

## Lancashire County Council

### Executive Scrutiny Committee

Tuesday, 4th October, 2016 at 2.00 pm in Cabinet Room 'C' - The Duke of Lancaster Room, County Hall, Preston

### Agenda

#### Part I (Open to Press and Public)

#### No. Item

#### 1. Apologies

#### 2. Disclosure of Pecuniary and Non-pecuniary Interests

Members are asked to consider any Pecuniary or Non-pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

#### 3. Minutes of the meeting held on 6 September 2016 (Pages 1 - 6)

#### 4. Reports for decision by Cabinet

#### (a) Statutory Services Budget Review - PwC report (Pages 7 - 84)

#### (b) Money Matters - The County Council's Re profiled Capital Programme for 2016/17 to 2018/19 and later years

(Report to follow)

#### (c) Property Strategy (Neighbourhood Centres) – Community Asset Transfer

(Report to follow)

#### (d) Approval of the District of Lancaster Highways and Transport Masterplan for Publication (Pages 85 - 362)

#### (e) Flood & Water Management Act 2010 Section 19 Investigation - December 2015 Floods - Initial Report (Pages 363 - 488)

**5. Forthcoming Individual Cabinet Member Key Decisions**

(a) **Procurement Report - Request for Approval to Commence Procurement Exercises** (Pages 489 - 498)

(b) **Implementation of the Care Act 2014 - Approval of revised Adult Social Care Policies and Procedures, incorporating Telecare and Protection of Property** (Pages 499 - 530)

**6. 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. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

**7. Date of Next Meeting**

The next meeting of the Executive Scrutiny Committee will be held on Tuesday, 8 November 2016 at 2pm County Hall, Preston.

**8. Exclusion of Press and Public**

The Committee is asked to consider whether, under Section 100A(4) of the Local Government Act, 1972, it considers that the public should be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part 1 of Schedule 12A to the Local Government Act, 1972, as indicated against the heading to the item.

**Part II (Not Open to Press and Public)**

**9. Forthcoming Individual Cabinet Member Key Decisions**

(a) **Award of a Flexible Agreement relating to the provision of supported living services - Transforming Care: Pan Lancashire** (Pages 531 - 536)

(Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)

- (b) **Award of Contracts for the Acceptance and Composting of Green Waste Arising in the Administrative County of Lancashire and Blackpool** (Pages 537 - 552)

(Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)

- (c) **Disposal of Land at Bluebell Way Preston** (Pages 553 - 556)

(Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)

- (d) **Disposal by way of formal tender Residential development land at Liverpool Road Hutton Preston PR4** (Pages 557 - 566)

(Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)

I Young  
Director of Governance,  
Finance and Public Services

County Hall  
Preston





## Lancashire County Council

### Executive Scrutiny Committee

Minutes of the Meeting held on Tuesday, 6th September, 2016 at 2.00 pm in Council Chamber, County Hall, Preston

#### Present:

County Councillor Bill Winlow (Chair)

#### County Councillors

A Atkinson	S Holgate
A Barnes	J Oakes
Mrs S Charles	D O'Toole
D Clifford	S Perkins
B Dawson	N Penney
M Green	V Taylor

#### 1. Apologies

None received

#### 2. Disclosure of Pecuniary and Non-pecuniary Interests

County Councillor Taylor declared a non-pecuniary interest in Item 4c as a Cabinet Member at Wyre Borough Council. County Councillor Alyson Barnes declared a non-pecuniary interest in Item 4c as the Leader of Rossendale Borough Council. County Councillor Oakes declared a non-pecuniary interest in Item 4c as a Cabinet Member at Rossendale Borough Council. County Councillor Clifford declared a non-pecuniary interest in Item 4c as a Cabinet Member at Lancaster City Council.

#### 3. Minutes of the meeting held on 12 July 2016

**Resolved:** That the minutes of the meeting held on 12 July 2016 be agreed as a correct record and signed by the Chair.

#### 4. Reports for decision by Cabinet

The Committee considered the following decisions due to be taken by the Cabinet.

##### a. Money Matters - 2016/17 Financial Position and Medium Term Financial Strategy

The committee received a report providing the financial position as at 30<sup>th</sup> June 2016, the latest position in respect of the County Council's reserves and the

County Council's updated financial outlook (Medium Term Financial Strategy) for period 2017/18 to 2020/21.

It was reported that there was currently forecast a small overspend, but that it was anticipated that this would be brought back to within budget by the end of the year. In relation to the medium term strategy and the reserves position, it was reported that the funding gap has reduced to £147.944m, the reduction on the previously reported position being principally due to the new assumption, not previously made, of a Council Tax increase (including the Social Care precept) of 3.99% per year. It was emphasised that, by 31st March 2018, the County Council is expected to have reserves available of £21.772m, with the total current reserve essentially already committed or required to meet the budget shortfall in 16/17 and 17/18.

In the debate which followed, County Councillor Alan Schofield spoke in accordance with Standing Order 19(1)

**Resolved:** That the recommendations set out in the report to Cabinet be noted, and that no additional comments or suggested alternative recommendations be made

**b. Supporting People and the Prevention and Early Help Fund**

The committee received a report on the outcomes of the consultation on the proposed savings to the Supporting People budget, and the work of the Prevention and Early Help Cabinet Member Working Group and its recommendations in relation to the allocation of the Prevention and Early Help Fund.

In the ensuing debate, County Councillor Alan Schofield spoke in accordance with Standing Order 19(1)

**Resolved:** That the recommendations set out in the report to Cabinet be noted, and that no additional comments or suggested alternative recommendations be made

A short adjournment was taken following the above item

**c. The Property Strategy - Responses to Consultation**

County Councillor Alyson Barnes declared a non-pecuniary interest in this item as a trustee of the Crawshawbooth Community Association. County Councillor Jackie Oakes declared a non-pecuniary interest as a trustee of Whitewell Bottom Community Association.

The committee considered a report on the outcomes of the consultation in relation to the proposals agreed on 12 May 2016 regarding the Council's Property Strategy.

It was noted that, following the consultation, the proposal in respect of 28 properties had been changed from the initial proposals, and a summary was circulated to committee members for ease of reference.

The committee received a detailed overview of the proposals and the approach taken from officers, as set out in the detailed report.

In debating the report, the following County Councillors spoke in accordance with Standing Order 19(1): County Councillor Andrea Kay, County Councillor Paul Rigby, County Councillor Alan Schofield, County Councillor Keith Sedgewick, County Councillor Margaret Brindle, and County Councillor Chris Henig.

A number of comments were made during the debate in relation to individual properties in a number of areas, and in relation to the process that would now be followed, especially in relation to the management of Expressions of Interest received and the transfer of properties where appropriate. It was noted that no decisions had yet been taken in relation to any next steps, pending the outcome of the Cabinet Decision at the forthcoming meeting. It was confirmed that a further update would be provided to Cabinet based on the issues raised in the debate.

During the debate, it was moved and seconded that ESC request Cabinet defer their decision to enable the creation of district level cross-party working groups to consider the proposals and make recommendations to Cabinet. On being put to the vote, the motion was lost.

It was further moved and seconded that ESC request Cabinet look at keeping a number of the facilities proposed for closure open. On being put to the vote, the motion was lost.

The Committee, following the debate, allowed a further opportunity for comments on a district by district basis.

**Resolved:** That the recommendations set out in the report to Cabinet be noted, and that no additional comments or suggested alternative recommendations be made

## **5. Forthcoming Individual Cabinet Member Key Decisions**

The Committee considered the following reports on Key Decisions due to be taken by individual Cabinet Members as indicated.

### **a. Resident Parking Schemes in Lancashire**

The committee noted that this item had been withdrawn.

### **b. Water and Environment Management Framework**

The committee received a report setting out a recommendation to the Cabinet Member for Environment, Planning and Cultural Services approve the use of the Environment Agency's Water and Environment Management (WEM) Framework Agreement to procure specialist consultancy and construction works for flood risk projects.

**Resolved:** That the recommendation set out in the report to the Cabinet Member for Environment, Planning and Cultural Services be noted, and that no additional comments or suggested alternative recommendations be made.

## **6. Urgent Business**

There was no urgent business.

## **7. Date of Next Meeting**

It was noted that the next meeting of the committee would be held on Tuesday 4 October 2016 at 2.00 p.m. at County Hall, Preston.

## **8. Exclusion of Press and Public**

**Resolved:** - That under Section 100A(4) of the Local Government Act, 1972, the press and public should be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraphs of Part 1 of Schedule 12A to the Local Government Act, 1972 and that in all circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

## **9. Forthcoming Individual Cabinet Member Key Decisions**

The Committee considered the following reports on Key Decisions due to be taken by individual Cabinet Members as indicated.

### **a. Approval to award Framework Agreement for the provision of Community Short Breaks, Lancashire**

(Not for Publication – Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

The Committee considered a report to go to the Cabinet Member for Children, Young People and Schools on the outcome of a procurement exercise in relation to the provision of Community Short Breaks.

**Resolved:** - That the recommendation set out in the report to the Cabinet Member for Children, Young People and Schools be noted and that no additional comments or suggested alternative recommendations be made.

b. **Global Renewables Lancashire Operations Limited – Creation of Capital Project for Company Transformation Asset Preservation Activity**

(Not for publication – exempt information as defined in Paragraph 3 of Part I of Schedule 12A to the Local Government Act 1972. It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.)

The Committee considered a report to the Deputy Leader of the County Council and the Cabinet Member for Environment, Planning and Cultural Services on the creation of a Capital Project for Company Transformation Asset Preservation Activity in relation to Global Renewables Lancashire Operations Ltd.

**Resolved:** - That the recommendations set out in the report to the Deputy Leader of the County Council and the Cabinet Member for Environment, Planning and Cultural Services be noted and that no additional comments or suggested alternative recommendations be made.

I Young  
Director of Governance, Finance  
and Public Services

County Hall  
Preston



## **Cabinet**

Meeting to be held on Thursday, 6 October 2016

## **Report of the Corporate Director of Commissioning and Deputy Chief Executive**

Electoral Division affected: None
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## **Statutory Services Budget Review - PwC report**

(Appendix 'A' refers)

Contact for further information:

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### **Executive Summary**

Attached at Appendix 'A' is the Statutory Services Budget Review produced by PwC.

### **Recommendation**

That Cabinet note and comment upon the report.

### **Background and Advice**

In March 2016, Cabinet approved a brief for the appointment of consultants to undertake a review of the Council's business and operating model. Subsequently, PwC were appointed as the consultants to undertake the review, and the initial stage of their work, a Statutory Services Budget Review, is now presented at Appendix 'A'.

### **Consultations**

See Appendix 'A'

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

See Appendix 'A'

## List of Background Papers

Paper	Date	Contact/Tel
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N/A

Reason for inclusion in Part II, if appropriate

N/A



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# *Statutory Services Budget Review (SSBR)*

.....  
Lancashire County  
Council

23 September 2016



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# 1 *Executive summary*

## 1.1 *Purpose of the document*

The purpose of this document is to provide an independent review of the resources Lancashire County Council needs to deliver its statutory services. The report has been produced for the Council to enable them to clearly define their position with relevant regional and national stakeholders and bodies, for example the Secretary of State (SoS) and Department for Communities and Local Government (DCLG). The report:

- Defines the level of statutory expenditure within Lancashire County Council (LCC) based upon the base budget review exercise undertaken by LCC
- Analyses the Council's available sources of income.
- Verifies the resulting gap from applying the latest Medium Term Financial Strategy (MTFS) to their current income and expenditure position.
- Identifies required reduction in expenditure for LCC to achieve lower quartile costs across all service areas and the financial impact of delivering this scenario within the timescale of the MTFS.
- Sets out conclusions with respect to the financial sustainability of the Council and its ability to fund statutory services within its current and forecast resource base.

## 1.2 *Key findings*

The review has highlighted:

- **Statutory Spend:** In November 2015, the Council undertook a comprehensive exercise to map its base budget and define its statutory spend as part of a base budget review. This exercise is referred to as the base budget review (BBR) throughout the document. The review of statutory expenditure undertaken in this exercise has highlighted no material changes to the position set out by the Council in their base budget review.
- **Latest financial forecast:** The Council is forecast to have a cumulative deficit of **£398m** by the end of 2020/21 and an in year deficit that year of £148m. This is predicated on all savings plans being achieved with no slippage. We have reviewed the Council's savings portfolio and have identified that a significant proportion of planned savings are at risk of slippage. We have reviewed the underlying assumptions behind the Council's MTFS and found them to be in line with those being made by other similar authorities, however, its forecast budget gap may be understated as a result of risks relating to the delivery of savings within the forecast timescale.
- **Comparator analysis:** We have established a benchmark of lowest cost comparator for each of the service areas defined in the Revenue Account (RA) data set. Appendix D confirms the service by service comparators used – these have either been selected based on service specific factors, e.g. indices of multiple deprivation for social care, or lower quartile costs for a service area. To achieve this lower cost comparator position would require a reduction in gross expenditure of £184m (17%) from the 2016/17 gross budget of £1,059m. This would be a significant transformation for the Council and would move them to a position no other local authority has achieved to date i.e. lower quartile costs across all service areas (based on 2016/17 RA data). This gap takes no account of any savings plans that other Councils may have and reflects a point in time.
- **Council saving plans:** The Council currently has plans to reduce expenditure from the gross budget of £1,059m by a further £89.2m through saving plans over the next three years (a further £46.4m to be achieved in 2016/17 and planned savings of £42.8 in 2017/18). When planned savings are taken into account this reduces the gap to lower quartile costs to £95.2m (9%). Therefore the Council would require a further 9% of savings before making the benchmark.
- **The level of income generated across all services** in total is the highest (as a proportion of gross expenditure) of any County Council based on 2015/16 RA data. No account has been taken of the potential reduction in service income if expenditure is reduced.
- **Bridging the gap:** Even if the Council were to reduce its expenditure to the median of lowest quartile within the timescale of this MTFS, it would still be facing an in year deficit of **£79m** and a cumulative deficit of **£227m** by 2020/21. This does not take account of any risks associated with the Council's

planned savings programme or if these additional savings can be made without impacting on current service quality or safety.

- **Adult Social Care summary financial position:** A separate analysis of the resources available and expenditure in respect of Adults Social Care shows that there will be an in year gap of £92m for this service alone by 2020/21.
- **Reserves:** The Council has budgeted to make significant use of reserves within the next three years. In 2016/17 budgeted use of reserves stands at £139m, a reduction of 44% of available reserves, at current planned rates the Council will have exhausted its reserves by the end of 2018/19.(see Section 5.3)

Based upon these findings:

- *A reduction in costs (over four years) to achieve lower quartile expenditure will still not result in the Council being in a sustainable position.*
- *The Councils change portfolio does not deliver sufficient financial savings to move the Council to a position of financial sustainability by 2020/21. In this scenario there is a risk that the Council fails to carry out its statutory duties and this could result in intervention by the Secretary of State (in accordance with section 15 of the 1999 Local Government Act) directing that specific functions be exercised by the Secretary of State 'so long as the Secretary of State considers appropriate'.*
- *Lower cost comparator benchmarking has identified the Council's 16/17 budget position is 9% higher than the lower cost comparator (after the Councils savings portfolio has been delivered). In this scenario this is still a significant in year and cumulative funding gap by 2020/21*
- *The Council now has two key considerations:*
  1. *Is the current funding model of the Council disadvantaging the place of Lancashire and disproportionately contributing to the Lancashire funding gap.*
  2. *Will more radical options for transformation across the Lancashire public sector sufficiently close the funding gap by 2021 to minimise the risk of intervention.*

### 1.3 Approach to the review

The approach is summarised in Table 1:

Table 1: Outline of Statutory Services Budget Review approach

Step	Approach
1 Review of LCC expenditure	<ul style="list-style-type: none"> <li>• Identify Statutory Services based upon an assessment of the base budget review document.</li> <li>• Review the assessment of statutory spend made by LCC and update if applicable.</li> <li>• Define comparator groups for prioritised Statutory Services using service specific factors to identify 'nearest neighbours' for example using indices of multiple deprivation when considering social care.</li> <li>• Use comparator groups to identify the potential lower cost of service delivery for all Services.</li> </ul>
2 Review of LCC income	<ul style="list-style-type: none"> <li>• Define income streams – both those at a Council wide, macro level e.g. Council tax and those at service specific level, e.g. fees and charges.</li> <li>• Use comparator groups to identify the potential highest income for all Services.</li> </ul>
3 Consider Medium Term Financial Strategy (MTFS)	<ul style="list-style-type: none"> <li>• Review and challenge MTFS key assumptions, revising where appropriate to uplift expenditure and income.</li> <li>• Define the revised Council Expenditure Position.</li> <li>• Define revised income position.</li> </ul>
4 Create the Summary Position	<ul style="list-style-type: none"> <li>• The difference between the required expenditure and projected income is presented in the summary position.</li> </ul>

## 1.4 Review of expenditure

The base budget review document from LCC (November 2015) was used as a starting point to assess statutory services. The breakdown between statutory and non-statutory services is set out below. Of a 2016/17 total service expenditure of just over £1bn, statutory services equate to £873m or 85% of the total. Although our review challenged the level of spend that was statutory in some services, it did not materially change the overall figures so our assessment is based upon LCCs position for statutory spend:

*Table 2 – LCC and PwC position on statutory spend*

(£m)	LCC position	LCC %	PwC assesment of statutory expenditure	PwC %
Statutory	872	85	862	84
Non-statutory	157	15	167	16
<b>Total</b>	<b>1,029</b>	<b>-</b>	<b>1,029</b>	<b>-</b>

A summary of key areas of difference is set out in Appendix I. The £1029m gross expenditure position reported in the November 2015 base budget review document (set out above) was subsequently increased to £1059m in the 2016/17 Council budget. This later figure of £1059m has been used for cost comparison purposes.

The following steps were undertaken in the cost comparison:

- Devise a comparator group for services using publically available information (see Appendix C). This was either across all Counties or a nearest neighbour grouping.
- Identify the lowest quartile within that group and then the median Council within that.
- Use the budgeted income and expenditure figures for 2016/17 as a baseline.
- Allocated budget headings to 'Service Areas'
- Revise expenditure and income figures for 2016/17 using the comparator groups for each service to achieve the Lower Cost Comparator position.

The summary financial position based upon the latest budget for 2016/17 is set out below :

*Table 3 – LCC 2016/17 budgeted gross expenditure v lowest quartile comparator*

(£m)	2016/17 (base position)	2016/17 (based on comparators)	Difference	% Difference
Gross Expenditure	1,059	875	184	17

To achieve the Lower Cost Comparator position across all service areas LCC would need to reduce their current planned gross expenditure for 2016/17 by 17% (£184m).

## 1.5 Review of income

LCC has two sources of income – income received in relation to specific Council services and macro level Council-wide income e.g. Council Tax.

A summary of LCC 2016-17 income is set out in Table 4:

*Table 4 – LCC 2016/17 income*

Income Category	£m
Service Specific	346
Macro	705

Comparator analysis was completed to understand the position of LCC's income compared to other local authorities. Table 5 sets out Lancashire's population adjusted income compared to the other 26 County Councils:

*Table 5 – LCC funding streams against all other County Councils*

Income category	Lancashire's relative position (of 27)
Retained Income from Rate Retention Scheme	3 <sup>rd</sup> highest
RSG	3 <sup>rd</sup> highest
Council Tax	3 <sup>rd</sup> lowest
Combined Income position	13 <sup>th</sup> highest

An analysis of income generated within service areas (based upon 2014/15 RO analysis) showed:

- LCC are currently recovering, on average over **10%** of expenditure across service areas.
- The average for their neighbouring group of councils is 8% with LCC having the **highest** recovery within that group.
- There are still opportunities within some service areas to increase income levels to achieve a higher recovery rate.

## 1.6 Medium Term Financial Strategy (MTFS)

The latest MTFS documentation, which projects Council-wide income and expenditure over a four year period, was reviewed to ascertain the projected financial position over the period 2017/18 – 2020/21. The summary of this is set out in Table 6. Following review, the income and expenditure assumptions in the MTFS were found to be reasonable and have not changed.

*Table 6 – LCC Medium Term Financial Strategy forecast*

£m	2017/18	2018/19	2019/20	2020/21
Net expenditure	763	763	763	763
Uplift (in-year)		47	51	53
Uplift cumulative			98	151
<b>Total expenditure</b>	<b>763</b>	<b>810</b>	<b>861</b>	<b>914</b>
Council Tax	431	453	476	499
Revenue Support Grant	81	57	33	27
Business Rates	181	185	191	196
Other	22	31	43	44
<b>Total income</b>	<b>715</b>	<b>726</b>	<b>743</b>	<b>766</b>
In-year surplus/(deficit)	(48)	(84)	(118)	(148)
Cumulative surplus/(deficit)	(48)	(132)	(250)	(398)

Taking into account demand, price and increased services pressures of £151m by 2020/21 against increased Council income of £51m by 2020/21, the Council's MTFS projects an in year deficit of £148m and a cumulative deficit of £398m.

Earmarked reserves in the 2015/16 statement of accounts were approximately £300m (excluding schools). £139m of these reserves are allocated against the 2016/17 budgeted expenditure with a further £110m planned for 2017/18. Based on the predicted deficit of £84 in 2018/19, reserves will be exhausted within that financial year.

