

## **LEP - Transport for Lancashire Committee**

**Friday, 10th June, 2016 in Cabinet Room 'B' - The Diamond Jubilee Room, County Hall, Preston, at 10.00 am**

### **Agenda**

#### **Part I (Items Publicly Available)**

- 1. Welcome and Apologies for Absence**
- 2. Minutes of the meeting held on 5th April 2016 (Pages 1 - 4)**
- 3. Matters Arising**
- 4. Declarations of Interest**
- 5. Department for Transport Large Local Major Transport Schemes: New Ribble Crossing Development Funding Bid (Pages 5 - 8)**
- 6. East - West Connectivity: Lancashire to North and West Yorkshire Draft Economic Study Brief (Pages 9 - 20)**
- 7. Any Other Business**
- 8. Date of Next Meeting**  
The next meeting is scheduled to be held on Thursday 13<sup>th</sup> September 2016, 10am, Cabinet Room 'B' - The Diamond Jubilee Room, County Hall, Preston.





## LEP - Transport for Lancashire Committee

**Minutes of the Meeting held on Tuesday, 5th April, 2016 at 10.00 am at the Cabinet Room 'B' - The Diamond Jubilee Room, County Hall, Preston**

### Present

County Councillor Jennifer Mein (Chair)

Graham Cowley  
Michael Damms

Councillor Fred Jackson  
Councillor Phil Riley

### Observers

Bruce Parker, Highways Agency

Heather Pritchard, Network Rail

### In Attendance

Leighton Cardwell, Jacobs

Dave Colbert, Specialist Advisor Transportation, Lancashire County Council

Tom Flanagan, Executive Director Place, Blackburn with Darwen Borough Council

Peter Hibbert, Jacobs

Martin Kelly, Director of Economic Development, Lancashire County Council

Mike Kirby, Director of Corporate Commissioning, Lancashire County Council

Andy Milroy, Company Services Officer, Lancashire County Council

Councillor Peter Rankin, Leader, Preston City Council

Jeremy Walker, Transport Policy Manager, Blackpool Council

### 1. Welcome and Apologies for Absence

The Chair, County Councillor Jennifer Mein, Lancashire County Council, welcomed all to the meeting. Apologies for absence were received from Richard Perry, Department for Transport (Observer). Heather Pritchard was welcomed to the meeting as the new Observer for Network Rail, replacing Tom Carberry. Officer apologies were noted from Alan Cavill.

### 2. Minutes of the meeting held on 2nd December 2015

**Resolved:** The minutes of the Committee meeting held on 2<sup>nd</sup> December 2015 were approved as an accurate record and signed by the Chair.

### 3. Matters Arising

None

#### 4. **Declarations of Interest**

None

#### 6. **Transport for the North Update**

*It was agreed to consider the Transport for the North Update as the first substantive item of the agenda.*

David Brown, Chief Executive of Transport for the North, gave a presentation on the recently formed Transport for the North body.

It was reported that the Cities and Local Government Devolution Act – January 2016 amended the Local Transport Act 2008, the amendment enabling the Secretary of State to establish by regulations a sub-national transport body (STB) for any area in England outside Greater London.

It is proposed to formally establish "Transport for the North" as an STB; officers are currently preparing an STB proposal including constitutional arrangements, functions and powers.

Transport for the North will continue to provide a platform for engagement and collaboration with Local Enterprise Partnerships (LEPs), businesses and private sector to shape and inform its strategy. In addition, there will be similar continuation of collaboration with national agencies such as Highways England, Network Rail, HS2 and the National Infrastructure Commission.

David stressed that the purpose of Transport for the North (TfN) is to draw functions down from central government, not take away any functions from existing local transport authorities. It is not proposed that transport functions exercisable by a local authority (or PTE) should be exercisable by TfN instead of by the local authority (or PTE), but it is suggested that some transport functions should be exercisable by TfN concurrently with the local authority. TfN will be about adding value at a pan-Northern level.

It is intended that the next steps will include creation of a draft proposal by July 2016 for submission to the Department for Transport to review and prepare a Draft Order (Statutory Instrument) with the Statutory Instrument drafting and Parliamentary Stages beginning in October 2016, with an anticipated completion date of Spring 2017.

Committee Members welcomed the presentation and the opportunity to contribute, on behalf of Lancashire, to the development of TfN through the consultation stages.

**Resolved:** That the Transport for the North presentation and update be noted.

## 5. Blackpool Tramway Extension - Conditional Approval Application

Peter Hibbert and Leighton Cardwell from the consultants Jacobs presented a report (circulated) regarding the Blackpool Tramway Extension application seeking conditional approval.

It was reported that the Blackpool Tramway Extension scheme will provide a new link from the current tramway on the Promenade adjacent to the North Pier along Talbot Road to Blackpool North station.

