluded and it is anticipated that works to improve the lighting of the cycle path will take place in quarter 4 2013/14.

**SERVICE UPDATE**

**Trading Standards**

**Petroleum Safety**

Petrol tanks at a disused petrol filling station in Nelson have been successfully decommissioned with the unused tanks now being foam filled. This follows lengthy negotiations with the land owner and the site operator (a car wash business), that resulted in prohibition notices being served under the Health and Safety at Work Act.

**Prosecutions**

A builder from Pendle pleaded guilty to offences relating to making false statements to consumers and the non-provision of cancellation rights. Two consumers received compensation prior to the case going to court, and the builder received a prison sentence of 6 weeks suspended for 12 months. Trading Standards also received a contribution to prosecution costs of £750.

There have also been 3 prosecutions of traders selling illicit tobacco in Pendle during quarter 2 2013/14, resulting in fines totalling £1070, with additional contributions made towards prosecution costs. All tobacco products were forfeited.

**Road and Street Maintenance - Pothole Repair**

2013/14	Apr	May	Jun	Jul	Aug	13/14 Target
<b>Pendle</b>						
Monthly % of potholes filled within 30 days	96%	100%	100%	100%	100%	90%
Total % of potholes filled within 30 days	96%	98%	99%	99%	99%	
<b>Lancashire</b>						
Total % of potholes filled within 30 days	99%					90%

The 2013/14 directorate year-end target for fixing potholes identified through Highway Safety Inspections (HSIs) within a 30 day period is 90%. This target is currently being achieved in Pendle and Lancashire.

In Pendle 771 potholes were identified through HSIs between April and August 2013, of which 764 (99%) were repaired within 30 days.

**Environment and Community projects**

**Bent Head Children's Allotment**

The allotment held a series of successful open days over the school summer holidays where the site was used by more than 100 people (children and families) to enjoy outdoor activities, learn about growing food, and try some healthy foods. Several local nurseries and a childminders group regularly used the site, and regular volunteer sessions helped maintain the site.

**LOCAL TRANSPORT PLAN: CAPITAL SCHEMES**

**PROGRESS UPDATE**

**M65 to Yorkshire Corridor Study**




The M65, which terminates just west of Colne, provides good road connections with Preston and Manchester via the A56/M66, however the sudden change from motorway to carriageway results in significant delays on the through route to Yorkshire and Leeds, with considerable congestion on the urban network within Colne. To gain a better understanding of any potential solutions to this, the county council commissioned an M65 to Yorkshire Corridor Study which has now been completed. The outcomes of this will be incorporated into the East Lancashire Highways and Transport Masterplan which is available for public consultation from 23 October 2013.

**Nelson to Rawtenstall Bus Corridor**

This study is being undertaken to identify issues affecting journey times and reliability in the Nelson to Rawtenstall section of the Colne-Manchester (X43) Bus Corridor. The study has been split into three parts, two of which have now been completed. The draft report for the third part of study is in the process of being issued and there will be short review period before the final versions are completed. The outcome of this study will be reviewed in quarter 3 2013/14.



**Member suggestions for the Pendle 2014/15 Capital Programme to be funded from the Local Priorities Response Fund**

<b>Key</b>	
	Indicates if a scheme has already been identified by officers, and therefore could be funded through the main capital programme
	Indicates if a scheme has been identified by officers but is unlikely to receive funding as it is a lower priority on the main capital programme ranking list
	Schemes proposed for funding from the Local Priorities Response Fund (see adjacent section for any remaining allocation available)
<b>"Rank"</b>	Suggested works which have been ranked based on condition

<b>"Draw the Line Exercise" - Potential Allocation Available for Pendle: £130,928</b>
Number of schemes proposed for funding from the Local Priorities Response Fund = 3 Total cost of schemes = £130,853. Remaining allocation available for schemes = £75
<b>Summary</b>
- Total number of member suggestions = 30 - Number of member suggestions which could be costed by officers = 15 - Total value of suggestions which could be costed by officers = £527,058