## 1.7 Summary position

The analysis of comparator spend looked at cost on a service by service basis. Table 7 compares the reductions required to achieve the lower cost comparator position.

*Table 7 – Impact on service area gross expenditure of aligning to the lowest quartile comparator including further planned Council savings*

Service area	Reduction in expenditure to comparator group spend £m	Planned council savings for this service in 2016/17 £m	Planned council savings for this service in 2017/18	'Gap' to lowest quartile comparator for the service area after savings	% difference from comparator after savings (based on 2016/17 budget)
Adults Social Care	65.8	10.5	18.6	36.7	7.8%
Children's Social Care	2.7	0.3	0.2	2.2	1.5%
Corporate Services*	32.5	6.4	3.0	23.1	15.1%
Cultural Services	5.5	2.6	2.5	0.4	3.0%
Education	16.0	0	1.0	15	28.2%
Estates	1.0	0.2	5.1	(4.3)	n/a
Highways	15.0	1.4	1.0	12.6	34.3%
Misc.	0	0	0.7	(0.7)	n/a
Planning & Economic Development	0	1.1	0.0	(1.1)	n/a
Public Health	18.4	4.8	8.7	4.9	6.0%
Street Lighting	0	0	0.5	(0.5)	n/a
Trading Standards	1.4	0	0	1.4	31.8%
Transport	7.7	1.1	0	6.6	19.2%
Waste	18.4	18.0	1.5	(1.1)	n/a
<b>Total</b>	<b>184.4</b>	<b>46.4</b>	<b>42.8</b>	<b>95.2</b>	<b>9%</b>

Based on our experience of transformation programmes we have set out a scenario where the reduction in expenditure is achieved over a four year period assuming a 'straight line' implementation i.e. a 2.25% reduction of the base budget each year for four years. When the 9% reduction in expenditure (the % required to achieve lower quartile costs) is applied to the latest financial forecast, which includes all current planned savings, then the summary position is summarised in Table 8.

\* Corporate Services includes a range of different service areas including finance, HR and Exchequer services. More details of these services are provided in Section 3.4. The gap between the median and current planned expenditure has been reduced by 50% in this exercise to reflect a) the difficulty in getting a like for like comparison in this area and b) the context for LCC where our activity analysis undertaken indicated that the level of resource (in some areas) is lower than other local authorities.



*Table 8 – Projected financial position if expenditure is reduced to lowest quartile*

£m	2017/18 LCC forecast	2017/18 2.25% reduction	2018/19 2.25% reduction	2019/20 2.25% reduction	2020/21 2.25% reduction
Net expenditure	763	746	729	712	694
Uplift (in-year)	-	-	47	51	53
Uplift cumulative	-	-	-	98	151
<b>Total expenditure</b>	<b>763</b>	<b>746</b>	<b>776</b>	<b>810</b>	<b>845</b>
Council Tax		431	453	476	499
Revenue Support Grant		81	57	33	27
Business Rates		181	185	191	196
Other		22	31	43	44
<b>Total income</b>	<b>-</b>	<b>715</b>	<b>726</b>	<b>743</b>	<b>766</b>
<b>In-year surplus/(deficit)</b>	<b>-</b>	<b>(31)</b>	<b>(50)</b>	<b>(67)</b>	<b>(79)</b>
Cumulative surplus/(deficit)	-	-	(81)	(148)	(227)

This shows a cumulative deficit of £227m by 2020/21 with a deficit of £79m within the 2020/21 financial year.

A recent review of the Council's Change Portfolio demonstrated that the Council may currently have a delivery risk factor of up to 41% on their planned savings – i.e. that only 51% of benefits will be delivered to planned timescales. Table 9 applies this risk factor to the 9% reduction which takes the Council's spend to lowest quartile.

*Table 9 – Projected financial position if expenditure is reduced to lowest quartile (risk adjusted)*

£m	2017/18 LCC forecast	2017/18	2018/19	2019/20	2020/21
Total expenditure	763	746	776	810	845
Risk adjustment	-	7	7	7	7
<b>Adjusted total expenditure</b>	<b>-</b>	<b>753</b>	<b>783</b>	<b>817</b>	<b>852</b>
<b>Total income</b>	<b>-</b>	<b>715</b>	<b>726</b>	<b>743</b>	<b>766</b>
In-year surplus/(deficit)	-	(38)	(57)	(74)	(86)
Cumulative surplus/(deficit)	-	-	(95)	(169)	(255)

This shows an overall cumulative deficit of £255 in 2020/21.

## 2 Background and approach

### 2.1 Background and context

Whilst facing significant financial challenges, the Council has identified that the way to move towards financial sustainability is to create a new Public Sector Operating Model, which will enable it to make proactive decisions about how to make best use of its budget. The wider Lancashire public sector context can be summarised as:

- The whole of the public sector in Lancashire is facing severe financial conditions that give rise to fundamental questions as to the nature, scale and sustainability of public services across the county.
- Health and social care services in Lancashire are forecast to have a budget shortfall by 2020/21 of at least £805m.
- The efficiency agenda has now been pursued for many years and the scope to find further efficiencies within individual organisations diminishes year by year.
- The Combined Authority for Lancashire also provides an embryonic governance context for consideration of pan-Lancashire public service issues.

An integral part of this transformation agenda is for the Council to build a detailed understanding of the budget required to deliver its statutory services and identify any financial gap based on anticipated demand. The Council has commissioned PwC to undertake an independent review of its statutory services and the associated budget and, using relevant comparators, determine where there are opportunities for services to be delivered at lower cost.

### 2.2 Review objectives

The review has two objectives:

1. To define the resource gap between the demand for statutory services and currently available Council resources.
2. Consider the opportunity for LCC to move to Lower Cost Comparator expenditure for statutory services.

### 2.3 Approach

Table 10 – Outline of Statutory Services Budget Review Approach

Step	Approach
1 Review of LCC expenditure	<ul style="list-style-type: none"> <li>• Identify Statutory Services based upon an assessment of the base budget review document.</li> <li>• Review the assessment of statutory spend made by LCC and update if applicable.</li> <li>• Define comparator groups for prioritised Statutory Services using service specific factors to identify 'nearest neighbours' for example using indices of multiple deprivation when considering social care.</li> <li>• Use comparator groups to identify the potential lower cost of service delivery for all Services.</li> </ul>
2 Review of LCC income	<ul style="list-style-type: none"> <li>• Define income streams – both those at a Council wide, macro level e.g. Council tax and those at service specific level, e.g. fees and charges.</li> <li>• Use comparator groups to identify the potential highest income for all Services.</li> </ul>
3 Consider Medium Term Financial Strategy (MTFS)*	<ul style="list-style-type: none"> <li>• Review and challenge MTFS key assumptions, revising where appropriate to uplift expenditure and income.</li> <li>• Define the revised Council Expenditure Position.</li> <li>• Define revised income position.</li> </ul>
4 Create the Summary Position	<ul style="list-style-type: none"> <li>• The difference between the required expenditure and projected income is presented in the summary position.</li> </ul>

## 2.4 Data sources and rationale

Table 11 – Outline of data sources used in Statutory Services Budget Review and rationale

<b>Task</b>	<b>Data source</b>	<b>Rationale</b>
<b>Base data for analysis of statutory expenditure</b>	Base Budget Review. This document was created following a comprehensive exercise by the Council to understand their base budget position in November 2015.	<ul style="list-style-type: none"> <li>• Breakdown of statutory and non-statutory spend.</li> <li>• Consistent picture of financial environment at a single point in time.</li> </ul>
<b>Comparator expenditure analysis</b>	RA data 2015/16 and 2016/17 Data reported to central government on projected budgets.	<ul style="list-style-type: none"> <li>• Breakdown of cost by services.</li> <li>• Enables comparison of unit costs.</li> </ul>
<b>Comparator income analysis</b>	RO data 2014/15. Data reported to central government on service income.	<ul style="list-style-type: none"> <li>• Enables comparison of recovery rates (income as a % of expenditure) between authorities.</li> </ul>
<b>Comparator analysis</b>	Office of National Statistics.	<ul style="list-style-type: none"> <li>• Enables isolation of socio-demographic factors impacting demand for and cost of service delivery.</li> </ul> <p>For a list of variables used in comparator analysis please see Appendices D to H.</p>
<b>Base data for income and expenditure for LCC 2016-17</b>	Latest budget papers from LCC for 2016/17 by subjective headings.	<ul style="list-style-type: none"> <li>• Breakdown of budgeted income and expenditure by service area.</li> <li>• Used as the baseline to apply the median comparator analysis to determine the 'gap' from the current budget.</li> </ul>
<b>Uplift for expenditure and income 2018-19 to 2020-21</b>	Medium Term Financial Strategy (MTFS) document. This document sets out assumptions about Council-wide funding and expenditure over a four year period.	<ul style="list-style-type: none"> <li>• To understand the Council's rationale for the application of Council -wide and service specific uplift assumptions.</li> </ul> <p>See Appendix B for a list of MTFS key assumptions.</p>

## 3 Review of LCC's expenditure position

### 3.1 LCC Base Budget Review (BBR) expenditure position 2016-17

The estimated gross expenditure for LCC in 2016/17 is just over £1bn based upon the figures in the November 2015 base budget review. This figure excludes Direct Schools Grant (DSG). When service income is taken into account net expenditure equates to £771m.

Table 12 – Projected expenditure from BBR for 2016/17

<b>Gross expenditure</b>	<b>1029</b>
Income – service specific	258
<b>Net expenditure</b>	<b>771</b>

It is acknowledged that there have been significant changes since this data was produced in November 2015. The Base Budget Review position has been used as the starting point for analysis of statutory services as it provides a breakdown of statutory versus non statutory spend. The latest budgeted position for 2016/17 has subsequently been used as the basis for the comparator analysis (See Section 3.4)

### 3.2 Assessment of statutory spend

A statutory service refers to a service which the Council has a legal obligation to provide to the public. In many cases there is a statutory duty to provide a service, but interpretation as to the level of provision of that service. PwC has used its experience in local government to challenge and where appropriate provide alternate figures for the composition of statutory expenditure within LCC.

The starting point is the definition of statutory spend as provided in the Base Budget Review document in November 2015. This provides a split of the expenditure of statutory and non-statutory services.

A summary of LCC's position and PwC's revisions is set out in Table 13

Table 13 – Summary of LCC's position and PwC's revisions regarding statutory spend

(£m)	LCC position	LCC %	PwC position	PwC %
Statutory	872	85	862	84
Non-statutory	157	15	167	16
<b>Total</b>	<b>1,029</b>	<b>-</b>	<b>1,029</b>	<b>-</b>

In percentage terms, the difference between the above two positions is immaterial – around 1%.

The key areas where PwC has reduced the level of statutory spend, compared to LCC's position are:

- Corporate Services
- Transport
- Waste

The key areas where PwC has increased the level of statutory spend, compared to LCC's position are:

- Cultural Services
- Highways

Table 14 shows each of the high level service areas and the level of expenditure that was classified as ‘statutory’ in the base budget review exercise of November 2015. The next column sets out the level of spend that PwC believes to be statutory. The differences in statutory spend and rationale behind it (by service category) are set out below.

*Table 14– LCC statutory spend and PwC revised statutory spend by service category.*

Service category	LCC statutory spend £m	PwC revised statutory spend £m	Rationale
Adult Social Care	435	435	N/A
Children’s Social care	107	107	N/A
Corporate Services	91	89	Human Resources budget reduced to 50% statutory Policy, Information and Commissioning (Including Business Intelligence and Equality Cohesion Team) – services are non-statutory but support statutory services within the organisation, and so have reduced proportion of statutory services to 40% Statutory spend for Asset management reduced to 85%. No statutory requirement, but statutory work completed by team required to approve design proposals, strategy and record asset details, ensuring legislative compliance e.g. carbon reduction /energy certificates.
Cultural Services	5	8	The increase in statutory expenditure relates to Library Services. We have assessed the libraries budget and have increased the proportion that is statutory based on legislative requirements
Education	11	11	N/A
Estates	8	8	N/A
Highways	23	28	Amended to 80% statutory. Statutory assumption linked to street lighting energy contract increases, as there is a statutory requirement for street lighting service. Further information on contract terms and minimum requirements linked to health and safety required.
Miscellaneous	8	8	N/A
Planning & Economic Development	3	3	N/A
Public Health	59	59	N/A
Street Lighting	5	5	N/A
Trading Standards	4	4	N/A
Transport	50	43	Public transport – agree on the statutory element for concessionary travel and school transport, but could be lower than the Council’s current assumption. Further in-depth review of budget would be required. Reduced statutory element to 50% based on discussion with Head of Service to reflect revisions in contracts, and eligibility needs review.
Waste	64	54	Waste Management General – predominantly statutory but adjusted for non-statutory services element of management team. Assumed 90% statutory. Waste PFI – adjusted to 60% following meeting with Head of Service to reflect savings from reducing staffing and contract revisions.
<b>Total</b>	<b>872</b>	<b>862</b>	

The top three areas of non-statutory spend are:

- Public Health (36m)
- Transport (24m)
- Waste (22m)

A summary of the key areas of non-statutory spend, as per the LCC Base Budget position is set out in Appendix H.

### 3.3 LCC projected expenditure figures 17/18

Expenditure figures taken from the Council's most recent financial forecasts begin in 2017/18, and are forecast until 2020/21. Net expenditure for LCC in 2017-18 is budgeted as **£763m**. This is taken as the base year for projecting forward the Council's position as part of the Medium Term Financial Strategy (See Section 5).

The summary financial position is set out in Table 15. Assumptions around changes to the cost and income base are covered in Section 5.

Table 15 – LCC Medium Term Financial Strategy forecast

£m	2017/18	2018/19	2019/20	2020/21
Net expenditure	763	763	763	763
Uplift (in-year)		47	51	53
Uplift cumulative			98	151
<b>Total expenditure</b>	<b>763</b>	<b>810</b>	<b>861</b>	<b>914</b>
Council Tax	431	453	476	499
Revenue Support Grant	81	57	33	27
Business Rates	181	185	191	196
Other	22	31	43	44
<b>Total income</b>	<b>715</b>	<b>726</b>	<b>743</b>	<b>766</b>
In-year surplus/(deficit)	(48)	(84)	(118)	(148)
Cumulative surplus/(deficit)	(48)	(132)	(250)	(398)

### 3.4 Comparator expenditure analysis

After confirming the statutory spend position analysis was undertaken to review current expenditure against lower quartile Council comparators. The approach taken is summarised below :

The MTFS base budget for 2016/17 was used as a starting point to assess the gross expenditure of services in 2016/17 against comparator Councils. The following steps were undertaken:

- Devise a comparator group for services using publically available information (see Appendix C). This was either across all Counties or a nearest neighbour grouping.
- Identify the lowest quartile within that group and then the median Council within that.
- Use the budgeted income and expenditure figures for 2016/17 as a baseline.
- Allocated budget headings to 'Service Areas'.
- Revise expenditure and income figures for 2016/17 using the comparator groups for each service to achieve the Lower Cost Comparator position.

Table 16– LCC 2016/17 projected gross expenditure against lower cost comparator by service area

Service category	LCC expenditure 2016-17 £m	Expenditure applying median £m	Difference £m	% difference
Adults Social Care	469.8	404.0	65.8	14
Children's Social Care	146.0	143.3	2.7	2
Corporate Services*	152.7	120.2	32.5	21
Cultural Services	13.4	7.9	5.5	41
Education	53.2	37.2	16.0	21
Estates	2.3	1.4	0.9	41
Highways	36.7	21.7	15.0	52
Planning & Economic Development	1.9	1.9	0	n/a
Public Health	76.6	58.2	18.4	24
Trading Standards	4.4	3.1	1.3	18
Transport	34.4	26.7	7.7	16
Waste	67.5	49.1	18.4	22
<b>Total</b>	<b>1,059</b>	<b>875</b>	<b>184</b>	<b>17</b>

Table 16 highlights that across the majority of service areas there would be a reduction in gross expenditure to reach the lower cost comparator. This reduction is most pronounced in percentage terms in Highways but in numeric terms it is Adult Social Care with a reduction of c£66m.

For a breakdown of the comparator expenditure groups used and rationale, please see Appendix D.

\* Corporate Services includes a range of different service areas a summary of which is provided below:

- Communications
- Core Business Systems/Transformation (BTLS) – ICT , Payroll and Rev & Benefits
- Core Business Systems/Transformation (non BTLS)
- Corporate Finance
- Customer Access
- Democratic services (excluding grants)
- Directors and Executive Support
- Estates Land Not in Operational Use
- Exchequer Services
- Financial management (operational)
- Human Resources
- Internal Audit
- Legal services
- Operational Support
- Policy, Information and Commissioning (Including Business Intelligence and Equality and Cohesion Team)

The gap between the median and current planned expenditure has been reduced by 50% in this exercise to reflect a) the difficulty in getting a like for like comparison in this area and b) the context for LCC where recent activity analysis undertaken indicated that the level of resource (in some areas) is lower than other local authorities.

Additional benchmarking has been undertaken to consider what the gap would be if LCC were to move to a) the top of the lower quartile comparator group (as opposed to the median) and also if the Council were to move to a mean average when compared to all County Councils. Both scenarios show that if planned Council savings were achieved the gap would be 1% (based upon 2016/17 data). Appendices M and N provide detail.

### 3.5 Council savings plans

The Councils overall savings plans by Service Area are set out in Table 16. This shows the planned level of savings over the period of 2016/17 – 2018/19. Some of these savings have been reflected in the latest budget for 2016/17.

*Table 17– Total planned savings by service area*

Service area	Planned council savings for this service £m
Adults Social Care	42
Children's Social Care	1
Corporate Services	20
Cultural Services	8
Education	1
Estates	8
Highways	6
Miscellaneous	2
Planning & Economic Development	3
Public Health	19
Street Lighting	1
Trading Standards	0
Transport	11
Waste	35
<b>Total</b>	<b>157</b>

Table 18 (overleaf) highlights the required reduction in expenditure to reach lower quartile and the remaining planned savings by the Council by Service Area.



*Table 18 – Impact on service area gross expenditure of aligning to the lowest quartile comparator including further planned Council savings*

Service area	Reduction in expenditure to comparator group spend £m	Planned council savings for this service in 2016/17 £m	Planned council savings for this service in 2017/18	'Gap' to lowest quartile comparator for the service area after savings	% difference from comparator after savings (based on 2016/17 budget)
Adults Social Care	65.8	10.5	18.6	36.7	7.8%
Children's Social Care	2.7	0.3	0.2	2.2	1.5%
Corporate Services	32.5	6.4	3.0	23.1	15.1%
Cultural Services	5.5	2.6	2.5	0.4	3.0%
Education	16.0	0	1.0	15	28.2%
Estates	1.0	0.2	5.1	(4.3)	n/a
Highways	15.0	1.4	1.0	12.6	34.3%
Misc.	0	0	0.7	(0.7)	n/a
Planning & Economic Development	0	1.1	0.0	(1.1)	n/a
Public Health	18.4	4.8	8.7	4.9	6.0%
Street Lighting	0	0	0.5	(0.5)	n/a
Trading Standards	1.4	0	0	1.4	31.8%
Transport	7.7	1.1	0	6.6	19.2%
Waste	18.4	18.0	1.5	(1.1)	n/a
<b>Total</b>	<b>184.4</b>	<b>46.4</b>	<b>42.8</b>	<b>95.2</b>	<b>9%</b>

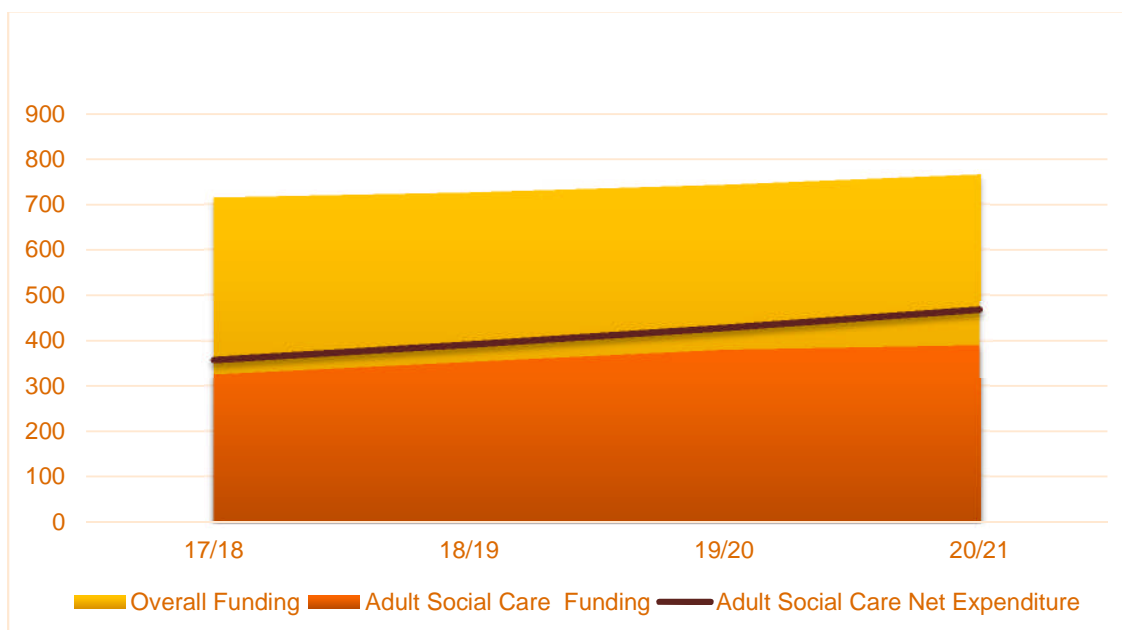
### 3.6 Adult Social Care

Lancashire County Council has undertaken an analysis of the projected increases in both funding and expenditure over the period of the MTFs. Increases in funding are driven by the 2% precept for Adult Social Care that forms part of the 3.99% Council Tax increase and increased income through the Better Care Fund (BCF). Increased expenditure is the result of demand pressures i.e more people receiving a service from ASC, and increases in costs. The table below summarises the position and it is forecasted that the in-year gap that relates to ASC on 20/21 will be £92m.