The projected outturn capital cost of the Blackpool Tramway Extension scheme as set out in the Outline Business Case could rise from the £18.2m advised at Programme Entry to £24m; the agreed capital contribution from the Local Growth Fund through the Lancashire Growth Deal is £16.4m. Blackpool Council has confirmed that it will meet the balance, but has requested that the Lancashire Enterprise Partnership consider allocating any future Growth Deal underspend or additional funding to support the scheme, to the extent that it becomes necessary at Full Approval. The current local contribution amounts to just over 31% of the total projected scheme capital cost.

Jacobs have undertaken an independent assessment of the Outline Business Case on behalf of the LEP. Jacobs confirmed they were satisfied that the project had been developed to the expected standard in most areas and recommended that Conditional Approval be granted to enable the scheme to progress to Full Business Case submission. The revised scheme is predicted to deliver high value for money with a benefit to cost ratio of 2.86; it also has the potential to generate between £400,000 and £700,000 of wider economic benefits per annum for the local economy.

Jacobs advised that a number of conditions would need to be addressed as part of the Full Business Case submission, including confirmation of scheme funding arrangements once final costs are known.

**Resolved:** The Committee considered the Outline Business Case report prepared by Jacobs and recommended that the Lancashire Enterprise Partnership (LEP) Board grant the scheme Conditional Approval at its meeting to be held later on Tuesday 5<sup>th</sup> April 2016.

## 7. Lancashire Strategic Transport Prospectus / Budget 2016

Dave Colbert, Specialist Advisor Transportation, Lancashire County Council, gave an update on the Lancashire Strategic Transport Prospectus and informed the Committee that Transport for the North has endorsed the wider objectives of the Prospectus. It is considered that the Prospectus is well positioned with regard to any developments with the wider Northern Powerhouse agenda. It was also reported that the Prospectus has now been published.

With regard to the Chancellor's Budget announcement in March, it was reported that the Budget statement confirmed the opportunity to bid for funding to support development and delivery of large local major infrastructure transport schemes.

In addition, the Government has published an initial investigation examining the feasibility of extending HS2 to Scotland. Transport for Lancashire will need to consider the implications for Preston and Lancaster in the future should this progress.

**Resolved:** The Committee noted the update regarding Lancashire's Strategic Transport Prospectus and the Chancellor's Budget Statement for 2016.

**8. Any Other Business**

None

**9. Date of Next Meeting**

It was noted that the next Committee meeting was scheduled to be held on Friday 10<sup>th</sup> June 2016, 10am in Cabinet Room 'D' – The Henry Bolingbroke Room, County Hall, Preston.

**10. Blackpool Tramway Extension - Draft Outline Business Case**

**Resolved:** The Committee noted the additional Part II documentation provided in relation to the Blackpool Tramway Extension submission.



## LEP – Sub Committee

### Transport for Lancashire Committee

**Private and Confidential: NO**

Date: Friday 10<sup>th</sup> June 2016

### **Department for Transport Large Local Major Transport Schemes: New Ribble Crossing Development Funding Bid**

(Appendix 'A' refers)

**Report Author: Dave Colbert, Specialist Advisor Transportation**  
[dave.colbert@lancashire.gov.uk](mailto:dave.colbert@lancashire.gov.uk)

#### **Executive Summary**

Budget 2016 announced the launch of a competitive process to access the £475m fund for large local major transport schemes. Funding is available for exceptionally large, potentially transformative local schemes that are too big to be taken forward within regular Growth Deal allocations. Given the selection criteria, it is considered that the New Ribble Crossing is the only scheme in the Lancashire Strategic Transport Prospectus within scope for a bid for development funding.

#### **Recommendation**

The Committee is asked to recommend that the Lancashire Enterprise Partnership Board agree the submission of a bid to the Department for Transport's Large Local Major Transport Schemes Fund for development funding to support the preparation of a fully worked up Outline Business Case for the New Ribble Crossing.

#### **Background and Advice**

Budget 2016 announced the launch of a competitive process to access the £475m fund for large local major transport schemes, part of the Government's £12bn Local Growth Fund. The aim of this fund is to provide funding for exceptionally large, potentially transformative local schemes that are too big to be taken forward within regular Growth Deal allocations and therefore genuinely unaffordable by other means. The £475m is profiled from 2016/17 to 2020/21 and back loaded, with £10m available in 2016/17 and £280m available in 2020/21.

Bids can be for scheme development costs, or, if an Outline Business Case is already complete, for funding to prepare and construct a scheme. The Department for Transport (DfT) recognises that some schemes may require funding beyond 2020/21 and will take that into account when funding decisions are made. DfT is



inviting bids from Local Enterprise Partnerships (LEPs), but bids will need to have the support and commitment of the proposed delivery body. Whilst there is no restriction on the number of bids per LEP area, LEPs need to consider carefully capacity to progress more than one scheme.