Whose Suggestion	Suggestion	Reason / Comment for suggestion	Officer comments regarding suggestion	Estimated Cost <small>(incl. overheads)</small>	Technical Ranking
<b>FOOTWAYS WORKS</b>					
No footway schemes have been identified					
<b>NON FOOTWAYS WORKS</b>					
CC Dorothy Lord	Gordon Street, Colne	Resurfacing works are required	Gordon Street, and adjoining roads in Colne - carriageway patch and surface dress	£29,875	1
CC Paul White	Zebra crossing on Skipton Road	A new zebra crossing on Skipton Road near the residential area or to move the existing crossing to a more suitable location.	Recommend a Puffin crossing	£71,700	2
CC Dorothy Lord	M65 Eastern end	High level of collisions due to motorists travelling too fast and not noticing queuing traffic	Recommend a combination of interactive (ie "QUEUING TRAFFIC AHEAD") signs and static signs and road markings directing motorists to use lane 2 for Boundary Mill and Colne.	£29,278	3
CC Christian Wakeford	Gisburn Road, Barrowford	High level of demand for crossing on this section of Gisburn Road near to Rushton Street which is near a school and shops.	Recommend a Puffin crossing	£59,750	4
CC Azhar Ali, CC Dorothy Lord	Birtwistle Avenue/Harrison/Tennyson Drive Nelson South	Excessive speeds	Local Network Management officers have been asked to provide scheme plans for measures that will reduce vehicle speeds on these roads. The accident record for Birtwistle Avenue shows 4 injury accidents in a 5 year period. This accident record and the results of speed surveys have influenced the relatively low ranking for this scheme. A detailed estimate is currently being prepared.	£59,750	5
CC David Whipp	Ghyll Lane, West Craven	Long history on this issue - numerous requests to carry out resurfacing works	Ghyll Lane - carriageway resurfacing. This road is a single carriageway road which is approximately 4metres wide with no footways. The road is a cul-de-sac and serves a church and farm accesses and as such is unlikely to be a high enough priority to be included on surfacing programmes.	£17,925	6
CC Dorothy Lord	Wheathead Lane Blacko between Stang Top and Gisburn Road	Resurfacing works are required	Wheathead Lane - carriageway surface dress	£29,875	7
Borough Cllr Smith CC Azhar Ali	Carlton Street, Nelson South	Resurfacing	This is a sett paved road which has kept its shape and keeps speed down. It's a low priority scheme but could be included in the reserve list to be resurfaced	£53,775	8
CC Azhar Ali	Westcliffe Walk, Nelson	Carriageway works	Westcliffe Walk , Nelson - carriageway surfacing	£5,975	9
CC Azhar Ali	Vicarage Road (front), Nelson	Carriageway works	Vicarage Rd (front), Nelson - carriageway surfacing	£10,755	10
CC Azhar Ali	Vernon Street, Nelson, between Brunswick Street and Ashford Street	Carriageway works	This is a sett paved road which has kept its shape and keeps speed down. It's a low priority scheme but could be included in the reserve list to be resurfaced	£17,925	11
CC Azhar Ali	Chapelhouse Road from the junction at Brunswick Street to roundabout at Larch Street, Nelson	Traffic calming scheme	Low priority as accident record is low	£35,850	12
CC David Whipp	Salterforth Lane	Long history on this issue - numerous requests to provide suitable surface	Salterforth Lane is a road maintained at public expense, however it is not clear what level it should be maintained to. Visual inspections confirm that it has never been maintained for regular vehicle use. An application to record this road as a bridleway is currently being processed and one objection has been received. Basic regarding of the severely rutted surface could be carried out to improve access for pedestrians.	£35,850	13
Borough Cllr Mohammad Hanif	Reedley Road	Parking bays to be made available in the area	Low priority – it is unsure whether there is a strong resident support for this scheme due to it's impact on trees and grass. The removal of cars from the carriageway of Reedley Road is likely to lead to an increase in vehicle speeds	£15,000	
<b>THE FOLLOWING ISSUES ARE EITHER: NOT SCHEMES / ARE NOT RECOMMENDED / ARE UNDER INVESTIGATION / OR ARE A REPEAT OF SCHEMES ABOVE</b>					
ALL who were present at the 3TF meeting	Colne to Skipton line (SELRAP)	If study (GRIP 2) shows that it is feasible to allocate money to next stage of feasibility work (GRIP 3?).		n/a	n/a
ALL who were present at the 3TF meeting	Enhance PROW/access to countryside	Enhance PROW/access to countryside recognising that they have an effect on tourism		n/a	n/a
ALL who were present at the 3TF meeting	M65/Valley Road extension and linked to Yorkshire/Colne By Pass including new slip roads onto M65 at J13, signalling at J13 and further study to examine possibility of extension from Foulridge to Yorkshire			n/a	n/a
Borough Cllr Smith CC Azhar Ali CC Azhar Ali	Ashford Street, Nelson South Bradshaw Street, Nelson	Resurfacing Resurfacing	This street was inspected but no defects were found. Already a high priority scheme on the suggested list of capital schemes for 2014/15.	n/a £53,775	n/a
CC Azhar Ali	Colne Road, Nelson South	Road safety issues/rat run/speed issues	Recent meeting on site with Cllr, Police and Local Network Management. Speed enforcement to be continued by the Police. No physical measure recommended.	n/a	n/a
CC Azhar Ali	Encourage cycling	Encourage cycling/increased Sustrans funding into the district.		n/a	n/a
CC Christian Wakeford	Maintain bus subsidies. Particularly in rural areas			n/a	n/a
CC David Whipp	Urban ginnels in Pendle	10 year programme of improvements to urban ginnels in Pendle, Apparently this is something that had started as part of Lancashire Local Pendle		n/a	n/a
CC David Whipp	Maintain existing standard of winter service		The LCC winter service will continue it's standard and aims to improve each year.	n/a	n/a
CC David Whipp	Keep on top of flooding issues and ensure culverts etc properly maintained			n/a	n/a
CC Paul White	Road from the Mews Care close to Ivegat, Colne	The road is cobbled and difficult for residents of the home to get out of when visiting Colne Town centre.	A Priority Neighbourhood funding bid has been successful and approved - stone flags are to be relaid and the wide gaps in cobbles are to be filled.	n/a	n/a
CC Paul White	Toucan/pelican crossing on Market Street, Colne	Replace the Zebra crossing with a toucan/pelican crossing In order to improve the traffic flow on Market Street,	It is appreciated that congestion is caused at busy times, it is considered preferable to have a zebra crossing at this location.	n/a	n/a
CC Paul White	Pedestrian Crossing on Byron Road		There is a crossing point nearby and taking this into account this request has been assigned a low priority.	n/a	n/a
CC Paul White	Turney Crook Mews, Colne (Pendle East)	Resurfacing works are required	This is the same as the Ivegat item which has gained Priority Neighbourhood funding as highlighted above.	n/a	n/a
CC Dorothy Lord	North Valley Estate	Cars speed through this area and use the estate as a cut through to avoid traffic. It was noted that Electronic signage has been recently placed in the area and speed bumps could also be introduced along with a Community Road Watch Scheme	REPEAT REQUEST: this is the same scheme as the Birtwistle Avenue/Harrison/Tennyson Drive Nelson South priority highlighted above	n/a	n/a
<b>Total value of schemes which could be costed</b>				<b>£527,058</b>	