	16/17 £	17/18 £	18/19 £	19/20 £	20/21 £	Cumulative £
<b>Increase in Expenditure</b>						
Demand	12,233	12,315	14,322	16,465	18,790	74,125
Cost Pressure	15,522	25,389	20,093	20,117	20,938	102,059
<b>Total</b>	<b>27,755</b>	<b>37,704</b>	<b>34,415</b>	<b>36,582</b>	<b>39,728</b>	<b>176,184</b>
<b>Increase in Resource Base</b>						
ASC Precept	(7,887)	(8,283)	(8,782)	(9,306)	(9,860)	(44,118)
Additional Better Care Fund	-	(3,210)	(19,446)	(17,358)	-	(40,014)
<b>Total</b>	<b>(7,887)</b>	<b>(11,493)</b>	<b>(28,228)</b>	<b>(26,664)</b>	<b>(9,860)</b>	<b>(84,132)</b>
<b>Increase/ (Decrease) in ASC net cost</b>	<b>19,868</b>	<b>26,211</b>	<b>6,187</b>	<b>6,708</b>	<b>29,868</b>	<b>92,052</b>

The Council had previously submitted estimates for the potential deficit within Adult Social Care as part of the Sustainable Transformation Plan (STP) process. This had estimated a deficit of £95m by 2020/21 based on also apportioning an element of the overall County Council funding gap.

The graph below summarises the forecast changes in funding and costs for ASC against overall increases in funding for the Council as a whole. This highlights that the gap between ASC funding and expenditure continues to increase despite funding for ASC increases as a proportion of overall Council funding.



	<b>16/17</b>	<b>17/18</b>	<b>18/19</b>	<b>19/20</b>	<b>20/21</b>	<b>Total</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	
Overall Funding	705	715	726	743	766	
Adult Social Care Net Expenditure	320	357	391	428	468	
Adult Social Care Funding	300	311	339	366	376	
<b>Adult Social Care cumulative in year pressure</b>	<b>20</b>	<b>46</b>	<b>52</b>	<b>62</b>	<b>92</b>	<b>272</b>
<b>Adult Social Care in year pressure</b>	<b>20</b>	<b>26</b>	<b>6</b>	<b>10</b>	<b>30</b>	

## 4 Review of LCC's income position

### 4.1 LCC income position 2016-17

LCC has two sources of income – income received in relation to specific Council services e.g. Lancashire Parking Services, and Council-wide income not linked to individual service areas e.g. Council Tax.

Table 19– LCC summary of funding streams for 2016/17.

Income category	£m
Service Specific	346
Macro	705

The key driver of LCC's income is Council wide 'macro' funding that accounts for 74% of LCC's total income in 2016/17.

The key components of 'macro' income are:

- Business Rates
- Council Tax
- Revenue Support Grant
- New Homes Bonus
- Transitional Grant
- Capital Receipts

For a breakdown of income per service area, please see Appendix F.

### 4.2 Macro income comparator analysis

Comparator analysis was completed to understand the position of LCC's income compared to all 27 County Councils. Lancashire's population adjusted income was compared for the following areas of macro income:

- Business Rates
- Revenue Support Grant (RSG)
- Council Tax
- 'Combined Income' (including Revenue Support Grant, Council Tax and Business Rates)

Lancashire's relative position is summarised in Table 20 below:

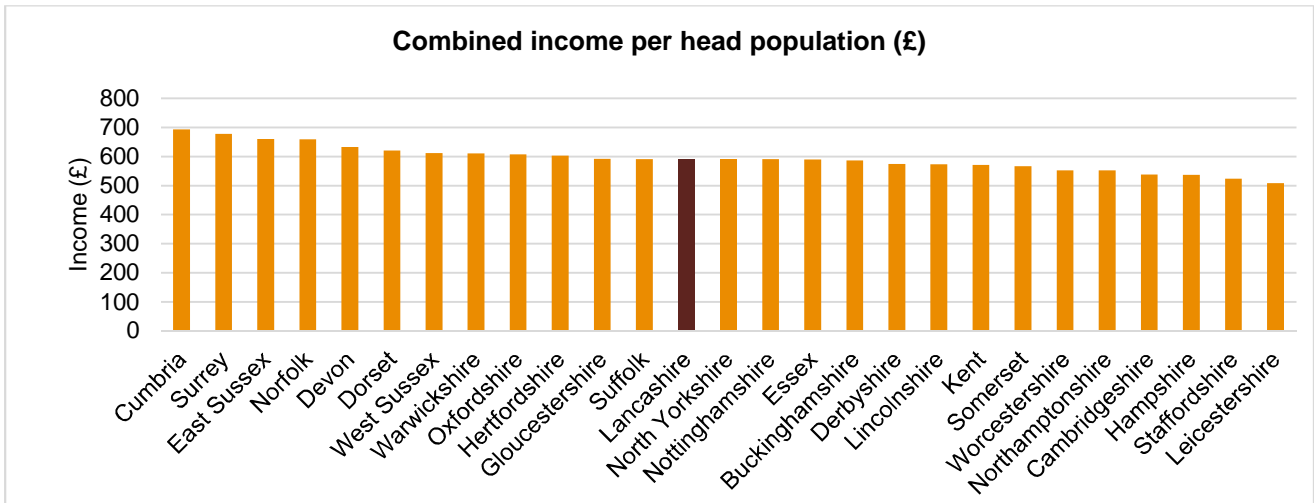
Table 20 –LCC's relative position for macro comparator analysis

Income category	Lancashire's relative position (of 27)
Retained income from Rate Retention Scheme	3 <sup>rd</sup> highest
RSG	3 <sup>rd</sup> highest
Council Tax	3 <sup>rd</sup> lowest
Combined income position	13 <sup>th</sup> highest

Comparator analysis suggests Lancashire has relatively low income from Council Tax, and relatively high Business Rates and RSG income when compared to other local authorities. This is explained in more detail below.

### 4.2.1 Combined income

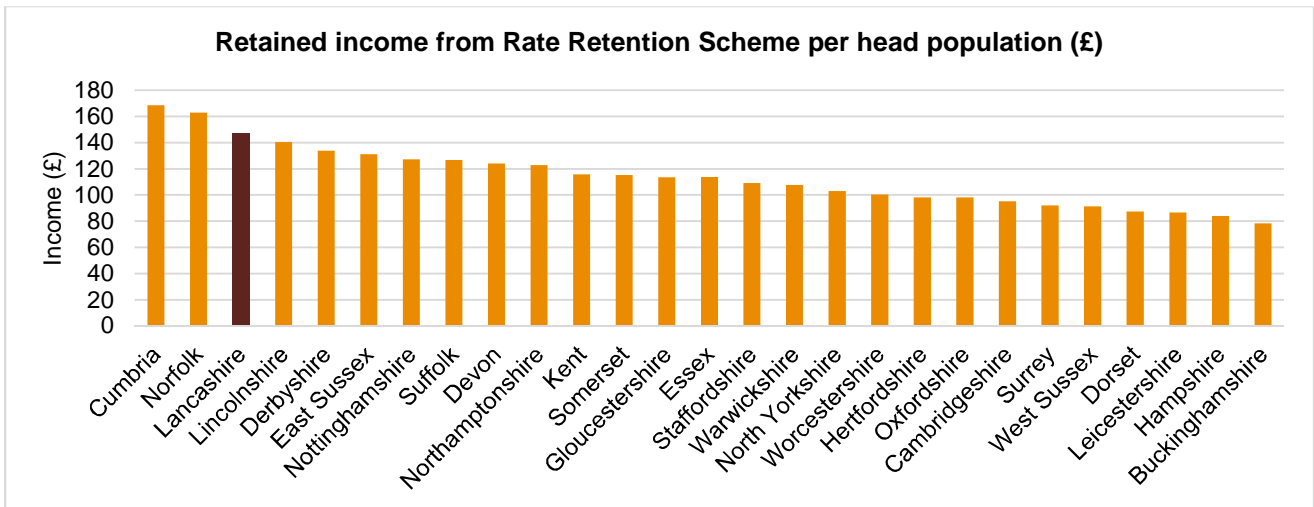
Lancashire receives the 13<sup>th</sup> highest Combined Income per head of population.



This suggests considering three key sources of income (RSG, Council Tax and Business Rates), Lancashire sits in the middle of other shire counties for its population adjusted income.

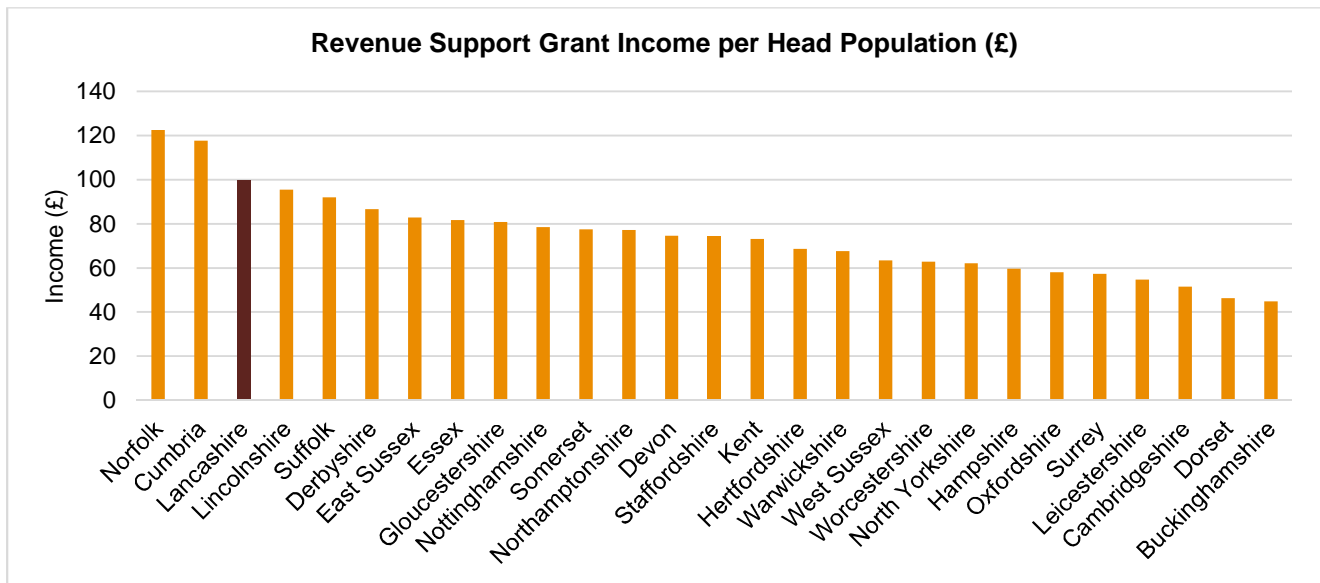
### 4.2.2 Retained income from Rate Retention Scheme

Lancashire receives the third highest Retained Income from the Rate Retention Scheme.



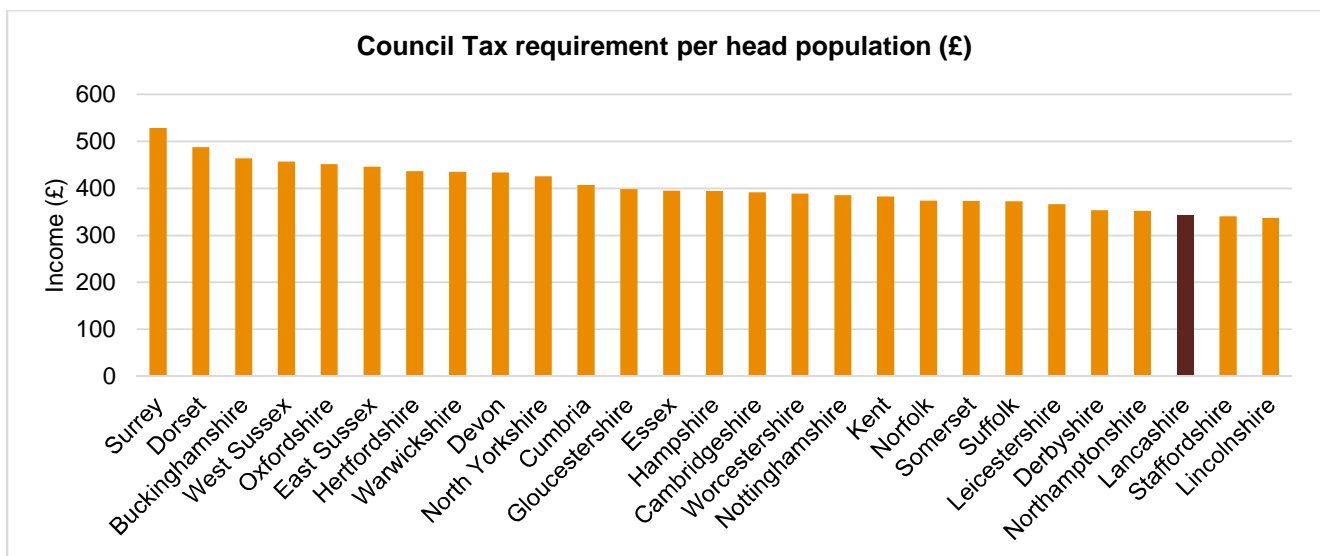
### 4.2.3 Revenue Support Grant

Lancashire receives the third highest Revenue Support Grant (RSG) income per head of population.



### 4.2.4 Council Tax

Lancashire receives the 3<sup>rd</sup> lowest Council Tax per head of population.



The composition of the Council Tax base in Lancashire plays a key role in the relatively low level of Council tax income. The band D council tax rate for Lancashire is the 13<sup>th</sup> highest out of the 27 Counties but the number of band D equivalent properties per head of population is relatively low as set out in the table below.

Table 21 –LCC's Band D equivalent tax base for Council Tax

Current position	Total band D equivalent	Population	Total band D equivalent / population
Nottinghamshire	291,046	805,848	0.3612
Lincolnshire	266,166	736,665	0.3613
Northamptonshire	263,538	723,026	0.3645
Leicestershire	250,567	675,309	0.3710
Derbyshire	290,598	782,365	0.3714
Staffordshire	322,112	862,562	0.3734
Lancashire	445,081	1,191,691	0.3735
Cambridgeshire	247,019	647,238	0.3817
Norfolk	342,394	884,978	0.3869
Suffolk	291,088	741,895	0.3924
Kent	616,759	1,524,719	0.4045
Worcestershire	234,422	578,593	0.4052
Somerset	221,260	545,390	0.4057
Warwickshire	225,531	554,002	0.4071
Cumbria	203,296	497,996	0.4082
Gloucestershire	252,170	617,162	0.4086
Oxfordshire	278,066	677,810	0.4102
Essex	594,387	1,443,151	0.4119
Hampshire	564,910	1,353,043	0.4175
Devon	328,209	773,077	0.4245
Hertfordshire	500,852	1,166,339	0.4294
East Sussex	235,949	544,064	0.4337
North Yorkshire	262,692	602,277	0.4362
West Sussex	365,560	836,256	0.4371
Buckinghamshire	236,343	528,400	0.4473
Dorset	194,021	420,585	0.4613
Surrey	554,462	1,168,809	0.4744

The lower the Band D equivalent tax base, the lower council tax yield will be for a Council.

### 4.3 Service specific comparator income analysis

PwC has also completed comparator income analysis on a service level basis. This has been based upon Revenue Outturn published figures for 2014/15 which identifies the recovery rate of income as a percentage of expenditure. This took the following process:

1. Create comparator groups (typically 27 shire counties).
2. Identify authority with highest recovery rate (defined as income as a percentage of expenditure).

3. Provide sense check drawing on experience as to whether the comparator is applicable to LCC.
4. Apply comparator recovery rate to LCC's revised comparator expenditure.
5. Document the difference in expenditure for each service area.

The analysis provides a high level overview of the LCC position on service-specific income compared to other local authorities. The analysis suggests the current average LCC recovery rate is 10% of around £2bn spend. (The figure of £2bn includes schools funding) The average for other local authorities is 8%, meaning that Lancashire has a higher than average recovery rate.

*Table 22– LCC service income recovery rates compared to similar County Councils (2014/15 RO forms)*

Recoveries		Lancashire CC	Lancashire CC	Nottinghamshire CC	Staffordshire CC	Derbyshire CC	Cumbria CC	Northamptonshire CC	Kent CC	Warwickshire CC	Worcestershire CC	Gloucestershire CC	Essex CC	Suffolk CC	Lincolnshire CC	Norfolk CC	Leicestershire CC	North Yorkshire CC
Revenue Outturn Category 2014-15	Expenditure £'000	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Total Education Services	953,175	3	4	2	4	5	6	3	3	5	3	2	4	2	5	4	2	
Total Highways and Transport Services	122,385	30	12	12	8	9	13	15	16	12	22	12	12	5	13	13	13	
Total Children Social Care	153,616	0	0	1	0	1	0	1	1	1	2	0	1	1	0	0	0	
Total Adult Social Care	444,184	17	13	13	15	22	14	14	15	11	14	13	13	32	16	17	17	
Total Public Health	57,064	0	0	2	0	2	0	0	0	2	0	0	0	0	0	0	0	
Total Housing Services (GFRA only)	131	0	0	0	0	0	0	2	2	96	66	12	1	0	2	2	0	
Total Cultural, Environmental, Regulatory and Planning Services	131,181	12	14	17	8	4	10	5	15	11	6	4	18	5	9	10	7	
Total Central Services	182,239	27	11	7	30	10	13	10	6	20	11	5	7	4	12	16	21	
<b>Total</b>	<b>2,043,975</b>	<b>10.</b>	<b>7.6</b>	<b>6.3</b>	<b>8.6</b>	<b>9.2</b>	<b>7.9</b>	<b>6.5</b>	<b>7.4</b>	<b>8.1</b>	<b>8.1</b>	<b>5.9</b>	<b>7</b>	<b>9.9</b>	<b>7.8</b>	<b>9.1</b>	<b>6.6</b>	

Following the process noted above, this income analysis was applied to LCC. Results are shown overleaf.

The biggest variances in income are observed in the following areas:

- Cultural Services
- Street Lighting
- Planning & Economic Development
- Waste

It should be noted that service income is calculated as a percentage of gross expenditure. As gross expenditure will fall to align to the comparator levels the expected levels of income will fall. Therefore it is estimated that the overall level of service income will remain relatively static as recovery levels could increase but the base expenditure will fall.



*Table 23 – LCC service specific comparator income analysis*

<b>Service category</b>	<b>LCC income 2016-17 (£m)</b>	<b>Income applying comparator analysis (£m)</b>	<b>Variance %</b>
Adults Social Care	140	140	0
Children's Social Care	4	4	0
Corporate Services	38	38	0
Cultural Services	4	4.4	11
Education	9	9	0
Estates	4	4	0
Highways	5	4	(17)
Miscellaneous	10	10	0
Planning & Economic Development	0.3	0.6	59
Public Health	12	12	0
Street Lighting	0.4	0.3	24
Trading Standards	1	0.7	33
Transport	20	20	0
Waste	10	15	49
<b>Total</b>	<b>258</b>	<b>262</b>	<b>2</b>

For a breakdown of the comparator income groups used and rationale, please see Appendix F.

## 5 Medium Term Financial Strategy (MTFS)

The Medium Term Financial Strategy (MTFS) sets out the latest financial forecast for LCC covering the period 2017/18 – 2020/21. The MTFS ‘uplifts’ both expenditure and income over the next four years to reflect changes such as changes in funding streams or increases to prices etc. A review has been undertaken and the MTFS key assumptions have been found to be reasonable and therefore have been used as the basis of expenditure and income uplift over the MTFS period. A summary of the key MTFS assumptions used with PwC commentary, where appropriate, is set out below.