DfT has not set out rigid eligibility criteria but will sift out schemes according to whether they are genuinely 'otherwise unaffordable' by other means. In addition DfT will be strongly guided by the following factors:

- The size of the scheme relative to the size of the LEP, the minimum cost threshold for the largest LEPs, including Lancashire, being £75m. This is not an absolute, but there will be a presumption that funding for schemes below this level should be sought through regular Growth Deal rounds.
- The indivisibility of the scheme. Where a scheme could be taken forward over a longer time period through regular Growth deal rounds, the onus is on the applicant to make the case as to why this would be undesirable. DfT will not consider packages of individual schemes aggregated to meet the guideline threshold.
- The availability of other local funding, for example, the flexibility of single pots or additional funding secured through a devolution deal.
- The ability of a scheme to be progressed and prioritised through other Government funding. There is therefore a presumption against schemes on the national rail or strategic road networks. However, bids for schemes at the interface between national and local networks, for example, involving motorway junctions, are eligible. There is also a potential overlap with the second Road Investment Strategy (RIS2).

Once DfT is satisfied that a scheme meets the 'otherwise unaffordable' test, bids for development costs will be considered in accordance with the following criteria:

- **Strategic Case:** evidence to date and alignment with the strategic Economic Plan and wider LEP strategies;
- **Economic Case:** value for money evidence, including the likely scale of costs and benefits that could come from any available Strategic Outline Business Case;
- **Financial Case:** the size of any local contribution proposed. DfT is unlikely to fund bids that propose no local contribution. DfT will consider the robustness of costings for development work.
- **Management Case:** the timescale for producing an Outline Business Case, its robustness and realism.

DfT will also consider the existing level and breadth of support for a scheme, from key stakeholders including the public and businesses, and not just letters of support for the bid but evidence of previous support, campaigns etc.





Large Local Major Scheme funding is not subject to the requirements of the LEP Assurance Framework as all necessary scrutiny will be undertaken by the DfT. Not every scheme that is successful in securing development funding will necessarily receive funding for construction, nor will a scheme need to get development funding in order to bid for construction funding, for example, if the Outline Business Case is produced without DfT funding.

The bulk of the funding is available from 2017/18 onwards; only schemes at an advanced stage of business case development and that could make rapid progress during 2016/17 towards producing a complete Outline Business Case were eligible to bid for funding in 2016/17. The deadline for bids for funding from 2017/18 is concurrent with Growth Deal 3 submissions, ie 21<sup>st</sup> July 2016.

Alongside the Budget, the DfT issued a note setting out the aims and process for preparing the second Road Investment Strategy (RIS2). Some local schemes may be in scope, where it can be clearly demonstrated that the local scheme in question would be of benefit to the Strategic Road Network. Bidders are asked to identify in their application whether their scheme could be within the scope of RIS2 and why, although decisions on entry to RIS2 will be separate and one will not necessarily affect the other.

With one exception, the priorities set out in the Lancashire Strategic Transport Prospectus are considered to be outwith the scope of the Large Local Major Transport Schemes fund. The majority are either schemes on the national rail network or the Strategic Road Network. The New Ribble Crossing is that exception, and it is proposed that the Lancashire Local Enterprise Partnership submit a bid for development funding from 2017/18 to produce a fully worked up Outline Business Case for the scheme. A feasibility study is currently underway, due for completion by April 2017.

The New Ribble Crossing is considered to meet all of the factors that the DfT will take into account when selecting schemes:

- It will cost considerably in excess of £75m to construct;
- It is not divisible;
- There are no alternative local funding routes available for a scheme of this magnitude, the possible exception being the Road Investment Strategy;
- Subject to inclusion in the Road Investment Strategy, the scheme could not access any other Government funding.

Work is underway to produce a robust cost estimate and delivery timescale for the development of an Outline Business Case. The Preston, South Ribble and Lancashire City Deal Infrastructure Delivery Plan 2015/18 includes £2m for the feasibility study and work to take the project forward through consultation to concept design approval. Some of this funding, potentially up to £1m, could be available as a local contribution.



## Appendix A: New Ribble Crossing

Construction of a new crossing of the River Ribble to the west of Preston will link together the Preston Western Distributor and the South Ribble Western Distributor roads via a completed Penwortham Bypass, thereby providing a continuous dual carriageway route for local traffic between the M6/M65 at Cuerden and the M55 near Bartle to the west of Preston.

The Preston, South Ribble and Lancashire City Deal is underpinned by significant new investment in the local transport network with a number of schemes either already delivered or under construction, and others in preparation. The Central Lancashire Highways and Transport Masterplan sets out a comprehensive, integrated transport strategy for the area specifically aimed at supporting economic growth. Integral to both Masterplan and City Deal is the creation of a distributor road to the west of the Preston urban area that will link together many of the strategic development sites to be delivered through the Central Lancashire Local Plan by 2026, including strategic housing locations in North West Preston and at Penwortham/Farington in South Ribble.

The City Deal has enabled construction of the Preston Western Distributor and South Ribble Western Distributor schemes to be accelerated. Whilst delivery of the City Deal is not predicated on a new crossing of the River Ribble, the scheme has the potential to support significant further development in Central Lancashire and its environs beyond the current Local Plan period to 2026. Lancashire County Council and partners have therefore begun to investigate whether a new Ribble Crossing could progress more quickly and how such a project might be funded. A feasibility study is currently underway, due for completion by April 2017. This will include the rationale for selecting a bridge option over a tunnel. Lower cost options such as a single carriageway scheme will also be assessed. The bridge option will include segregated provision for pedestrians and cyclists. Due to the nature and scale of the potential crossing, phased options are not considered appropriate.