### 5.1 Expenditure uplift – LCC position

The key elements of expenditure contained within the MTFS are detailed below. These have been reviewed, and there has been no material change in their position. A commentary is provided for individual sections. A breakdown of MTFS assumptions and PwC commentary can be found in Appendix C (for items over £100k)

	2017/18 £m	Key components	PwC commentary
Pay and Pensions	9.89	<ul style="list-style-type: none"> <li>Employee costs</li> <li>Pension costs</li> </ul>	Workings were provided to support these calculations – A detailed review of these figures was not undertaken.
Price Inflation	20.04	<ul style="list-style-type: none"> <li>Adults' Social Care – Nursing Residential &amp; Domiciliary Equipment</li> <li>Waste</li> </ul>	This is based on assumptions from the Office of Budget Responsibility (OBR) around predicted rates of price increases. These forecasts were from November 2015 and should be re-visited when updated information is available. The increase in waste is based upon a price increase of 3% – comments above apply. In addition contract renewal is due and an estimate of price increases is included in this figure.
Demand Pressures	30.0	<ul style="list-style-type: none"> <li>Children Looked After</li> <li>Waste</li> <li>Adult Social Care Third Party</li> </ul>	The Children Looked After pressures were found to be in line with assumptions made by other local authorities. There is a forecast that volumes of waste processed will increase by 4% per annum plus adjustments around green waste from the 2016/17 budget. The increase in Adult social care are based upon projected population growth and appear reasonable. The previous point around refreshing projections is applicable to these figures.
Loss of grant	3.67	<ul style="list-style-type: none"> <li>Loss of Public Health Grant</li> </ul>	The budgeted level of expenditure is above the existing grant levels and a reduction in grant is resulting in an additional cost pressure – This reduction should be offset by the Better Care Fund.
Undeliverable savings	12.7	<ul style="list-style-type: none"> <li>Adult Services</li> </ul>	This area was not reviewed. A separate Portfolio Review was completed analysing the Council's existing savings portfolio.
Other	3.38	<ul style="list-style-type: none"> <li>Impact of National Living Wage</li> </ul>	This assumes all providers pay below the minimum wage, which would need to be confirmed with all providers.
<b>Total</b>	<b>79.68</b>		

The figures in Table 24 reflect the in-year increases in costs.

*Table 24– LCC summary of MTFS expenditure assumptions*

	LCC position (£m)		
	2018/19	2019/20	2020/21
Pay & Pensions	5	5	6
Price Inflation	14	16	18
Demand Pressures	16	20	22
Loss of grant	2	2	0
Undeliverable savings	0	0	0
Other	10	8	7
<b>Total</b>	<b>47</b>	<b>51</b>	<b>53</b>

## 5.2 Income uplift – LCC position

The assumptions provided in the MTFS for funding are as follows:

*Table 25– LCC summary of in year MTFS macro income assumptions*

	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
Business rates	181	185	191	197
Council Tax	414	431	453	476
Council Tax increase	17	22	23	23
Revenue Support Grant (RSG)	81	57	33	27
New Homes Bonus	5	3	3	3
Transitional Grant	1	0	0	0
Better Care Fund	3	23	40	40
Capital Receipts	13	5	0	0
<b>Total</b>	<b>715</b>	<b>726</b>	<b>743</b>	<b>766</b>

The income figures were reviewed and there were no comments or revisions following our review.

Application of the above expenditure and income assumptions produce the following summary position:

Table 26 – LCC Medium Term Financial Strategy forecast

£m	2017/18	2018/19	2019/20	2020/21
Net expenditure	763	763	763	763
Uplift (in-year)		47	51	53
Uplift cumulative			98	151
<b>Total expenditure</b>	<b>763</b>	<b>810</b>	<b>861</b>	<b>914</b>
Council Tax	431	453	476	499
Revenue Support Grant	81	57	33	27
Business Rates	181	185	191	196
Other	22	30	43	44
<b>Total income</b>	<b>715</b>	<b>726</b>	<b>743</b>	<b>766</b>
In-year surplus/(deficit)	(48)	(84)	(118)	(148)
Cumulative surplus/(deficit)	(48)	(132)	(250)	(398)

### 5.3 Council reserves position

The Council reserves position for 2015/16 is taken from the September 2016 Cabinet Paper.

	1 April 2016 reserves excluding schools £m	1 April 2017 reserves excluding schools £m
Opening balance	314	180
Transfers in / (out)	5	-
Planned draw-down	139	110
Closing balance	180	70

Based upon the forecast set out in Table 6 and the predicted deficit of £84m in 2017/18, The Council would have exhausted its reserves based on their planned use over the next two years.

The key components of the Council's reserves are the following:

- Reserves held to meet spending pressures.
- Reserves held to deliver corporate priorities.
- Reserves held to deliver organisational change.
- Reserves held to pay for expenditure commitments.
- Reserves held to meet service priorities.
- Schools reserves (these are ring fenced and therefore not considered in the analysis above).

## 6 Summary position

### 6.1 Moving to lower cost comparator over a four year period

The analysis of comparator spend looked at cost on a service by service basis. Table 7 compares the reductions required to achieve the lower cost comparator position.

*Table 27 – Impact on service area gross expenditure of aligning to the lowest quartile comparator including further planned Council savings*

Service area	Reduction in expenditure to comparator group spend £m	Planned council savings for this service in 2016/17 £m	Planned council savings for this service in 2017/18	'Gap' to lowest quartile comparator for the service area after savings	% difference from comparator after savings (based on 2016/17 budget)
Adults Social Care	65.8	10.5	18.6	36.7	7.8%
Children's Social Care	2.7	0.3	0.2	2.2	1.5%
Corporate Services	32.5	6.4	3.0	23.1	15.1%
Cultural Services	5.5	2.6	2.5	0.4	3.0%
Education	16.0	0	1.0	15	28.2%
Estates	1.0	0.2	5.1	(4.3)	n/a
Highways	15.0	1.4	1.0	12.6	34.3%
Misc.	0	0	0.7	(0.7)	n/a
Planning & Economic Development	0	1.1	0.0	(1.1)	n/a
Public Health	18.4	4.8	8.7	4.9	6.0%
Street Lighting	0	0	0.5	(0.5)	n/a
Trading Standards	1.4	0	0	1.4	31.8%
Transport	7.7	1.1	0	6.6	19.2%
Waste	18.4	18.0	1.5	(1.1)	n/a
<b>Total</b>	<b>184.4</b>	<b>46.4</b>	<b>42.8</b>	<b>95.2</b>	<b>9%</b>

Based on our experience of Local Authorities delivering transformation programmes, we have set out in the table below a scenario where the reduction in expenditure is achieved over a four year period assuming a 'straight line' implementation:

- 2017/18 25% of expenditure reduction achieved
- 2018/19 50% of expenditure reduction achieved
- 2019/20 75% of expenditure reduction achieved
- 2020/21 100% of expenditure reduction achieved

When the 9% reduction in expenditure to take the Council to lowest quartile cost is applied to the latest financial forecast then the summary position is set out in Table 27.

*Table 28 – Projected financial position if expenditure is reduced to lowest quartile*

£m	2017/18 LCC forecast	2017/18 2.25% reduction	2018/19 2.25% reduction	2019/20 2.25% reduction	2020/21 2.25% reduction
Net expenditure	763	746	729	712	694
Uplift (in-year)	-	-	47	51	53
Uplift cumulative	-	-	-	98	151
<b>Total expenditure</b>	<b>763</b>	<b>746</b>	<b>776</b>	<b>810</b>	<b>845</b>
Council Tax		431	453	476	499
Revenue Support Grant		81	57	33	27
Business Rates		181	185	191	196
Other		22	31	43	44
<b>Total income</b>	<b>-</b>	<b>715</b>	<b>726</b>	<b>743</b>	<b>766</b>
<b>In-year surplus/(deficit)</b>	<b>-</b>	<b>(31)</b>	<b>(50)</b>	<b>(67)</b>	<b>(79)</b>
Cumulative surplus/(deficit)	-	-	(81)	(148)	(227)

This shows a cumulative deficit of £227m by 2020/21 with a deficit of £79m within the 2020/21 financial year.

## 6.2 Considering additional delivery risk

To consider the full delivery risk for LCC, the findings of the Council's recent Change Portfolio Review have then been overlaid in the table below. The review identified a delivery risk factor of up to 41% on their planned savings – i.e. that benefits will not be delivered to planned timescales. The table below applies this additional risk factor to the 9% reduction.

*Table 29 – Projected financial position if expenditure is reduced to lowest quartile (risk adjusted)*

£m	2017/18 LCC forecast	2017/18	2018/19	2019/20	2020/21
Total expenditure	763	746	776	810	845
Risk adjustment	-	7	7	7	7
<b>Adjusted total expenditure</b>	<b>-</b>	<b>753</b>	<b>783</b>	<b>817</b>	<b>852</b>
<b>Total income</b>	<b>-</b>	<b>715</b>	<b>726</b>	<b>743</b>	<b>766</b>
In-year surplus/(deficit)	-	(38)	(57)	(74)	(86)
Cumulative surplus/(deficit)	-	-	(95)	(169)	(255)

This shows an overall cumulative deficit of £255m in 2020/21.

## 7 Closing comments

As demonstrated in section 6 above, the Council is not currently in a sustainable financial position. Even moving the Council to lower cost comparators across all services areas does not sufficiently close their financial gap over the four year period. The Council is currently supplementing this work with a Public Services Operating Model Design exercise – the financial case for this programme will be completed in December and will confirm the extent to which the lower cost comparator position can be achieved and the gap can be narrowed.

### 7.1 Key findings

The review has highlighted:

- **Statutory Spend:** In November 2015, the Council undertook a comprehensive exercise to map its base budget and define its statutory spend as part of a base budget review. This exercise is referred to as the base budget review (BBR) throughout the document. The review of statutory expenditure undertaken in this exercise has highlighted no material changes to the position set out by the Council in their base budget review.
- **Latest financial forecast:** The Council is forecast to have a cumulative deficit of **£398m** by the end of 2020/21 and an in year deficit that year of £148m. This is predicated on all savings plans being achieved with no slippage. We have reviewed the Council's savings portfolio and have identified that a significant proportion of planned savings are at risk of slippage. We have reviewed the underlying assumptions behind the Council's MTFS and found them to be in line with those being made by other similar authorities, however, its forecast budget gap may be understated as a result of risks relating to the delivery of savings within the forecast timescale.
- **Comparator analysis:** We have established a benchmark of lowest cost comparator for each of the service areas defined in the Revenue Account (RA) data set. Appendix D confirms the service by service comparators used – these have either been selected based on service specific factors, e.g. indices of multiple deprivation for social care, or lower quartile costs for a service area. To achieve this lower cost comparator position would require a reduction in gross expenditure of £184m (17%) from the 2016/17 gross budget of £1,059m. This would be a significant transformation for the Council and would move them to a position no other local authority has achieved to date i.e. lower quartile costs across all service areas (based on 2016/17 RA data). This gap takes no account of any savings plans that other Councils may have and reflects a point in time.
- **Council saving plans:** The Council currently has plans to reduce expenditure from the gross budget of £1,059m by a further £89.2m through saving plans over the next three years (a further £46.4m to be achieved in 2016/17 and planned savings of £42.8 in 2017/18). When planned savings are taken into account this reduces the gap to lower quartile costs to £95.2m (9%). Therefore the Council would require a further 9% of savings before making the benchmark.
- **The level of income generated across all services** in total is the highest (as a proportion of gross expenditure) of any County Council based on 2015/16 RA data. No account has been taken of the potential reduction in service income if expenditure is reduced.
- **Bridging the gap:** Even if the Council were to reduce its expenditure to the median of lowest quartile within the timescale of this MTFS, it would still be facing an in year deficit of **£79m** and a cumulative deficit of **£227m** by 2020/21. This does not take account of any risks associated with the Council's planned savings programme or if these additional savings can be made without impacting on current service quality or safety.
- **Adult Social Care summary financial position:** A separate analysis of the resources available and expenditure in respect of Adults Social Care shows that there will be an in year gap of £92m for this service alone by 2020/21.
- **Reserves:** The Council has budgeted to make significant use of reserves within the next three years. In 2016/17 budgeted use of reserves stands at £139m, a reduction of 44% of available reserves, at current planned rates the Council will have exhausted its reserves by the end of 2018/19.(see Section 5.3).

Based upon these findings:

- *A reduction in costs (over four years) to achieve lower quartile expenditure will still not result in the Council being in a sustainable position.*
- *The Councils change portfolio does not deliver sufficient financial savings to move the Council to a position of financial sustainability by 2020/21. In this scenario there is a risk that the Council fails to carry out its statutory duties and this could result in intervention by the Secretary of State (in accordance with section 15 of the 1999 Local Government Act) directing that specific functions be exercised by the Secretary of State 'so long as the Secretary of State considers appropriate'.*
- *Lower cost comparator benchmarking has identified the Council's 16/17 budget position is 9% higher than the lower cost comparator (after the Councils savings portfolio has been delivered). In this scenario this is still a significant in year and cumulative funding gap by 2020/21*
- *The Council now has two key considerations:*
  1. *Is the current funding model of the Council disadvantaging the place of Lancashire and disproportionately contributing to the Lancashire funding gap.*
  2. *Will more radical options for transformation across the Lancashire public sector sufficiently close the funding gap by 2021 to minimise the risk of intervention.*

## 7.2 *Issues to be considered*

If the Council continues on its current financial trajectory then there is a significant risk that the cost of statutory services will exceed the financial resources of the Council. There are few precedents of Councils unable to meet their statutory obligations but if the Council is unable to provide a level of service that meets the minimum statutory requirements then a number of potential interventions could occur:

- The Council is put into special measures by central government.
- The Secretary of State orders an inspection of the Council if it is believed that an authority has not acted in accordance with its best value duty.
- The Secretary of State intervenes (in accordance with section 15 of the 1999 Local Government Act) by directing that specific functions be exercised by the Secretary of State 'so long as the Secretary of State considers appropriate'.

In order to reach a financially sustainable position significant savings will have to be achieved, many of these will require not only a transformation of the current LCC operating model but also pan-Public sector engagement and transformation.



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# *Appendices*

## Appendix A – Service categories mapped to service areas

Service category	Service area	Base Budget Review reference
<b>Transport</b>	Local Transport Plan	58
	Public Transport	76
	Integrated Transport	77
	Fleet Services	75
<b>Waste</b>	Waste Management – Waste PFI	83
	Landfill – Disposal	81
	Recycling & Costing Sharing	84
	Waste Management- Household Waste Recycling Centres	80
	Waste Transfer Stations	85
	Green Waste (non PFI)	79
	Waste Management General	82
<b>Cultural Services (including libraries)</b>	Cultural Services – Libraries	73
<b>Cultural Services (excluding libraries)</b>	Cultural Services – excluding Libraries	74
<b>Estates</b>	FM – Building Accommodation / Building Accommodation – Youth	51
	Design and Construction Buildings	47
	Facilities Management – Staff and Civic Catering	113
<b>Planning &amp; Economic Development</b>	Emergency Planning (part of Emergency Planning & Resilience)	86
	Provision Planning	33
	Health, Safety and Quality	87
	Employee Support	115
	Health Protection	88
<b>Street Lighting</b>	Street Lighting	71
<b>Highways</b>	Highways Management	66
	Asset Management Highways	32
	Highways Development Control	64
	Design and Construction Buildings Highways	48
	Highway Regulation & Inspection	68
	Highways Management – Operations Delivery	67
<b>Traffic Signals</b>	Traffic Signals	72
<b>Trading Standards</b>	Trading Standards – Closed Landfill	94
	Trading Standards – Scientific Services	95
	Trading Standards – Fair Trading	96a
	Trading Standards – Animal Health and Agriculture	96b
	Trading Standards – Food Standards	96c
	Trading Standards – NW Training	96d

Service category	Service area	Base Budget Review reference
	Trading Standards – Product Safety, Petroleum and Explosives	96e
	Trading Standards – Weights and Measures (Metrology)	96f
<b>Corporate Services</b>	Core Business Systems/Transformation (BTLS) – ICT , Payroll and Rev & Benefits	45
	Legal services	41
	Exchequer Services	35
	Customer Access	63
	Operational Support	5
	Policy, Information and Commissioning (Including Business Intelligence and Equality and Cohesion Team)	43
	Directors and Executive Support	107
	Core Business Systems/Transformation (non BTLS)	46
	Financial management (operational)	37
	Democratic services (excluding grants)	40
	Procurement	44
	Estates Land Not in Operational Use	49
	Communications	117
	Human Resources	55
	Corporate Finance	34
	Internal Audit	38
	Asset management buildings, property review and development	31
	Building Cleaning	50
<b>Adults' Social Care</b>	Disability	1
	Older People's Services	2
	Carers Services	3
	Commissioned Adult Social Care – Learning Disability Services	4
	Physical Support	6
	Social Care Staff	8
	Mental Health	9
	Safeguarding (Adults)	10
	Health & Care Systems Development (H&SCD)	52
	Supporting People	111
<b>Children's Social Care</b>	Adoption Service	11
	In-house Fostering Service	12
	Overnight Short Breaks Unit	13
	In House Residential	14
	SCAYT + (Supporting Carers & Young People Together)	15
	YOT (Adoption, Fostering, Residential and YOT)	16
	Children's Social Care Family Support	17
	Children's Social Care Financial Assistance to Care Leavers	18
	Children's Social Care Placements	20

Service category	Service area	Base Budget Review reference
	Children's Social Care – Social Work Teams	21
	Safeguarding, Inspection and Audit	22
	SEND Service	29
<b>Education</b>	School Improvement – Alternative and Complementary Education	23
	Schools Improvement – Early Years Teachers	25
	Financial management (Development and Schools)	36
	Skills, Learning & Development	53
	Lancashire Adult Learning	54
	Children's Social Care (other)	19
	School improvement – Children missing education and attendance	24
	School improvement – pupil access	27
	School Crossing Patrol service	92
	School improvement – schools advisory service	28a
	School improvement – learning improvement	28b
	Schools improvement – early years teacher team	25
	Lancashire Teaching Agency	125
	Skills, Learning & Development	53
	Lancashire Adult Learning	54
	Outdoor Education	130
	<b>Public Health</b>	Prevention
Health Equity, Welfare & Partnerships – Health Equity (Public Health) Element		89
Health Equity, Welfare & Partnerships – Partnerships element (except Road Safety)		90
Health Equity Welfare & Partnerships – Road Safety element		91
Patient Safety & Quality Improvement		93
Wellbeing Prevention and Early Help Service – Public Health Children and Young People		97
WPEH Public Health- Health Checks and Wellness Commissioning		98
Public Health General (including PH Staffing and Consultants)		99
Well Being Prevention and Early Help – Public Health – Sexual Health Commissioning		100
Well Being Prevention and Early Help – Public Health Tobacco Control and Stop Smoking Services		101
WPEH – Public Health Substance Misuse		102
Wellbeing, Prevention and Early Help Service (WPEHS) Combined Offer		103
Welfare Rights Health Equity, Welfare & Partnerships		116
<b>Miscellaneous</b>	Business Support & Admin	122
	Governor Services	124
	Recruitment, Retention & NQTs	131
	LEP Co-ordination	106

Service category	Service area	Base Budget Review reference
	Office of the Police and Crime Commissioner Treasurer	42
	Business Growth	104
	School Catering	126
	Flood Risk Management	65
	Rural	61
	Public Service Area Integration	30
	PROW – Public Rights of Way	60
	Countryside Services (part of Planning & Environment)	56
	Strategic Economic Development	105
	Lancashire Parking Services	114
	Programme Office	62
	Lancashire Music Service	128
	Coroners Service	39
	Member Grants	112
	Severe Weather	69
	SEND Traded Team	132
	Educational Visits	123
	Learning Excellence	129

## Appendix B – MTFs assumptions – Income

	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
Business rates	181	185	191	196
Council Tax	414	416	417	418
Council Tax increase	17	18	19	20
Revenue Support Grant (RSG)	81	57	33	27
New Homes Bonus	5	3	3	3
Transitional Grant	1	0	0	0
Better Care Fund	3	23	40	40
Capital Receipts	13	5	0	0
<b>Total</b>	<b>715</b>	<b>707</b>	<b>703</b>	<b>704</b>

## Appendix C – MTFS Key assumptions – Expenditure

£m	MTFS key assumption 2017/18	Comment
<b>Price inflation</b>		
Adults' Social Care	10.5	The population projections seem reasonable, although this assumes increasing numbers of individuals in residential, rather than a reduction.  This projects an increase in direct payments of adults and there should be a commensurate reduction in traditional care packages.
Transport	0.6	2.1% increase in operator payments has been assumed. This does not seem unreasonable in line with current RPI.
Children's Social Care	1.4	This is based on 1% inflationary uplift on provider costs which were found to be in line with other local authority assumptions.
<b>Demand Pressures</b>		
Children Looked After	12.324	The assumptions were found to be in line with other local authority assumptions around demand pressures.
Mainstream Home to School Transport	0.512	This assumes denominational transport will be phased out from September 2018. Does not seem unreasonable.
Staying Put	0.303	This is based a 70% take-up rate, and 2.08% inflation assumption which does not seem unreasonable.
Waste	5.24	This is driven by understated tonnage in 2016/17 and increase of 4% based on increases of last few years. This does not seem unreasonable
Adults' Social Care	12.773	The underlying assumptions were found to be in line with assumptions made within the sector.
City Deal Capital Financing Costs	0.487	These assumptions do not seem unreasonable based upon a review of working papers
<b>Loss of grant</b>		
Loss of Public Health Grant	3.67	This project has an overspend of £7m. The budgeted level of expenditure is above the existing grant levels and a reduction in grant is resulting in an additional cost pressure – This reduction should be offset by the Better Care Fund.
<b>Undeliverable savings</b>		
Undeliverable savings	12.7	The Council's existing savings proposals have been reviewed as part of a separate Portfolio Review exercise.