From a highways perspective, a new river crossing will provide substantial relief to Preston's road network, particularly in and around the Riversway / Docklands area where through traffic and city centre bound traffic currently combine to cause congestion at peak times. Here the network also caters for cross-river commuting movements between South Ribble / West Lancashire and the Fylde Coast, including major employers such as Westinghouse UK Ltd at Springfields and BAE Systems at Warton, as well as Preston city centre.

Early indications using the traffic model developed as part of the Preston Western Distributor Business Case preparation suggest a new crossing of the River Ribble will have a significant positive impact on the Strategic Road Network to the west and north of Preston (the M6 and M55). It would also facilitate better management of traffic in the event of major incidents on the M6 between Junctions 29 and 32, which currently cause Preston and much of South Ribble to suffer extreme traffic delays given limited extant river crossing capacity on the local road network.



## LEP – Sub Committee

### Transport for Lancashire Committee

**Private and Confidential: NO**

Date: Friday 10<sup>th</sup> June 2016

### **East – West Connectivity: Lancashire to North and West Yorkshire Draft Economic Study Brief**

(Appendix 'A' refers)

**Report Author: Dave Colbert, Specialist Advisor Transportation**  
[dave.colbert@lancashire.gov.uk](mailto:dave.colbert@lancashire.gov.uk)

#### **Executive Summary**

There is growing interest in the strategic east-west transport corridor linking Lancashire with North Yorkshire and the Leeds City Region. However, the corridor is not covered specifically by any of the Department for Transport led studies announced in the Road Investment Strategy in December 2014 as none of the Trans-Pennine routes within it are part of the Strategic Road Network. Furthermore, work currently underway by Transport for the North as part of the development of the Northern Transport Strategy has to date focused principally on rail links between the North's core cities of Leeds, Liverpool, Manchester, Newcastle and Sheffield together with Hull and Manchester Airport, and the Strategic Road Network.

A study group comprising Lancashire and North Yorkshire County Councils and the West Yorkshire Combined Authority in conjunction with the Lancashire, York-North Yorkshire-East Riding and Leeds City Region Local Enterprise Partnerships have prepared the attached project brief for a shared analysis to identify the potential economic benefits that might arise across the North of England from improved transport links between Lancashire and North and West Yorkshire. Its outputs will assist with identifying whether a strategic case exists for new interventions on both road and rail networks.

#### **Recommendation**

The Committee is asked to recommend that the Lancashire Enterprise Partnership (LEP) Board support the commissioning of the East – West Connectivity: Lancashire to North and West Yorkshire Economic Study, with the LEP agreeing to fund Lancashire's contribution from its strategic case-making budget.



## Background and Advice

There is growing interest in the strategic east-west transport corridor linking Lancashire with North Yorkshire and the Leeds City Region. This 'Central' Trans-Pennine Corridor comprises the M65/A56/A6068, A59 and A683/A687/A65 roads and parallel railways, including the Calder Valley line linking Preston, Blackburn and Burnley with Bradford and Leeds via Hebden Bridge and the line linking Lancaster with Leeds via Skipton. Several long-standing aspirations for improved connectivity by both road and rail currently exist and a number of schemes have been considered in the past.

The Lancashire Strategic Transport Prospectus, launched in February 2016, acknowledges this growing interest. The North Yorkshire County Council Strategic Transport Prospectus likewise identifies improving east – west connectivity, including Trans-Pennine links, as a strategic transport priority. However, the corridor is not covered specifically by any of the Department for Transport led studies announced in the Road Investment Strategy in December 2014 and being taken forward in partnership with Transport for the North as none of the Trans-Pennine routes within it are part of the Strategic Road Network. Furthermore, work currently underway by Transport for the North as part of the development of the Northern Transport Strategy has to date focused principally on rail links between the North's core cities of Leeds, Liverpool, Manchester, Newcastle and Sheffield together with Hull and Manchester Airport, and the Strategic Road Network.

Road links in the corridor tend to follow historic routes dictated by topography rather than travel demand. Most are poorly aligned and unsuitable for carrying large volumes of traffic, particularly heavy goods vehicles. Main line rail links are likewise constrained by topography, with low line speeds, ageing infrastructure and capacity constraints having a significant impact on journey times and reliability. Both are of a much lower quality than those further south that link Liverpool and Manchester with Leeds, Sheffield and the Humber ports. Consequently, there is a strong perception locally that the transport network hinders the efficient movement of people and goods, and that this poor connectivity is having a negative impact on economic development and regeneration.