Detailed analysis of pensions, pay and living wage increases, including analysis of the increments and the employee-supplier relationship has not been completed as part of this exercise.

## Appendix D – Service specific expenditure – comparator groups

### Expenditure

The table below displays LCC's comparative expenditure position.

Service area	LCC spend (forecast 2016/17) £m	Comparator group	Median comparator	Metric	Rationale
<b>Adults' Social Care</b>	472.8	Cumbria, Lincolnshire, Norfolk, Somerset	Cumbria, with a population adjusted spend of £305m compared to Lancashire's £354m.	Indices of multiple deprivation identified 5 closest authorities to Lancashire. The median was identified from this group.	Cumbria delivers a low cost Adults' service accounting for similar socioeconomic circumstances.
<b>Children's Social Care</b>	124.7	Cumbria, Lincolnshire, Norfolk, Somerset	Norfolk, with a population adjusted spend of £150m compared to Lancashire's £153m.	Indices of multiple deprivation identified 5 closest authorities to Lancashire. The median was identified from this group.	Norfolk delivers a low cost Children's service accounting for similar socioeconomic circumstances.
<b>Corporate Services</b>	124.4	Buckinghamshire, Cambridgeshire, Surrey, Cumbria, Hertfordshire and Norfolk	Surrey, with a unit cost of £200 per FTE, compared to Lancashire's £337.	Identified lowest quartile of Unit cost of 'corporate and democratic core' per FTE, and applied the median value of Surrey.	Surrey delivers low cost Corporate Services, accounting for differences in demand for services (FTE).
<b>Cultural Services</b>	14.7	Group 1: Hertfordshire, West Sussex, Buckinghamshire, Gloucestershire, East Sussex, Nottinghamshire, Cambridgeshire Group 2: Buckinghamshire, Gloucestershire, Warwickshire, West Sussex, East Sussex, Leicestershire, Derbyshire	Group 1: Gloucestershire, with a unit cost of £3,247 compared to Lancashire's £6,382 Group 2: West Sussex, with a unit cost £17, compared to Lancashire's £27.	Group 1: Total cultural services spend accounting for Population Density. Group 2: Total cost of Library Services/Population Density.	Group 1: Gloucester delivers low cost Cultural Services, accounting for different challenges in delivery and access to services (population density). Group 2: West Sussex delivers a low cost Libraries service, accounting for different challenges in delivery (population density).
<b>Education</b>	8.0	Cumbria, Lincolnshire, Norfolk, Somerset	Norfolk, with a population adjusted spend of £604m compared to Lancashire's £862m.	Indices of multiple deprivation identified 5 closest authorities to Lancashire. The median was identified from this group.	Norfolk delivers a low cost Education services accounting for similar socioeconomic circumstances.
<b>Estates</b>	39.6	Buckinghamshire, Dorset, Hertfordshire, Surrey, Cambridgeshire, Derbyshire, North Yorkshire	Surrey	Identified the lowest quartile of cost from 'Corporate and Democratic Core' spend category. The median was identified from this group.	Surrey delivers the lowest cost Estates services within the comparator group'



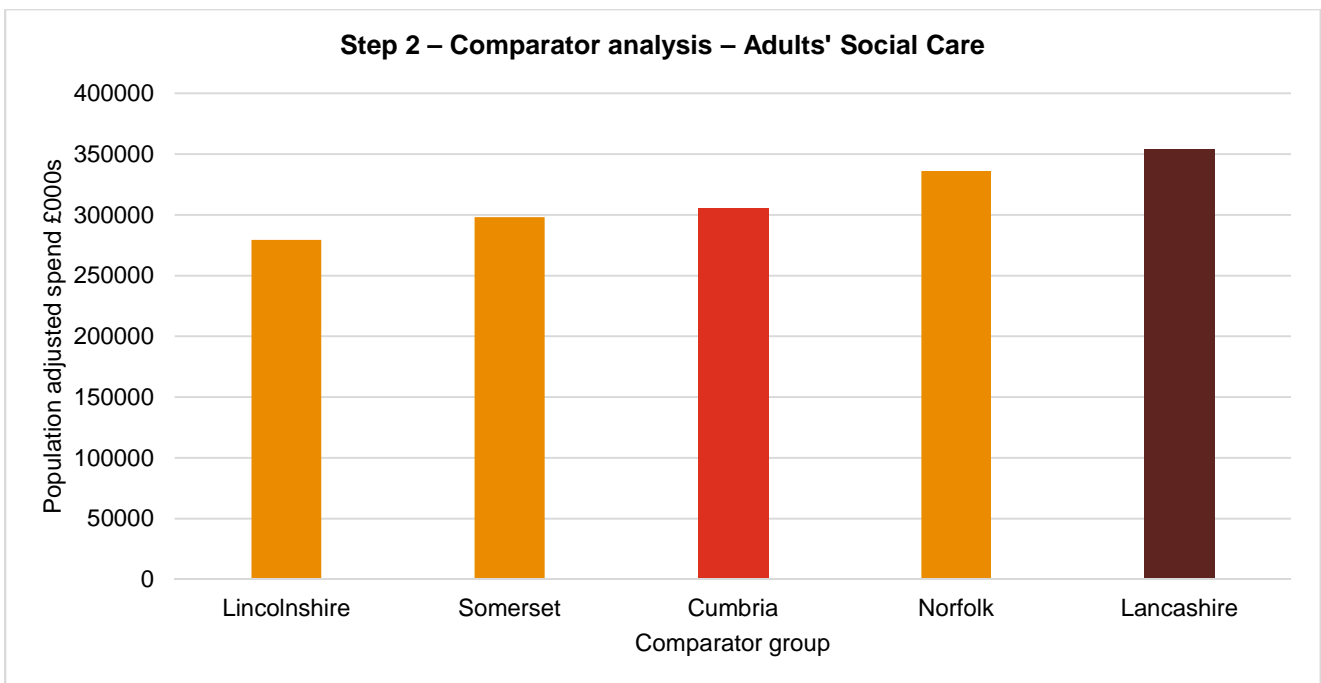
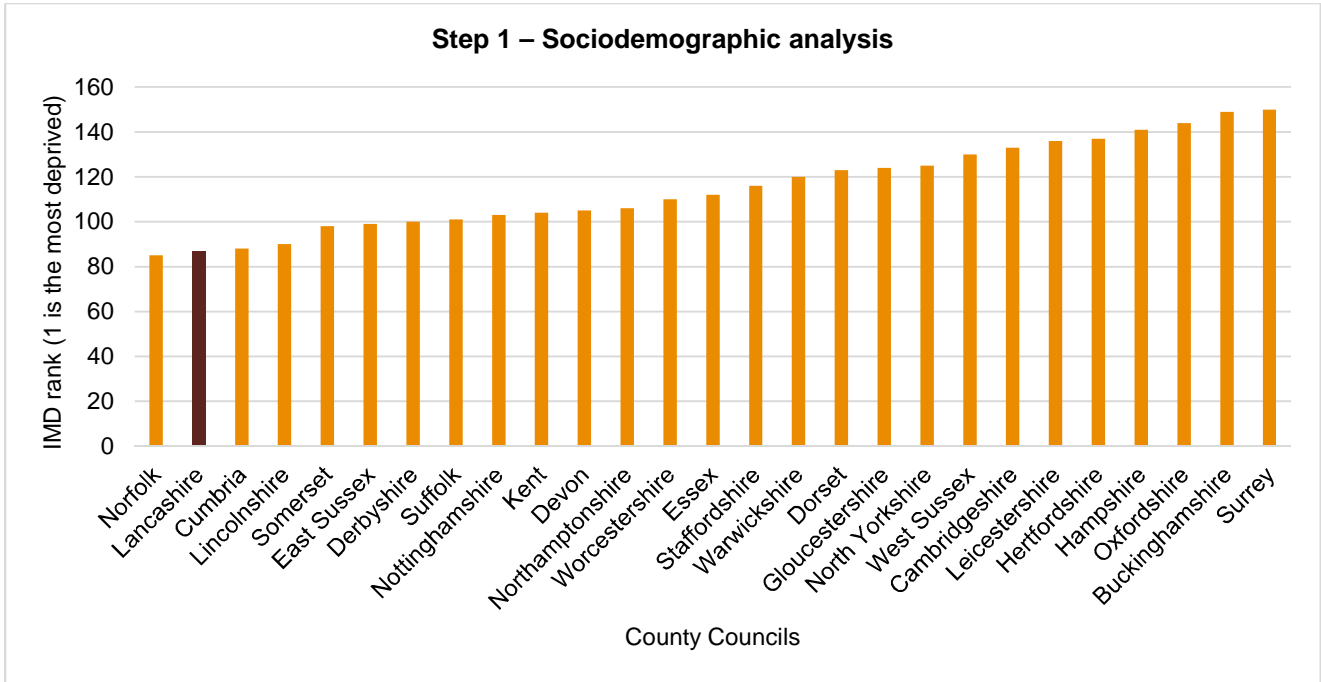
Service area	LCC spend (forecast 2016/17) £m	Comparator group	Median comparator	Metric	Rationale
<b>Highways</b>	30.3	Group 1: Somerset, Norfolk, Derbyshire, Suffolk, Cumbria, Devon, Northamptonshire Group 2: Cumbria, Gloucestershire, Devon, Oxfordshire, Norfolk, Worcestershire, Dorset	Group 1: Suffolk Group 2: Oxfordshire	Group 1: Total Highways Costs as a unit cost based on total miles per authority. Group 2: Total Traffic Management costs as a unit cost based on total miles per authority.	Group 1: Suffolk delivers low cost Highways services, accounting for differences in road length. Group 2: Oxfordshire delivers low cost Highways services, accounting for differences in road length.
<b>Miscellaneous</b>	6.9	N/A		N/A	N/A
<b>Planning &amp; Economic Development</b>	1.0	Group 1: Hertfordshire, Oxfordshire, Staffordshire, East Sussex, Derbyshire, Essex, Cambridgeshire	N/A	Group 1: Health Protection spend based on population.	East Sussex delivers low cost Health Protection services, accounting for demand for service (population).
<b>Public Health</b>	109.4	Cumbria, Lincolnshire, Norfolk, Somerset	Lincolnshire, with a population adjusted spend of £55.6m compared to Lancashire's £72.8m.	Indices of multiple deprivation identified 5 closest authorities to Lancashire. The median was identified from this group.	Lincolnshire delivers a low cost Public Health service accounting for similar socioeconomic circumstances.
<b>Street Lighting</b>		Cumbria, North Yorkshire, Devon, Lincolnshire, Derbyshire, Somerset, Suffolk	Lincolnshire	Street Lighting shown as a unit cost based on total miles per authority.	Lincolnshire delivers low cost Street Lighting, accounting for differences in demand (total miles).
<b>Trading Standards</b>	4.0	Worcestershire, Somerset, East Sussex, West Sussex, Gloucestershire, Lincolnshire, Essex	West Sussex	Trading standards as a unit cost based on population.	West Sussex delivers low cost Trading Standards service, accounting for differences in demand (population).
<b>Transport</b>	55.4	Group 1: Northamptonshire, West Sussex, Surrey, Cambridgeshire, Derbyshire, East Sussex, Buckinghamshire Group 2: Worcestershire, Surrey, Hertfordshire, Leicestershire, Northamptonshire, East Sussex, Buckinghamshire	Group 1: Cambridgeshire, with a unit cost of £4 compared to Lancashire's £10. Group 2: Leicestershire, with a unit cost of £31 compared to Lancashire's £63.	Group 1: Total Transport Planning costs divided by population density. Group 2: Total Public Transport divided by population density.	Group 1: Cambridgeshire delivers low cost Transport services, accounting for differences in challenges of delivery (population density). Group 2: Leicestershire delivers low cost Public Transport services, accounting for differences in challenges of delivery (population density).
<b>Waste</b>	67.5	Group 1: Surrey, Northamptonshire, Buckinghamshire, Hertfordshire, Warwickshire and Nottinghamshire	Group 1: Warwickshire, with a unit cost of £0.04 compared to Lancashire's £0.05. Group 2: Please note the original	Group 1: Total Waste costs accounting for population. Group 2: Total Recycling costs accounting for population.	Group 1: Warwickshire delivers low cost Waste services, accounting for differences in demand (population).

Service area	LCC spend (forecast 2016/17) £m	Comparator group	Median comparator	Metric	Rationale
		Group 2: West Sussex, Staffordshire, Kent, Gloucestershire, Lincolnshire, Nottinghamshire, Hertfordshire	expenditure figure was taken for this, as the median from the lower quartile (Gloucestershire) was more expensive than Lancashire.		Group 2: Lancashire delivers low cost Recycling services, accounting for differences in demand (population).
<b>Total</b>	<b>£1,059m</b>				

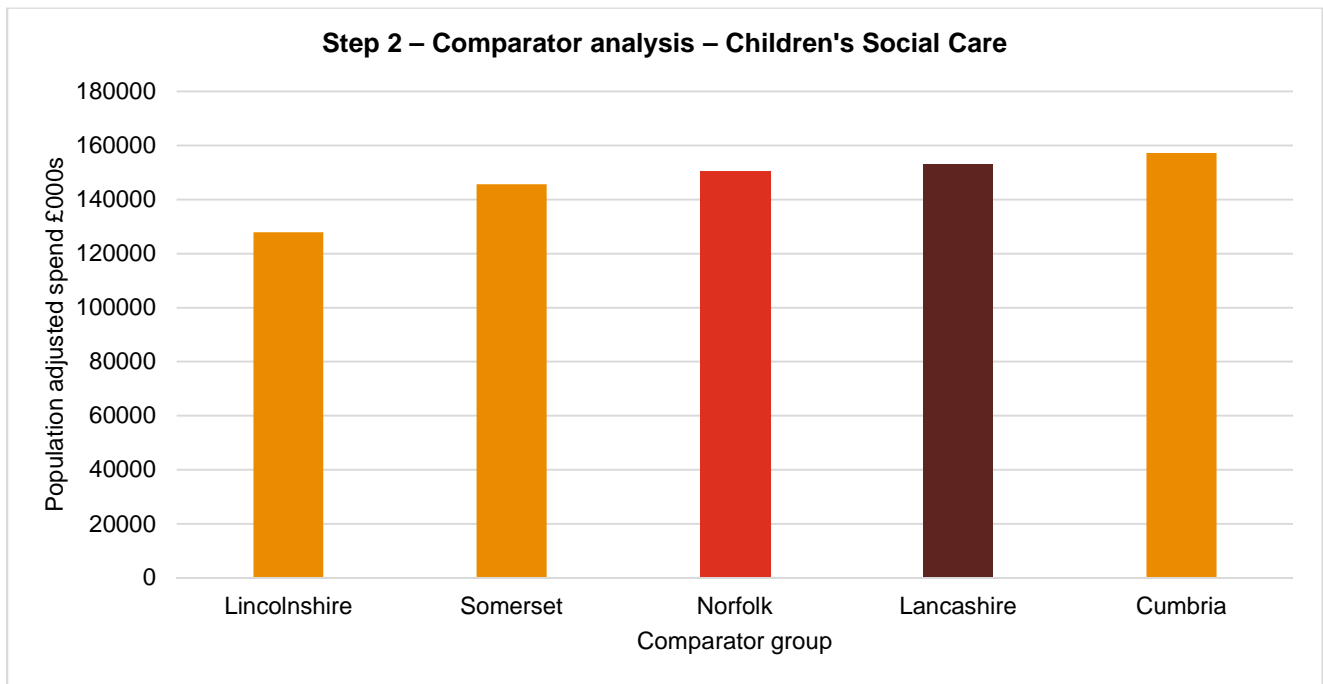
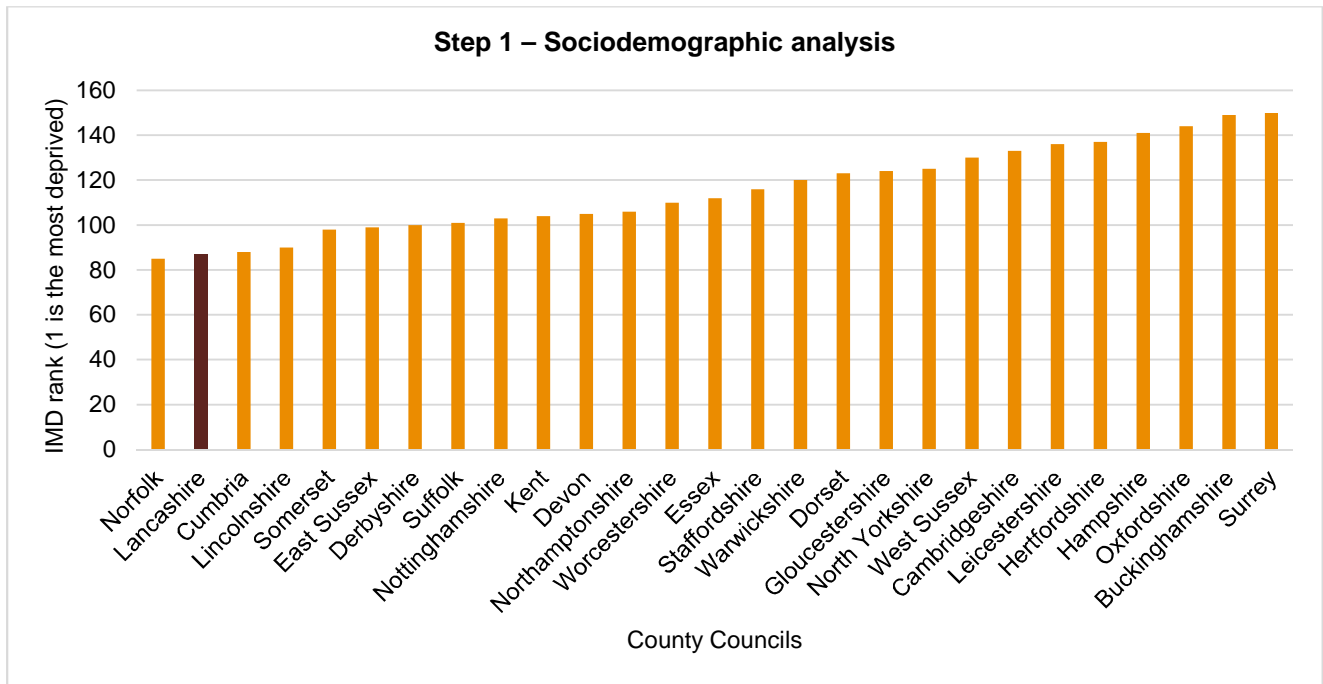
For graphs detailing the comparator analysis, please see Appendix E.

# Appendix E – Service specific expenditure – comparator graphs

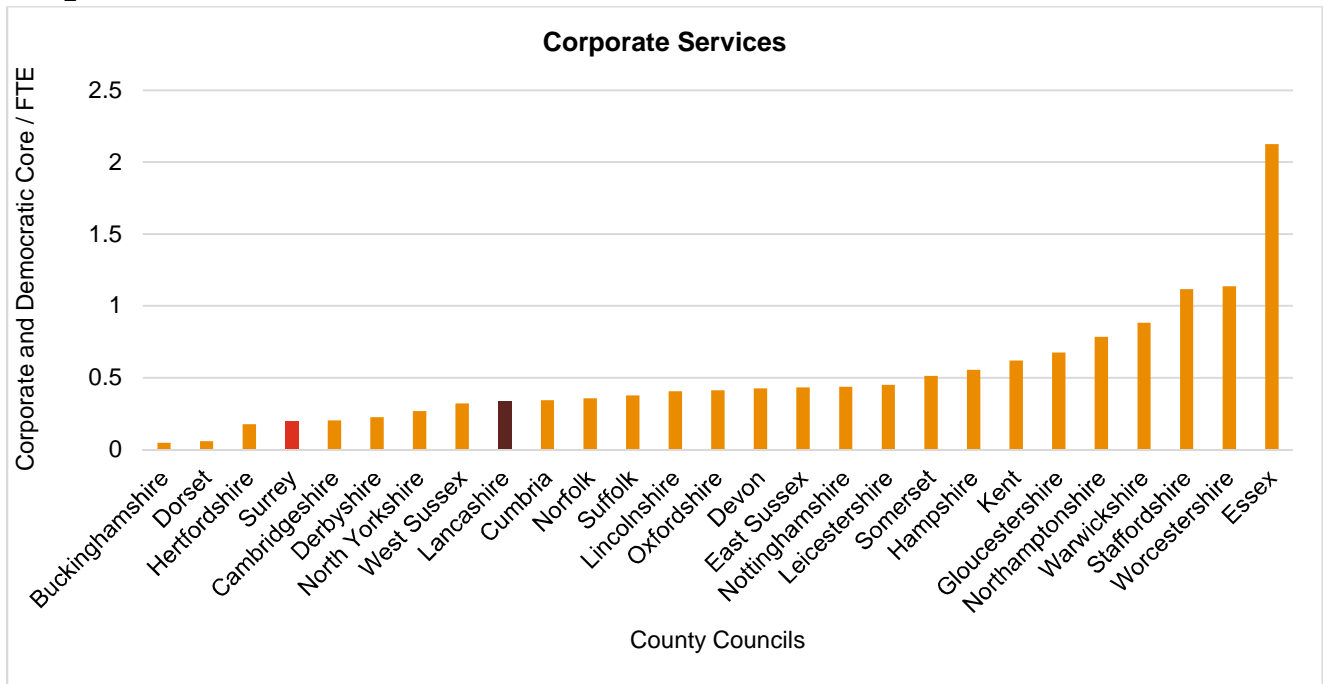
## Adults' Social Care



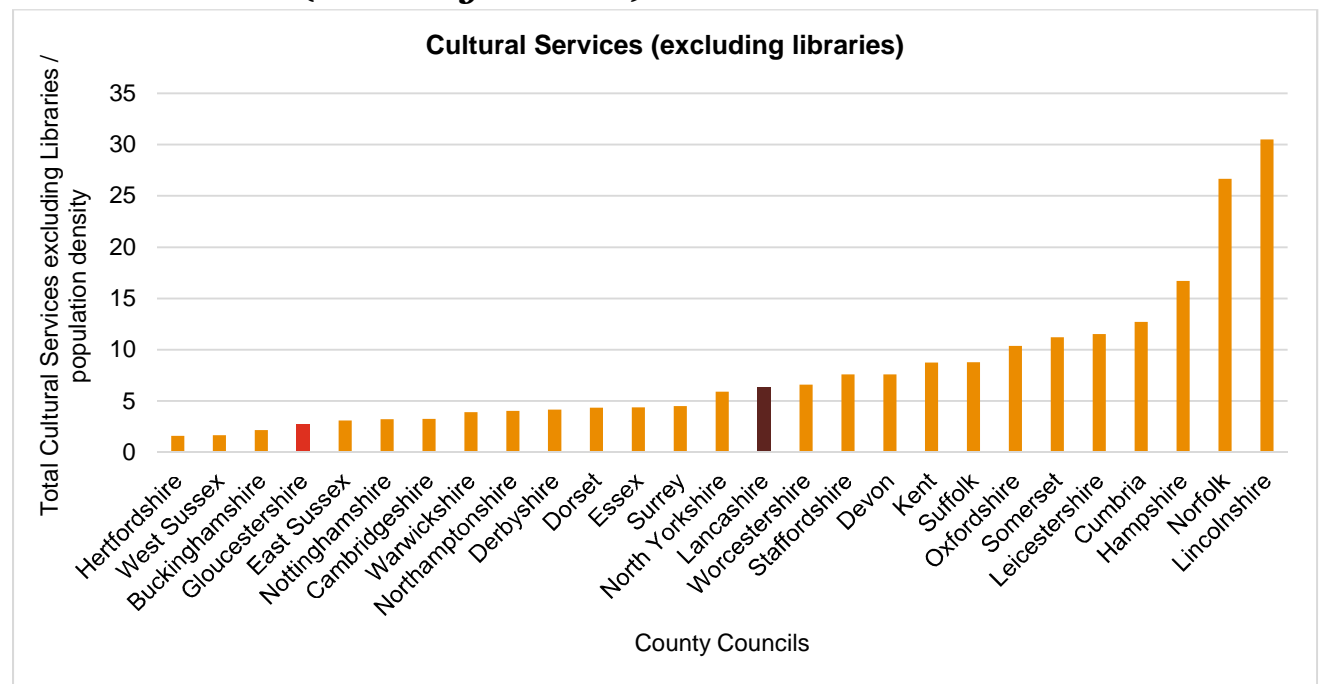
**Children's**



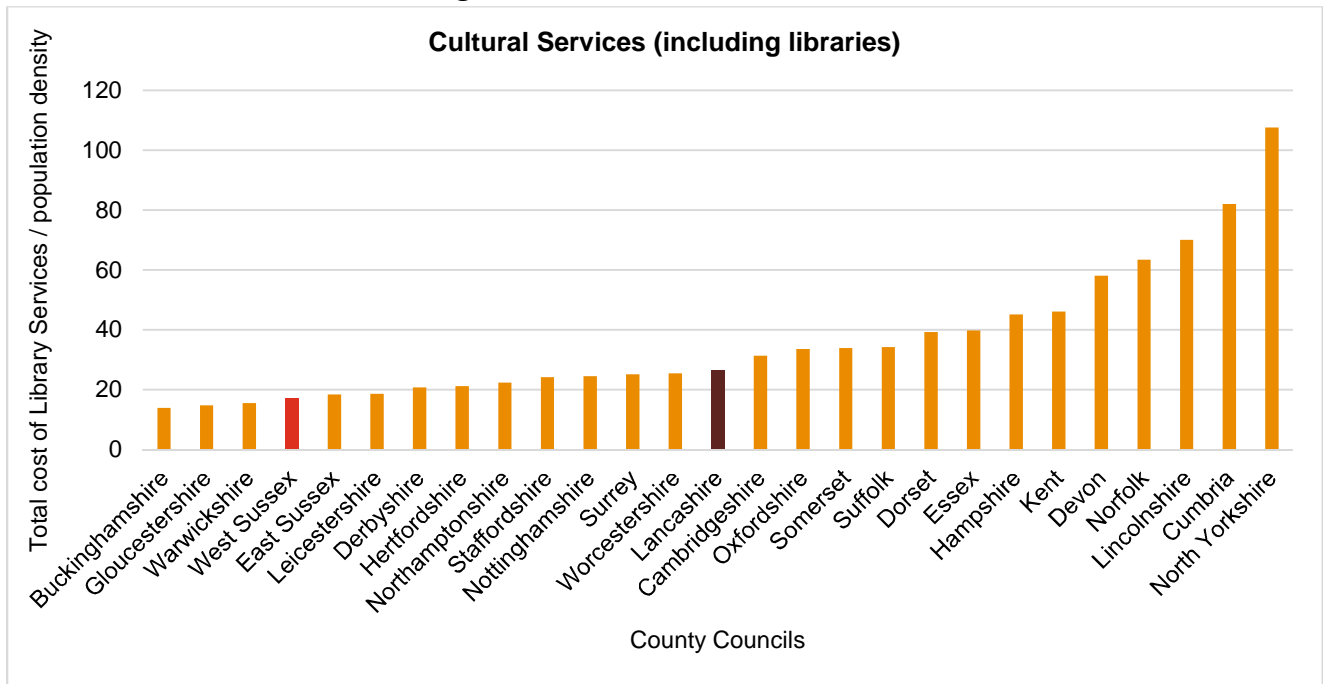
## Corporate Services



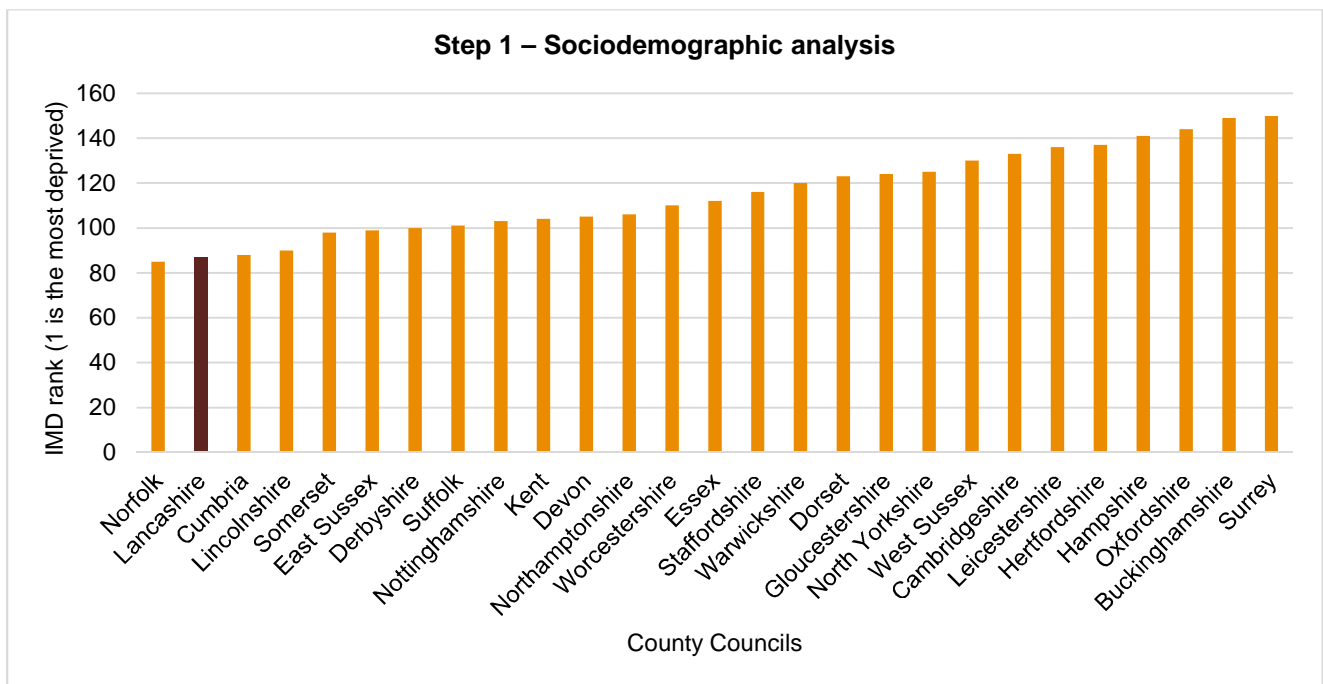
## Cultural Services (excluding libraries)



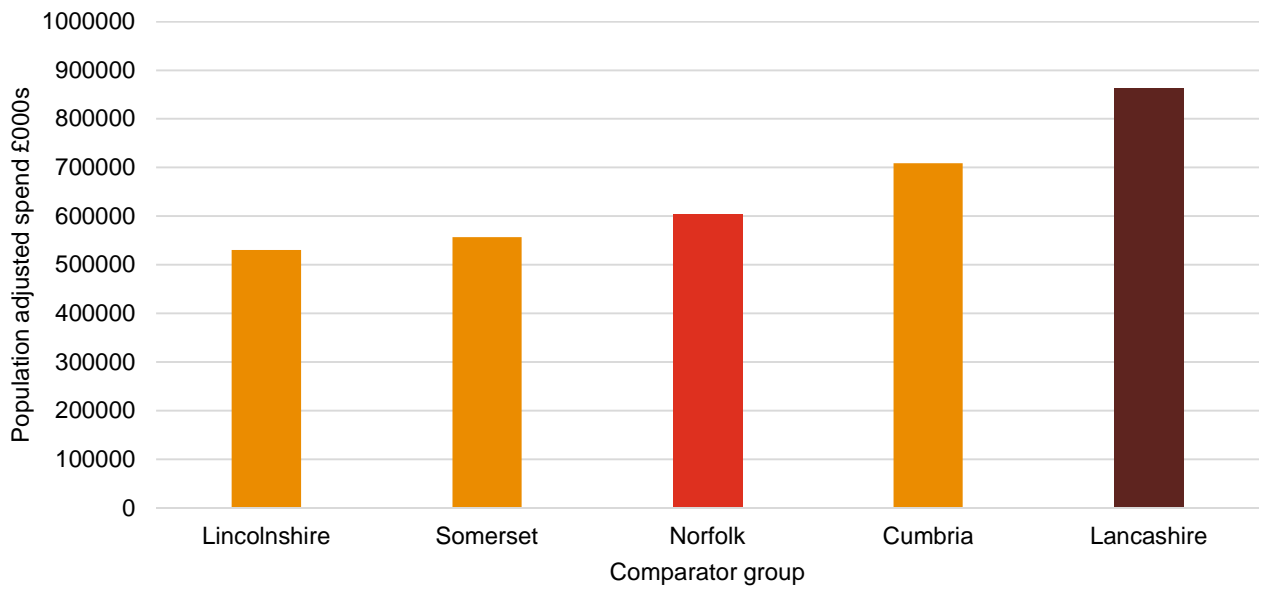
### Cultural Services (including libraries)



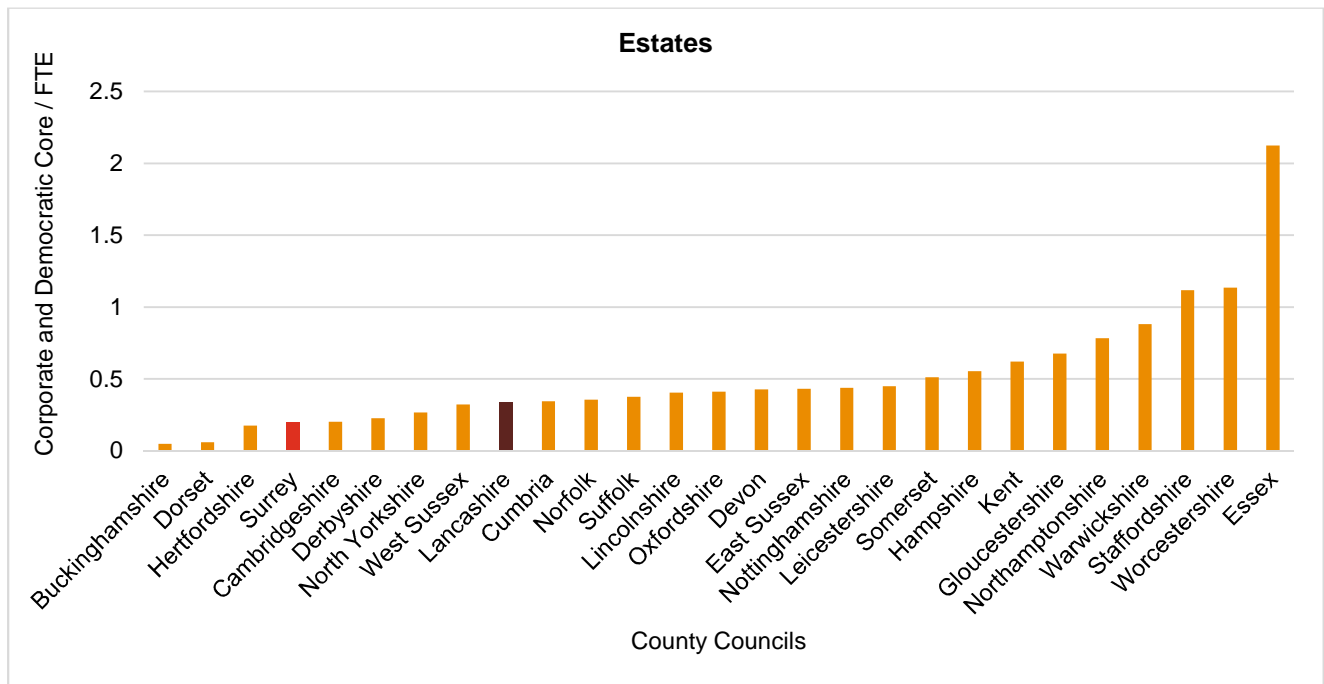
### Education



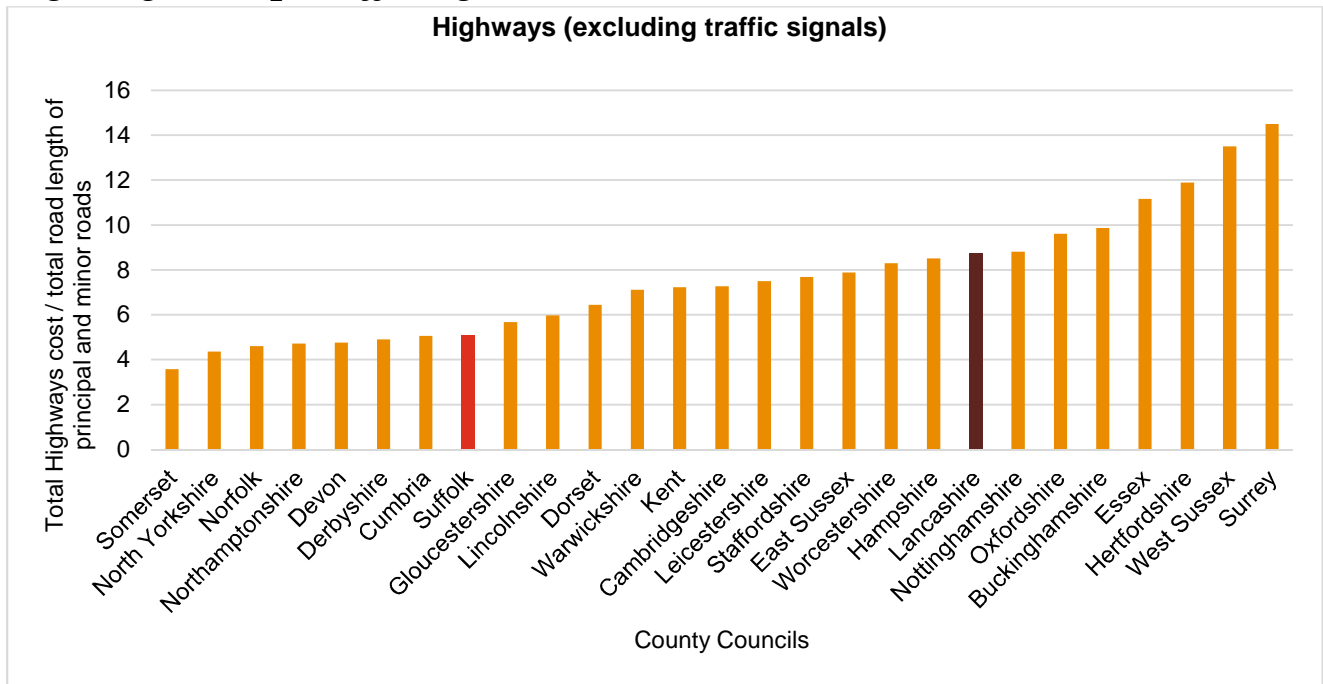
### Step 2 – Comparator analysis – Education



### Estates



**Highways (except traffic signals)**



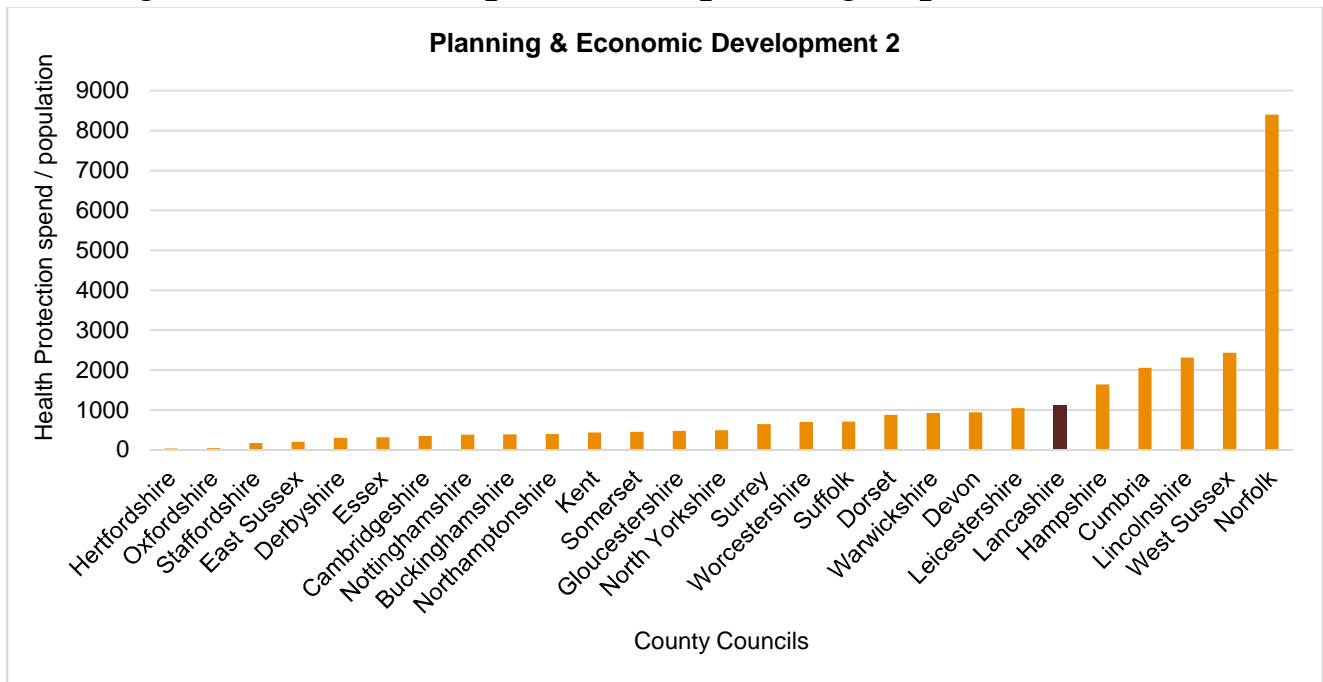
**Miscellaneous**

No comparator analysis completed due to definition of service areas on RA form.

**Planning & Economic Development – comparator group 1**

Lancashire RA form submitted as a nil so no comparator analysis completed.