A study group comprising Lancashire and North Yorkshire County Councils and the West Yorkshire Combined Authority in conjunction with the Lancashire, York-North Yorkshire-East Riding and Leeds City Region Local Enterprise Partnerships have prepared the attached project brief for a shared analysis to identify the potential economic benefits that might arise across the North of England from improved transport links between Lancashire and North and West Yorkshire.

The analysis will develop an understanding of the scale and nature of the wider economic benefits that could arise if transport connectivity and capacity in the 'Central' Trans-Pennine Corridor are significantly enhanced, particularly in terms of reduced centre to centre travel times by both rail and road. Such wider benefits could include increased agglomeration potential, enhanced productivity and ability to attract new growth sectors, improved access to labour markets and job creation, and



hence GVA uplift. Its outputs will therefore assist with identifying whether a strategic case exists for new interventions on both road and rail networks.

The analysis is estimated to cost in the region of £50,000 and should take three months to complete. Discussions with partners in North and West Yorkshire to finalise individual funding contributions are nearly complete. LEP Board approval will be sought to support the Lancashire funding contribution to the study. Once shared funding arrangements have been agreed, it is proposed that Lancashire County Council will commission the work.



## **LANCASHIRE TO NORTH AND WEST YORKSHIRE: 'CENTRAL' TRANS-PENNINE TRANSPORT CORRIDOR**

### **EAST WEST CONNECTIVITY ECONOMIC STUDY BRIEF**

#### Background

The Lancashire Strategic Transport Prospectus, launched in February 2016, acknowledges that there is growing interest in the strategic east-west transport corridor linking Central and East Lancashire with North Yorkshire and the Leeds City Region. The North Yorkshire County Council Strategic Transport Prospectus likewise identifies improving east – west connectivity, including Trans-Pennine links, as a strategic transport priority.

This 'Central' Trans-Pennine Corridor comprises the M65/A56/A6068, A59 and A683/A687/A65 roads and parallel railways, including the Calder Valley line linking Preston, Blackburn and Burnley with Bradford and Leeds via Hebden Bridge and the line linking Lancaster with Leeds via Skipton. Several long-standing aspirations for improved connectivity in the corridor by both road and rail currently exist and a number of local schemes have been considered in the past. However, the corridor is not covered specifically by any of the Department for Transport led studies announced in the Road Investment Strategy in December 2014 and being taken forward in partnership with Transport for the North as none of the Trans-Pennine routes within it form part of the Strategic Road Network. Furthermore, work currently underway by Transport for the North as part of the development of the Northern Transport Strategy has to date focused principally on rail links between the North's core cities of Leeds, Liverpool, Manchester, Newcastle and Sheffield together with Hull and Manchester Airport, and the Strategic Road Network.

Road links between Lancashire and North and West Yorkshire tend to follow historic routes dictated by topography rather than travel demand; most are poorly aligned and unsuitable for carrying large volumes of traffic, particularly heavy goods vehicles. Main line rail links are likewise constrained by topography, with low line speeds, ageing infrastructure and capacity constraints having a significant impact on journey times and reliability. Both are of a much lower quality than those further south that link Liverpool and Manchester with Leeds, Sheffield and the Humber ports. Consequently, there is a strong perception locally that the transport network hinders the efficient movement of people and goods, and that this poor connectivity is having a negative impact on economic development and regeneration.

This brief has been prepared by a study group comprising Lancashire and North Yorkshire County Councils and the West Yorkshire Combined Authority in conjunction with the Lancashire, York-North Yorkshire-East Riding and Leeds City Region Local Enterprise Partnerships. It specifies the parameters and outputs for a shared analysis to identify the potential economic benefits that might arise across the North of England from improved transport links between Lancashire and North and West Yorkshire with the aim of strengthening the strategic case for intervention in

terms of both rail and road improvements, thereby informing the development of future investment programmes.

### Area of Interest

The study will focus principally on east-west Trans-Pennine transport links between Lancashire and North and West Yorkshire, set within the wider context of work already underway in other Trans-Pennine corridors. It covers that area roughly north of a line drawn between Preston and Leeds and south of a line drawn between Morecambe Bay and York, with the M6 / West Coast Main Line and M1/A1(M) / East Coast Main Line defining the western and eastern boundaries respectively. The Lancashire, York-North Yorkshire-East Riding and Leeds City Region Local Enterprise Partnership areas collectively have a resident population of almost 5 million and are home to some 170,000 businesses generating economic activity valued at over £100bn per annum, representing one third of the GVA created in the wider Northern Powerhouse.

### Work Required

This commission will need to build upon work already undertaken to develop an understanding of the scale and nature of the wider economic benefits that could arise if transport connectivity and capacity in this 'central' Trans-Pennine corridor are significantly enhanced, particularly in terms of reduced centre to centre travel times by both rail and road. Such wider benefits could include increased agglomeration potential, enhanced productivity and ability to attract new growth sectors, improved access to labour markets and job creation, and hence GVA uplift. This will require a full understanding of the current level of interdependency / interaction and how this might change in the future in a 'Northern Powerhouse' context, including the extent to which existing transport networks may be constraining economic growth and therefore the potential for transformational change.

In undertaking the work, the consultant should:

- Consider the implications of Transport for the North's Independent Economic Review (IER) and make particular reference to the prime and enabling capabilities outlined therein and how these sectors will be impacted by improved east-west transport connectivity;
- Consider the implications of relevant Strategic Economic Plans and Growth Deals within the corridor together with other major growth initiatives of relevance such as the Preston, South Ribble and Lancashire City Deal and Local Plans;
- Identify specific strengths and weaknesses with regard to skills across the corridor in question, again with reference to (but not exclusively) IER capabilities, in order to demonstrate where potential transport connectivity enhancements can add value to industries and better enable access to skills and to employment and education/training opportunities;



- Identify sectorial clusters, innovation hubs, Enterprise Zones and other strategic development/housing locations and supply chains that could be developed further as a result of improved east-west transport connectivity; and
- Identify wider links to national and international markets that might benefit from enhanced transport connectivity to major cities both within and beyond the North, including London, international airports and major ports.

The study should also take account of other pan-Northern aspirations including, for example, freight and logistics and the visitor economy.

The study will need to clearly articulate the issues and barriers to economic growth currently evident as a result of existing transport connectivity. It should outline an overarching rationale for investing in transport in order to unlock productivity and agglomeration benefits associated with increased economic activity, whilst taking account of relevant environmental, sustainability and social / distributional factors.

Whilst specific schemes are not to be identified, the study should consider a range of transport investment scenarios in relation to employment and GVA growth such that the implications of each scenario can be fully articulated in economic growth terms. Such scenarios could include 'do nothing', improvements to highway infrastructure, improvements to rail infrastructure and improvements to both highway and rail infrastructure. Each scenario should establish an overall timescale for realising these outcomes, with opportunities identified to accelerate the delivery of potential growth benefits. The study should identify a recommended course of action based on the most cost efficient scenario relative to the potential for growth in productivity (GVA), agglomeration and employment. This will assist the client group in identifying specific potential interventions for further development.

In terms of rail, centre to centre considerations should build on existing study work undertaken to identify Conditional Outputs, including the East Lancashire Rail Connectivity Study and Burnley-Colne-Skipton Railway Conditional Outputs Statements and not be limited to those linked by a direct rail service. Indirect journey pairings, for example, Preston to Skipton and Skipton to Manchester should be incorporated. In terms of rail freight, the value of providing increased Trans-Pennine capacity and capability should be taken into account. For road, the focus could be on the wider economic benefits of reducing free-flow centre to centre journey times by, for example, a minimum of 10 minutes and by between 15 and 20 minutes for journeys in traffic, for both passenger vehicles and freight.

### M65 Junctions 2 to 6

In addition to the above, the Lancashire Enterprise Partnership in conjunction with Lancashire County Council and Blackburn with Darwen Borough Council wish to understand whether there is a stand-alone wider economic case for upgrading the M65 between Junctions 2 and 6 to a full three lane motorway throughout. The predominantly two lane section between the M61 (Junction 2) and Whitebirk (Junction 6) is increasingly becoming a bottleneck, reducing the ability of the M65 to function as a key gateway for East Lancashire. Traffic has grown consistently by around 4% per annum since the motorway's completion in 1997, and evidence now

suggests that the current level of demand, particularly at peak times, is causing congestion, with some junctions at or near capacity.

Note this piece of work to be priced separately.

## Road Network

The Strategic Road Network in the corridor is limited, comprising part of the M65 together with the A56/M66 route linking East Lancashire with the M60/M62 north-east of Manchester. The M65 forms the economic spine of East Lancashire, connecting the towns of Blackburn, Accrington, Burnley, Nelson and Colne with the M6 and M61 motorways at Bamber Bridge near Preston. It plays an essential role in the local economy, connecting people and businesses internally as well as providing the primary means of access to the M6, particularly for freight. However, unlike most motorways, the M65 is not three lanes throughout, with reduced capacity on some sections, particularly between the M61 and Junction 6 at Whitebirk and between Junction 9 and its terminus at Colne.

The M65 ends abruptly at Colne, the continuation across the Pennines into North Yorkshire and the Leeds City Region provided by the A6068 and A56 routes linking with the A629 at Cross Hills in Airedale and the A59 at Broughton west of Skipton respectively. Neither of these routes are of a sufficient standard to function effectively as inter-regional routes; congestion in the North Valley area of Colne is a particular issue with standing traffic affecting local air quality and the route effectively severing the North Valley housing estate from all amenities in the town. However, taken together the A56/A59 and A6068 routes, which are only 8km apart, comprise the most heavily trafficked Trans-Pennine road corridor after the M62 with a combined traffic flow of around 26,000 vehicles per day.

The A6068 rises to an altitude of 270 metres where it crosses into North Yorkshire before passing through the communities of Cowling, Glusburn and Cross Hills in Craven District, where it meets the A629/A650 'Airedale' route. The 'Airedale' route itself has been progressively upgraded to dual carriageway standard for much of its length between Cross Hills and Cottingley. However, onward connectivity through Shipley to both Bradford and Leeds is along predominantly single carriageway urban roads.