**Planning & Economic Development – comparator group 2**

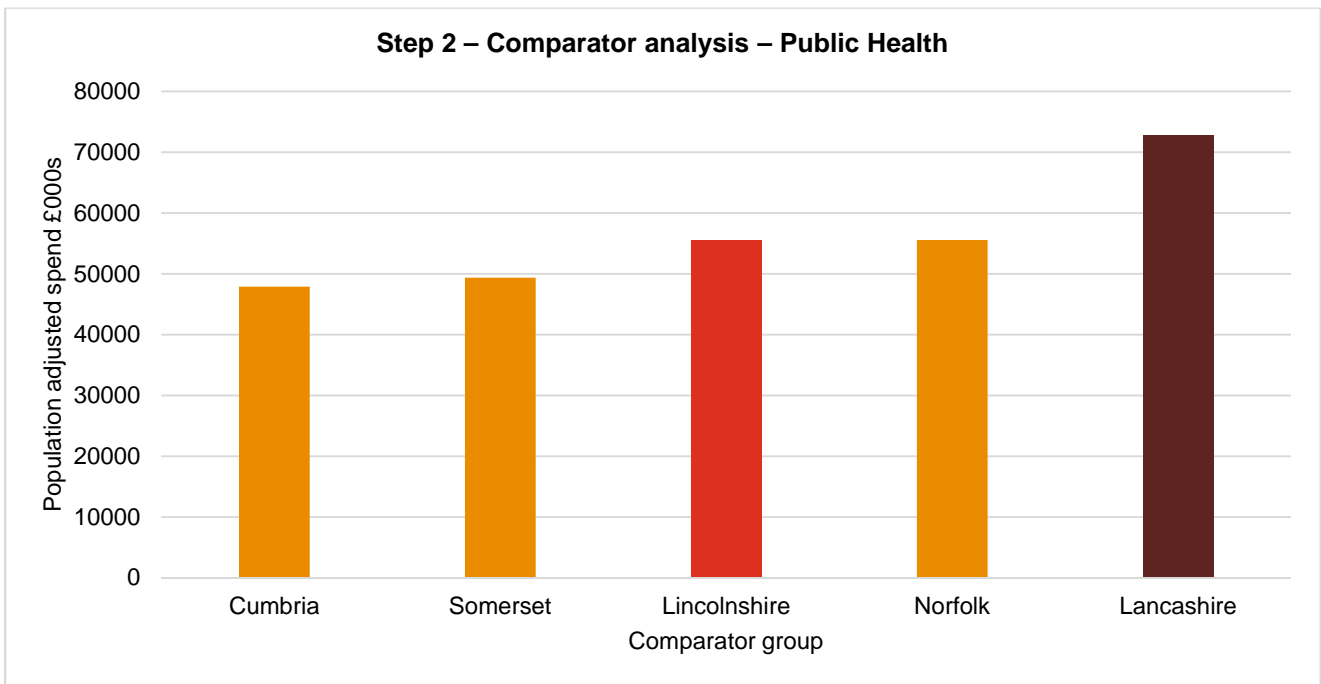
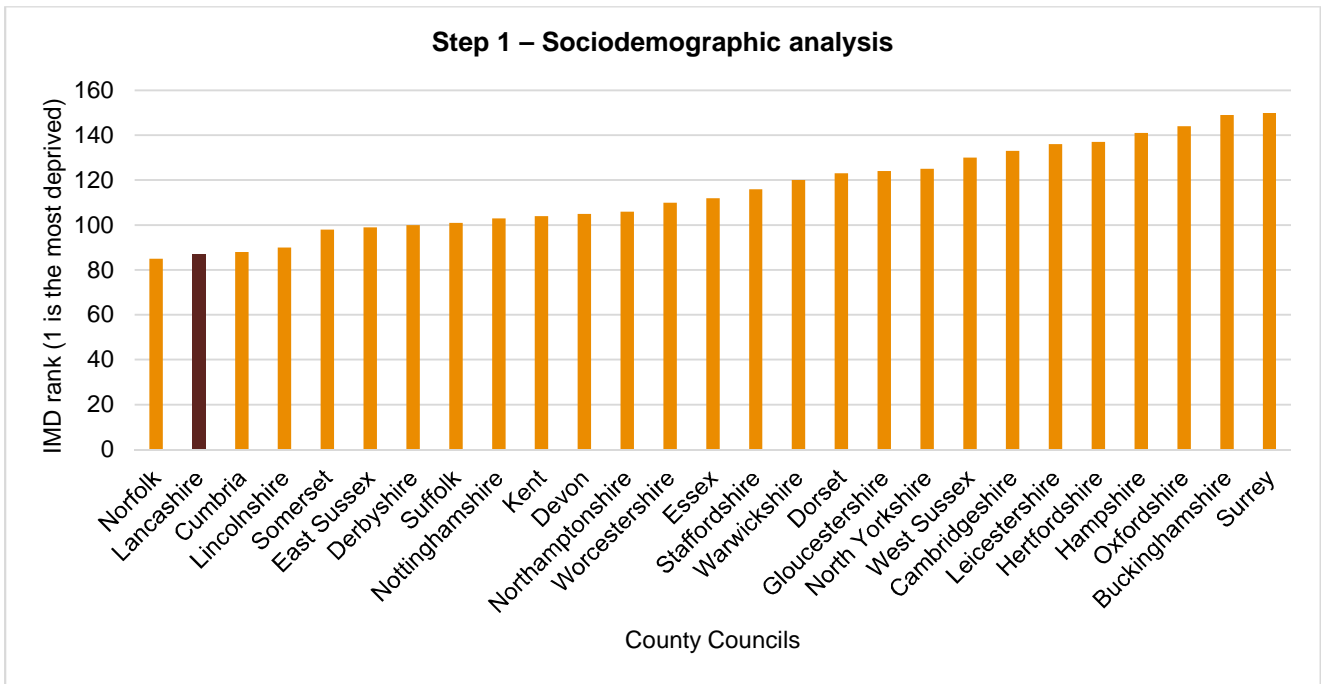


**Planning & Economic Development – comparator group 3**

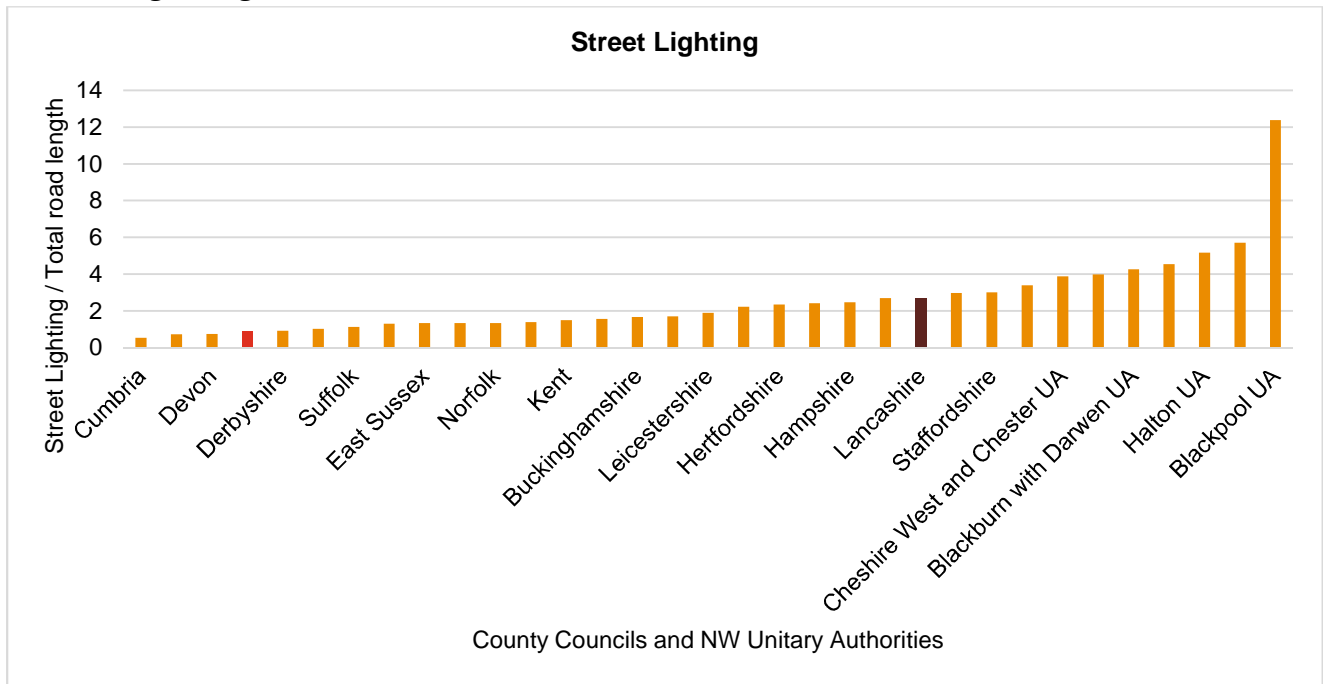
Lancashire has lowest unit cost so no comparator analysis completed.



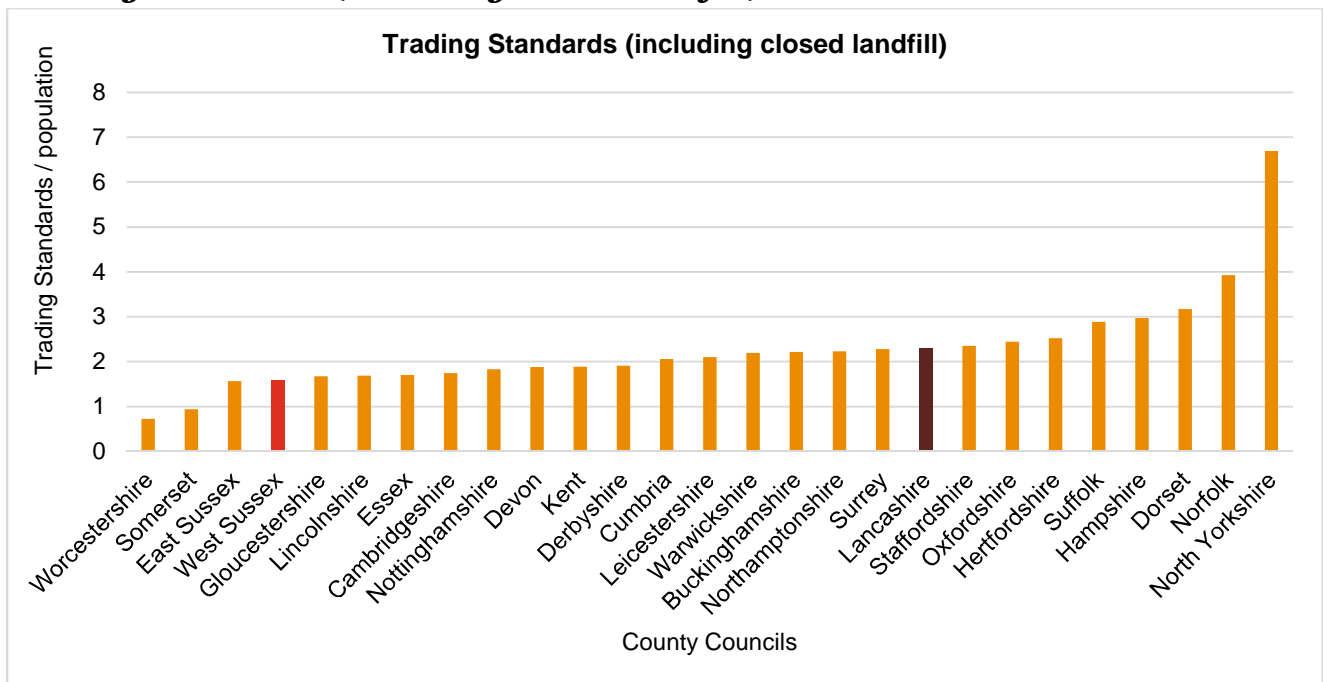
## Public Health



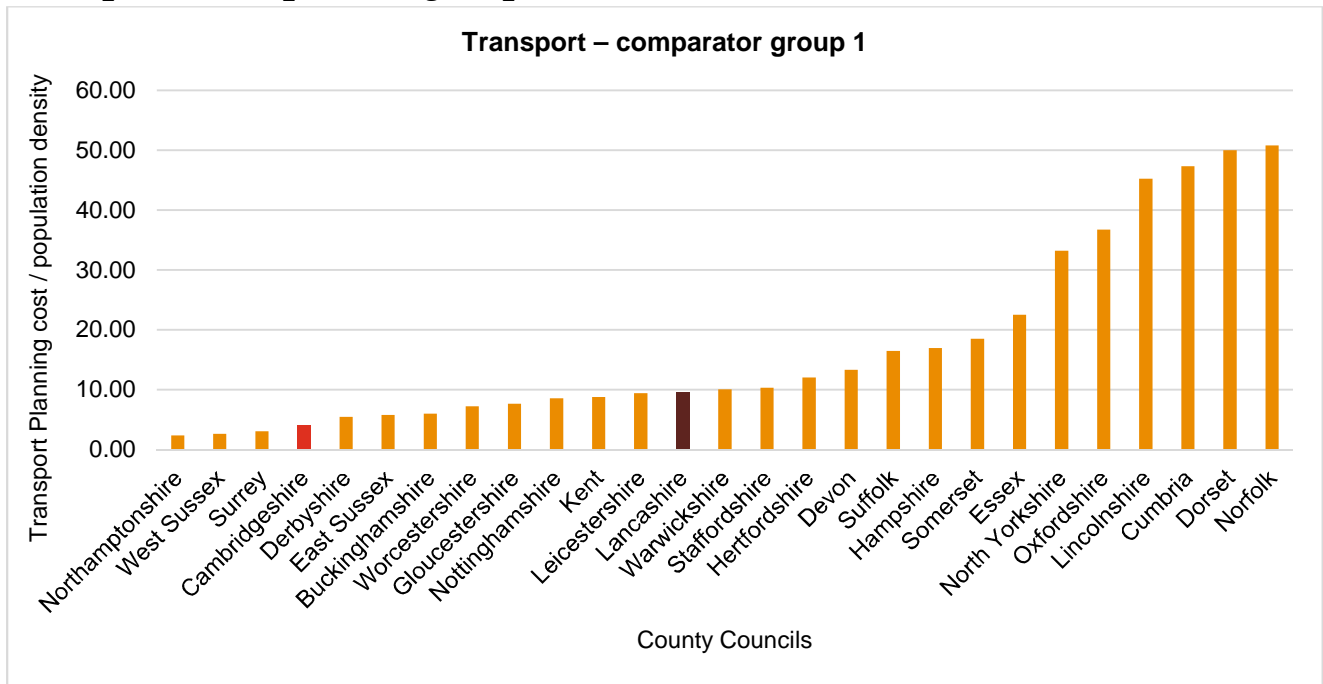
### Street Lighting



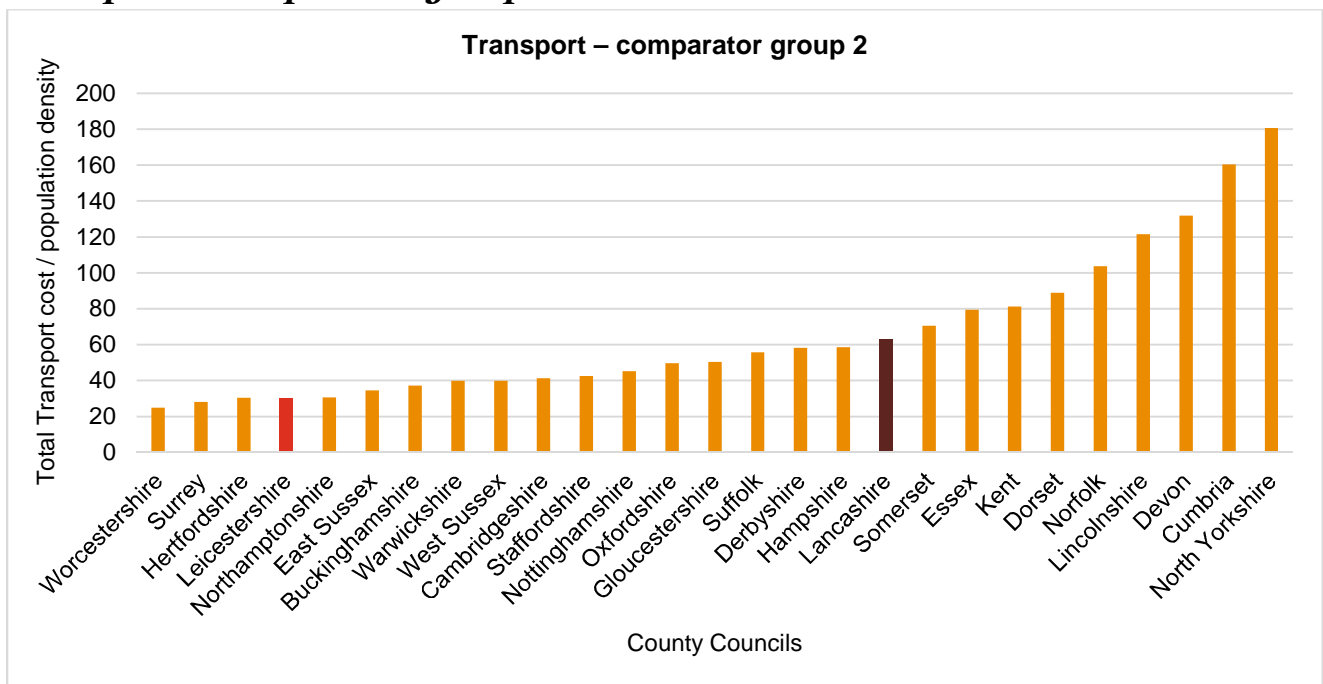
### Trading Standards (including closed landfill)



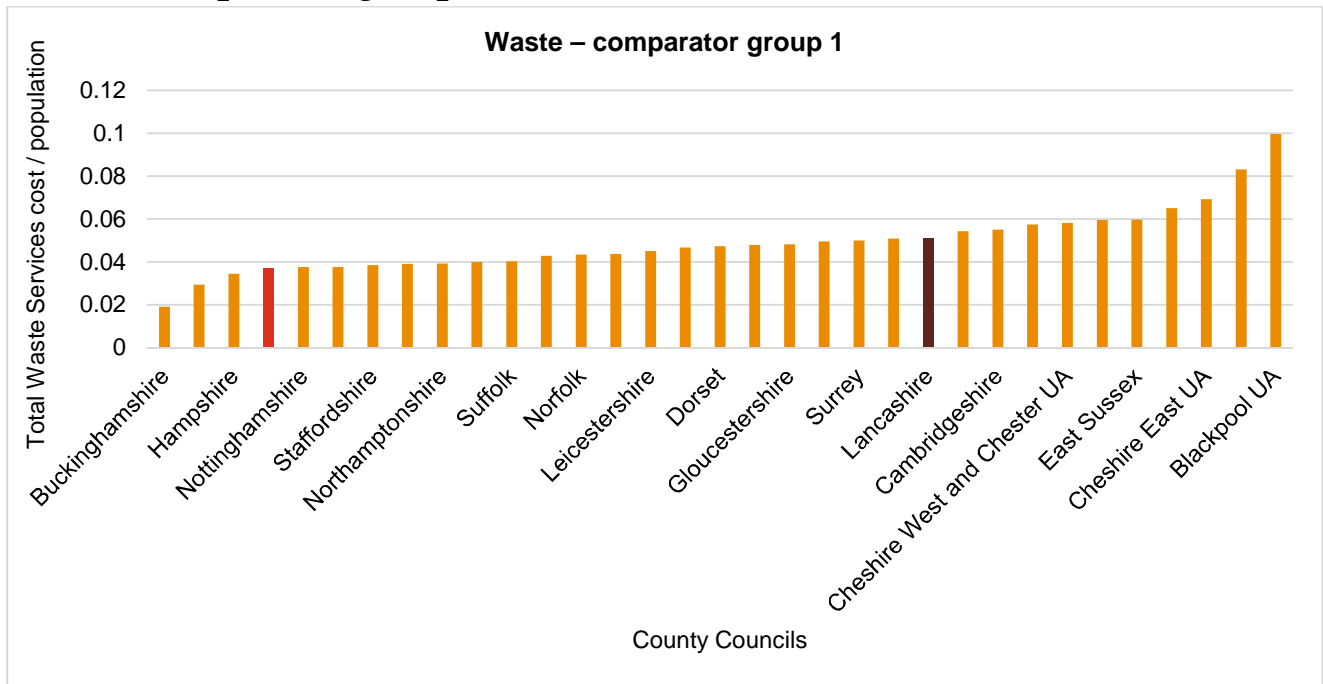
**Transport – comparator group 1**



**Transport – comparator group 2**



**Waste – comparator group 1**



## Appendix F – Service specific income – comparator groups

The table below displays LCC's comparative service specific income position. Please note that income is calculated as a % of expenditure.