The A56 heads in a northerly direction from the A6068 in Colne through the villages of Foulridge, Kelbrook and Earby before crossing into North Yorkshire at Thornton-in-Craven to meet the A59 at Broughton. Significant lengths of the poorly aligned single carriageway road are subject to a speed limit of 40 mph or less with limited opportunities for safe overtaking. In the villages, issues of road safety, noise, air quality and severance arise from the conflict between through traffic and the needs of the local communities.

East of Preston, the A59 is a former trunk road that runs generally in a north-easterly direction from the M6 at Junction 31 through the Ribble Valley to Whalley and Clitheroe before crossing into North Yorkshire, where it is joined by the A56 at Broughton. The route has been improved considerably in Lancashire over the last

30 years and for much of its length is a high standard single carriageway road with the effects of long inclines relieved by climbing lanes. There are short lengths of dual carriageway between the M6 and Samlesbury and at Barrow between Whalley and Clitheroe. Apart from Copster Green and Gisburn, all communities along the route have been bypassed. The Ribble Valley is an important source of high value labour for both Central and East Lancashire, with the Enterprise Zone site at Samlesbury accessed directly from the A59. There are increasing development pressures in Ribble Valley, particularly for new housing.

In its Strategic Transport Prospectus, North Yorkshire County Council is proposing an A59 east-west bypass of Harrogate and Knaresborough to improve connectivity and address congestion in the urban area together with additional overtaking lanes on the A59 between Harrogate and Skipton. A longer term aspiration is to upgrade the route between Harrogate, an improved interchange with the A1(M) at Junction 47 and York to a dual carriageway. The York, North Yorkshire and East Riding Strategic Economic Plan identifies the A59 as part of the priority east-west corridor across North Yorkshire (Scarborough / Hull to York, Harrogate and Skipton / Lancashire). The County Council considers that journey time reliability is the main issue to be addressed and has identified the potential for three additional climbing lanes between Harrogate and Skipton, including a major realignment at Kex Gill west of Blubberhouses.

The A65 is a former trunk road that still functions as an important inter-regional link between Cumbria and Yorkshire, including for freight. It runs in a south-easterly direction from the M6 at Junction 36 south of Kendal along the southern edge of the Yorkshire Dales National Park to Skipton before continuing through Ilkley towards Leeds. The A65 is a single carriageway throughout between the M6 and Skipton and in a number of locations is poorly aligned with sub-standard road widths. Whilst Settle has a bypass, the A65 still passes through the villages of Long Preston, Hellifield and Gargarve. Existing traffic flows are well within the capacity of the road, but subject to considerable seasonal variation given the route links the Leeds City Region with the Lake District National Park. The A683/A687 route links the M6 at Junction 34 east of Lancaster with the A65 near Ingleton in North Yorkshire and for much of its length is a poorly aligned single carriageway road with sub-standard road widths in a number of places. In Lancashire, the route passes through a number of villages in the Lune Valley.

In general, east-west travel times by road in the corridor are lengthy and can be unreliable, for example, the free-flow journey time for the 30 mile trip between Blackburn and Keighley is approximately 50 minutes, rising to 1 hour when typical traffic conditions are taken into account. Furthermore, it is, for example, usually quicker to travel between Preston and Leeds via the M62. Poor journey times, journey time reliability and resilience constrain access to labour markets across the corridor and do not encourage agglomeration between economies, especially in manufacturing, as well as hindering the effective and efficient transportation of freight.

## Rail Network

Linking Preston, Blackburn, Accrington and Burnley with Halifax, Bradford and Leeds via Hebden Bridge, the 'Calder Valley' line is a twin track railway supporting a regular interval hourly cross-Pennine limited stop service between Blackpool North and York currently operated by Northern Rail. Other services operate on different sections of the route, for example, between Preston and Colne, Blackburn and Manchester Victoria via Burnley, Todmorden and Rochdale and Manchester Victoria and Leeds via Hebden Bridge, Halifax and Bradford. Service frequency on the latter will increase as a result of the new Northern franchise announced on 9<sup>th</sup> December 2015. The route is severely constrained in places by topography, with resulting low line speeds having a significant impact on journey times, typically over 70 minutes for the journey between Burnley and Leeds via Bradford. Capacity is also constrained by the mix of traffic and stopping patterns, and although freight traffic on the route between Blackburn and Todmorden is very limited, the new biomass flow between the Port of Liverpool and Drax Power Station near Selby travels via Rochdale and Hebden Bridge.

In Lancashire, the 'Calder Valley' line has benefited from a number of recent improvements, including an upgrade of Burnley Manchester Road station and the introduction of a new direct train service between Blackburn, Accrington, Rose Grove, Burnley (Manchester Road) and Manchester Victoria via Todmorden and Rochdale in May 2015. However, the East Lancashire Rail Connectivity Study identified a number of deficiencies, including:

- Slow journey times, especially on the 'Copy Pit' section between Burnley Manchester Road and Todmorden used by the train services between Blackpool North and York and the new service between Blackburn, Burnley and Manchester;
- Capacity constraints, with longer trains required to meet growing demand; and
- Low service frequencies and poor quality rolling stock.

All of the above make rail a less attractive mode of travel, particularly for business to business trips and for commuting from East Lancashire into Leeds. Furthermore, it is almost as quick to travel between Preston and Leeds with a change in Manchester as by the much more direct 'Calder Valley' through service.

The branch from Gannow Junction east of Rose Grove to Burnley Central, Nelson and Colne is single track and supports an hourly stopping service between Blackpool South and Colne via Preston currently operated predominantly by diesel powered 'Pacer' rail buses introduced in the mid-1980s. However, these will be replaced by 2020 with refurbished trains as part of the new Northern franchise. The branch previously continued to Skipton as a twin track through route, but passenger services ceased in January 1970 and the track was removed. The track bed remains more or less intact and is therefore not a barrier to reinstatement. This would enable services currently terminating at Colne to continue through to Skipton and possibly to Bradford or Leeds along the electrified Airedale Line, thereby significantly reducing travel times between Nelson and Colne and Bradford/Leeds. A group of local stakeholders, the Skipton-East Lancashire Rail Action Partnership (SELRAP) has

been campaigning for the route between Colne and Skipton to be reopened for a number of years.

The Calder Valley line is the only direct east-west rail link in the corridor and is already heavily used, with the potential for the route to become increasingly congested in the future. The East Lancashire Rail Connectivity Study, completed in April 2015, concluded that in order to meet the conditional outputs it identified to enhance connectivity between East Lancashire and the Leeds City Region, in particular, increased service frequency and improved journey times, the potential impact on the capacity of the Calder Valley line between Todmorden and Leeds would need to be assessed. Should future economic circumstances dictate that connectivity between East Lancashire and Leeds be enhanced to the point where capacity on the Calder Valley line becomes a constraining factor, consideration of alternative options between Burnley and Leeds such as reinstatement of the line between Colne and Skipton and associated upgrade of the existing Colne branch may become necessary.

The full 'Calder Valley' route, including to Burnley and Preston, is included in the report of the North of England Electrification Task Force<sup>1</sup> as a Tier One scheme with a recommendation for implementation in the next Rail Industry Control Period (CP6 2019 to 2024). Electrification would deliver a transformational change to city region connectivity in the corridor, and for East Lancashire in particular. The new Northern franchise includes a commitment to introduce brand new diesel trains on the Blackpool North to York service via Preston, Blackburn and Burnley Manchester Road as part of a wider 'Northern Connect' network.

Train services between Morecambe, Lancaster and Leeds currently operate on an infrequent basis with only five trains per day on weekdays and Saturdays reducing to four on Sundays. These services traverse a number of different routes, including the West Coast Main Line between Lancaster and Carnforth and the Carlisle-Settle-Leeds line between Settle Junction and Leeds. The twin-track 'Bentham' line between Carnforth and Settle connects the two. Rolling stock usually consists of diesel powered 'Pacer' rail buses that are common to most Lancashire branch lines, although these will be replaced by 2020 with refurbished trains as part of the new Northern franchise. The new franchise also includes a commitment to increase the number of services between Lancaster and Leeds to seven per day, with one extra train on Sundays.

The consultation draft Lancaster Highways and Transport Masterplan considers the 'Bentham' line to be a much underutilised asset and proposes that Lancashire County Council work with the rail industry, North Yorkshire County Council and local stakeholders to consider how the line can be improved in the future. An associated issue is the current inability to travel north from Carnforth on West Coast Main Line services into Cumbria/Lake District and on to Scotland.

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<sup>1</sup> Northern Sparks, Report of the North of England Electrification Task Force, March 2015

## Selected References

- ❖ Lancashire Strategic Economic Plan, Lancashire Enterprise Partnership, March 2014
- ❖ Lancaster Strategic Transport Prospectus, January 2016
- ❖ The York, North Yorkshire and East Riding Strategic Economic Plan, York, North Yorkshire and East Riding Local Enterprise Partnership, March 2014
- ❖ A Strategic Transport Prospectus for North Yorkshire, North Yorkshire County Council, 2015
- ❖ North Yorkshire Local Transport Plan Four 2016 – 2045 (LTP4)
- ❖ Central Lancashire Highways and Transport Masterplan, March 2013
- ❖ East Lancashire Highways and Transport Masterplan, February 2014
- ❖ Consultation Draft Lancaster Highways and Transport Masterplan, March 2015
- ❖ M65 to Yorkshire Corridor Study, September 2013
- ❖ Burnley-Pendle Growth Corridor Strategy, July 2014
- ❖ East Lancashire Rail Connectivity Study Stage 3 Report: Conditional Outputs Statement, April 2015
- ❖ Burnley – Colne – Skipton Railway Conditional Outputs Statement, March 2016

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