Service area	LCC income (2016/17) (£m)	Highest comparator	Comment
Adults' Social Care	140	N/A	Income comparator analysis showed Lancashire as having the highest income recovery rate (excluding comparators that were felt to be not applicable)
Children's Social Care	3.78	N/A	Income comparator analysis showed Lancashire as having similar income recovery rate (excluding comparators that were felt to be not applicable). Within the context of Children's Social Care in LCC the income level has been maintained.
Corporate Services	37.5	N/A	Income comparator analysis not completed, as comparator income levels not available within RO returns.
Cultural Services (excluding Libraries)	1.22	Highest income for Museums is Worcestershire at a 55% recovery rate of gross expenditure compared to 20% for Lancashire. For Heritage the highest income is Leicestershire at 38%, Lincolnshire 28% and then the other comparators sit in the range 1-8% compared with Lancashire's 1%. The highest comparator income for Archives is Worcestershire at 54%, and then Derbyshire 20% and Lancashire 4%.	Income remains same as LCC provided figure due to wide variation in comparator recovery rates making benchmarking unreliable.
Cultural Services (including Libraries)	3.09	Worcestershire has the highest comparator income at a recovery rate of 12% of gross expenditure, compared to 4% for Lancashire.	
Education	8.54	N/A	Income comparator analysis showed Lancashire not significantly out of line with other authorities. Income levels maintained at the same level to reflect the potential reduction in expenditure in Education (see Table 16).
Estates	4.03	N/A	Income comparator analysis not completed, as comparator income levels not available within the RO submissions.
Highways	4.96	N/A	Income comparator analysis showed Lancashire as having

Service area	LCC income (2016/17) (£m)	Highest comparator	Comment
			the highest income recovery rate.
Miscellaneous	10.0	N/A	Income comparator analysis not completed due to definition of service areas on RO form.
Public Health	12.4	N/A	Income comparator analysis showed Lancashire as having a less than 1% recovery rate (in line with most comparators) – Any increase in recovery rate would be more than likely offset by planned Council savings in this area.
Planning & Economic Development	0.269	Highest comparator for Emergency Planning had a 39% recovery compared with 2% for Lancashire. Highest comparator for Planning – Warwickshire. Warwickshire had a recovery rate of 34% of gross expenditure compared to 19% for Lancashire.	
Street Lighting	0.4	Lincolnshire at a recovery rate of 10% of gross expenditure compared to 7% for Lancashire.	
Trading Standards	0.7	Suffolk at a recovery rate of 32% of gross expenditure compared to 26% for Lancashire.	
Transport	19.6	N/A	Income comparator analysis showed Lancashire as having the highest income recovery rate (excluding comparators that were felt to be not applicable).
Waste – comparator group 1	10.0	Staffordshire at a recovery rate of 29% of gross expenditure compared to 13% for Lancashire.	

## Appendix G – Service specific income – comparator analysis

Recoveries																	
	Lancashire CC	Lancashire CC	Nottinghamshire CC	Staffordshire CC	Derbyshire CC	Cumbria CC	Northamptonshire CC	Kent CC	Warwickshire CC	Worcestershire CC	Gloucestershire CC	Essex CC	Suffolk CC	Lincolnshire CC	Norfolk CC	Leicestershire CC	North Yorkshire CC
Revenue Outturn Category 2014-15	Expenditure £'000	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%	%
Total Education Services	953,175	3	4	2	4	5	6	3	3	5	3	2	4	2	5	4	2
Total Highways and Transport Services	122,385	30	12	12	8	9	13	15	16	12	22	12	12	5	13	13	13
Total Children Social Care	153,616	0	0	1	0	1	0	1	1	1	2	0	1	1	0	0	0
Total Adult Social Care	444,184	17	13	13	15	22	14	14	15	11	14	13	13	32	16	17	17
Total Public Health	57,064	0	0	2	0	2	0	0	0	2	0	0	0	0	0	0	0
Total Housing Services (GFRA only)	131	0	0	0	0	0	0	2	2	96	66	12	1	0	2	2	0
Total Cultural, Environmental, Regulatory and Planning Services	131,181	12	14	17	8	4	10	5	15	11	6	4	18	5	9	10	7
Total Central Services	182,239	27	11	7	30	10	13	10	6	20	11	5	7	4	12	16	21
<b>Total</b>	<b>2,043,975</b>	<b>10.</b>	<b>7.6</b>	<b>6.3</b>	<b>8.6</b>	<b>9.2</b>	<b>7.9</b>	<b>6.5</b>	<b>7.4</b>	<b>8.1</b>	<b>8.1</b>	<b>5.9</b>	<b>7</b>	<b>9.9</b>	<b>7.8</b>	<b>9.1</b>	<b>6.6</b>

## Appendix H – Macro income comparator analysis

The section below displays the comparator analysis undertaken for a number of LCC income sources.

### Combined income

The analysis below compares Lancashire's income from three different sources (NNDR, Council Tax and Revenue Support Grant) with 26 other Shire Counties.

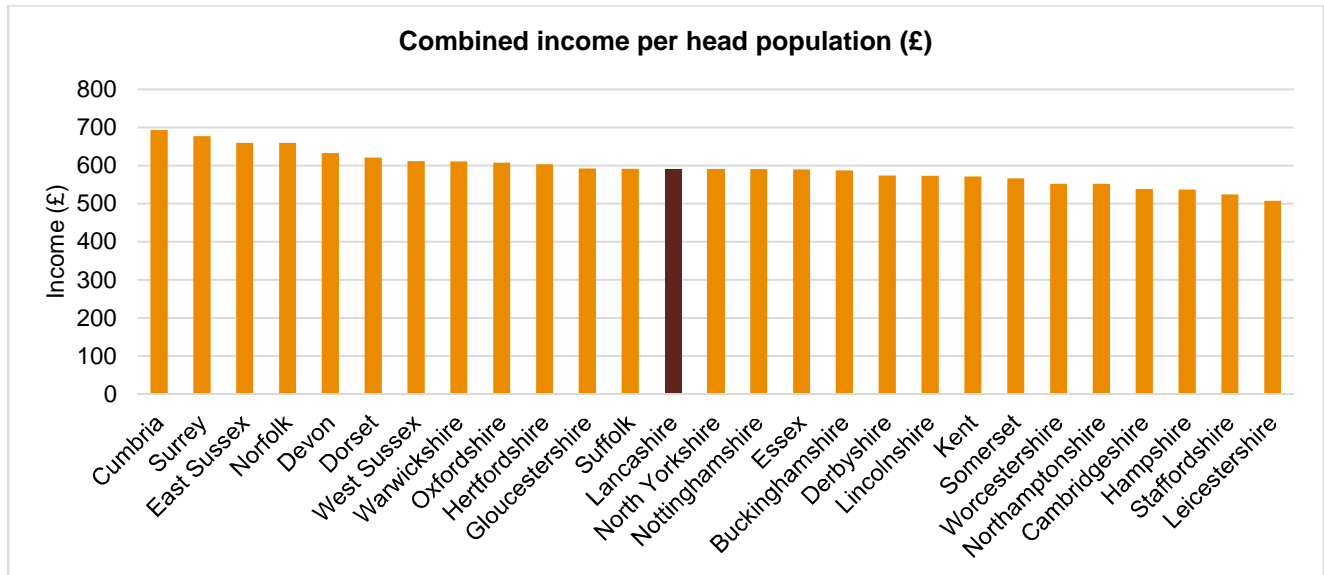
Local authority	Total population (thousands)	Combined income (Council Tax, Rate Retention Scheme and Revenue Support Grant)	Combined income (Council Tax, Rate Retention Scheme and Revenue Support Grant) per head population
Cumbria	498	0.345	694
Surrey	1,169	0.792	678
East Sussex	544	0.359	660
Norfolk	885	0.584	660
Devon	773	0.489	633
Dorset	421	0.261	621
West Sussex	836	0.512	612
Warwickshire	554	0.338	611
Oxfordshire	678	0.412	607
Hertfordshire	1,166	0.703	603
Gloucestershire	617	0.366	593
Suffolk	742	0.439	591
Lancashire	1,192	0.704	591
North Yorkshire	602	0.356	591
Nottinghamshire	806	0.476	591
Essex	1,443	0.852	590
Buckinghamshire	528	0.310	587
Derbyshire	782	0.449	574
Lincolnshire	737	0.422	573
Kent	1,525	0.871	571
Somerset	545	0.309	566
Worcestershire	579	0.319	552
Northamptonshire	723	0.399	552
Cambridgeshire	647	0.348	538
Hampshire	1,353	0.727	537
Staffordshire	863	0.452	524
Leicestershire	675	0.343	508



The diagram on the following page compares Lancashire’s income from three different sources (NNDR, Council Tax and Revenue Support Grant) with 26 other Shire Counties.

### Rate Retention Scheme

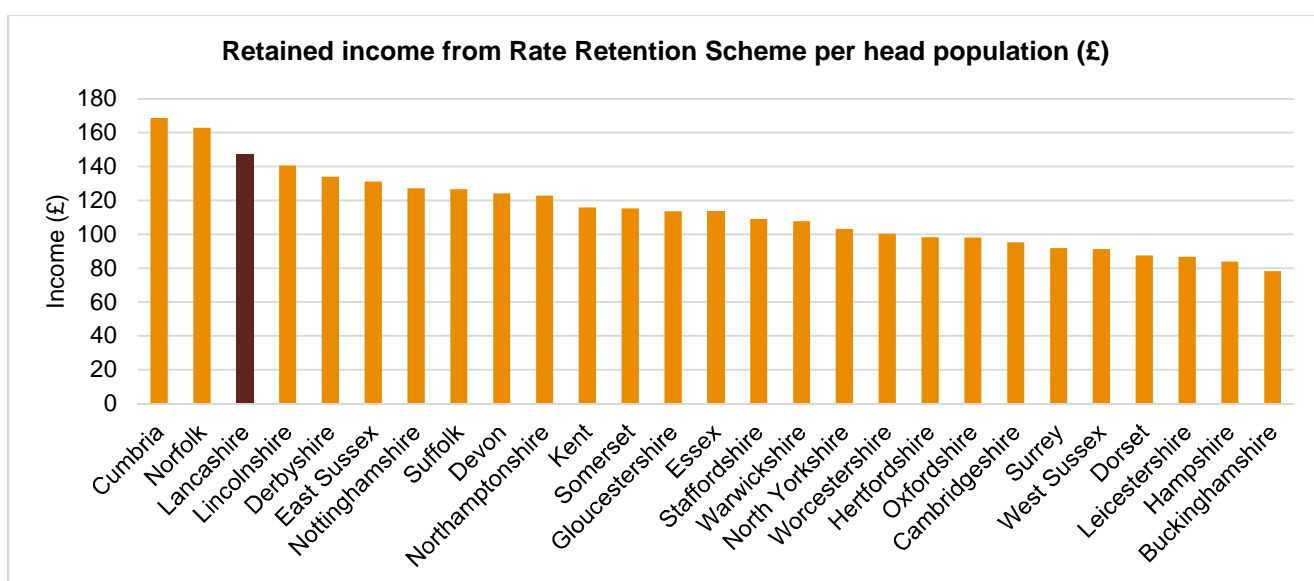
The analysis below compares Lancashire’s NNDR income with 26 other Shire Counties.



Local authority	Total population (thousands)	Retained income from Rate Retention Scheme	Retained income from Rate Retention Scheme per head population
Cumbria	498	0.084	169
Norfolk	885	0.144	163
Lancashire	1,192	0.176	147
Lincolnshire	737	0.104	141
Derbyshire	782	0.105	134
East Sussex	544	0.071	131
Nottinghamshire	806	0.102	127
Suffolk	742	0.094	127
Devon	773	0.096	124
Northamptonshire	723	0.089	123
Kent	1,525	0.177	116
Somerset	545	0.063	115
Gloucestershire	617	0.070	114
Essex	1,443	0.164	113
Staffordshire	863	0.094	109
Warwickshire	554	0.060	108
North Yorkshire	602	0.062	103
Worcestershire	579	0.058	100
Hertfordshire	1,166	0.115	98
Oxfordshire	678	0.066	98

Local authority	Total population (thousands)	Retained income from Rate Retention Scheme	Retained income from Rate Retention Scheme per head population
Cambridgeshire	647	0.062	95
Surrey	1,169	0.107	92
West Sussex	836	0.076	91
Dorset	421	0.037	88
Leicestershire	675	0.059	87
Hampshire	1,353	0.113	84
Buckinghamshire	528	0.041	78

The diagram below compares Lancashire’s NNDR income comparative position.



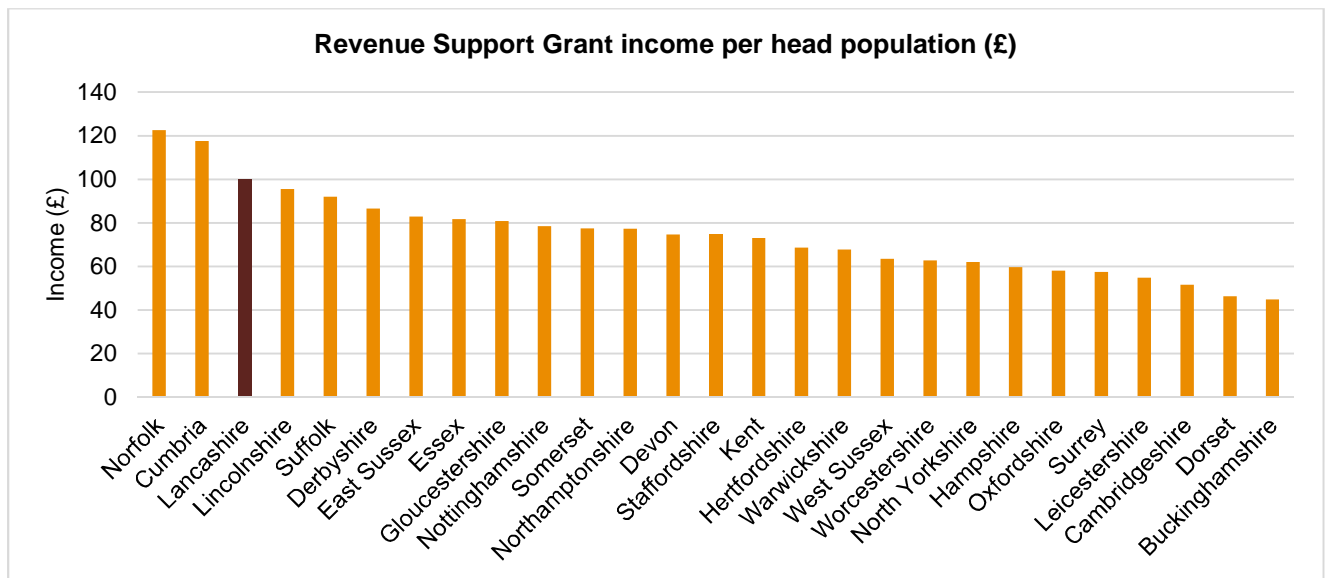
### Revenue Support Grant

The analysis below compares Lancashire’s Revenue Support Grant income with 26 other Shire Counties.

Local authority	Total population (thousands)	Revenue Support Grant	Revenue Support Grant per head population
Norfolk	885	0.109	123
Cumbria	498	0.059	118
Lancashire	1,192	0.119	100
Lincolnshire	737	0.070	95
Suffolk	742	0.068	92
Derbyshire	782	0.068	87
East Sussex	544	0.045	83
Essex	1,443	0.118	82
Gloucestershire	617	0.050	81
Nottinghamshire	806	0.0634	78
Somerset	545	0.042	77

Local authority	Total population (thousands)	Revenue Support Grant	Revenue Support Grant per head population
Northamptonshire	723	0.056	77
Devon	773	0.058	75
Staffordshire	863	0.064	75
Kent	1,525	0.111	73
Hertfordshire	1,166	0.080	69
Warwickshire	554	0.038	68
West Sussex	836	0.053	63
Worcestershire	579	0.036	63
North Yorkshire	602	0.037	62
Hampshire	1,353	0.081	60
Oxfordshire	678	0.039	58
Surrey	1,169	0.067	57
Leicestershire	675	0.037	55
Cambridgeshire	647	0.033	52
Dorset	421	0.019	46
Buckinghamshire	528	0.024	45

The diagram below compares Lancashire's Revenue Support Grant income with 26 other Shire Counties.

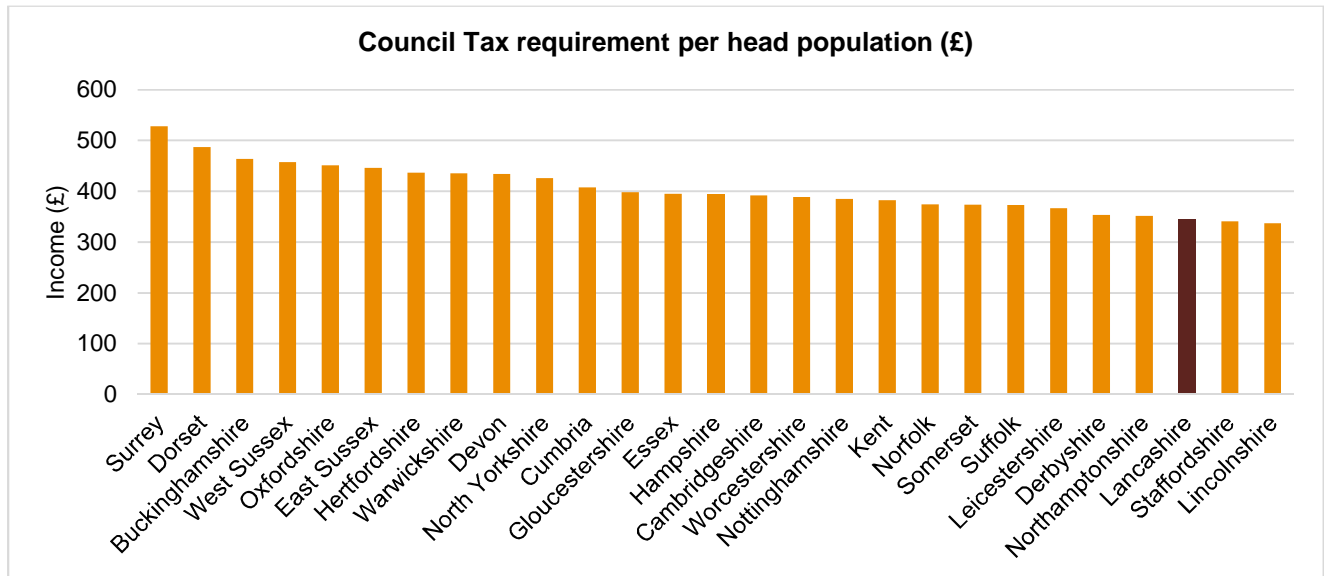


**Council Tax**

The table below compares Council Tax income with 26 other Shire Counties.

Local authority	Total population (thousands)	Council Tax requirement	Council Tax requirement per head population
Surrey	1,169	0.617	528
Dorset	421	0.205	487
Buckinghamshire	528	0.245	464
West Sussex	836	0.382	457
Oxfordshire	678	0.306	451
East Sussex	544	0.243	446
Hertfordshire	1,166	0.509	436
Warwickshire	554	0.241	435
Devon	773	0.336	434
North Yorkshire	602	0.257	426
Cumbria	498	0.203	407
Gloucestershire	617	0.246	398
Essex	1,443	0.570	395
Hampshire	1,353	0.533	394
Cambridgeshire	647	0.253	392
Worcestershire	579	0.225	389
Nottinghamshire	806	0.310	385
Kent	1,525	0.583	382
Norfolk	885	0.331	374
Somerset	545	0.204	374
Suffolk	742	0.277	373
Leicestershire	675	0.248	367
Derbyshire	782	0.277	354
Northamptonshire	723	0.254	352
Lancashire	1,192	0.410	344
Staffordshire	863	0.294	341
Lincolnshire	737	0.248	337

The diagram below compares Council Tax income with 26 other Shire Counties.



### ***Band D equivalent properties per head of population***

Current position	Total band D equivalent	Population	Total band D equivalent / population
Nottinghamshire	291,046	805,848	0.3612
Lincolnshire	266,166	736,665	0.3613
Northamptonshire	263,538	723,026	0.3645
Leicestershire	250,567	675,309	0.3710
Derbyshire	290,598	782,365	0.3714
Staffordshire	322,112	862,562	0.3734
Lancashire	445,081	1,191,691	0.3735
Cambridgeshire	247,019	647,238	0.3817
Norfolk	342,394	884,978	0.3869
Suffolk	291,088	741,895	0.3924
Kent	616,759	1,524,719	0.4045
Worcestershire	234,422	578,593	0.4052
Somerset	221,260	545,390	0.4057
Warwickshire	225,531	554,002	0.4071
Cumbria	203,296	497,996	0.4082
Gloucestershire	252,170	617,162	0.4086
Oxfordshire	278,066	677,810	0.4102
Essex	594,387	1,443,151	0.4119
Hampshire	564,910	1,353,043	0.4175

<b>Current position</b>	<b>Total band D equivalent</b>	<b>Population</b>	<b>Total band D equivalent / population</b>
<b>Devon</b>	328,209	773,077	0.4245
<b>Hertfordshire</b>	500,852	1,166,339	0.4294
<b>East Sussex</b>	235,949	544,064	0.4337
<b>North Yorkshire</b>	262,692	602,277	0.4362
<b>West Sussex</b>	365,560	836,256	0.4371
<b>Buckinghamshire</b>	236,343	528,400	0.4473
<b>Dorset</b>	194,021	420,585	0.4613
<b>Surrey</b>	554,462	1,168,809	0.4744

## Appendix I – Breakdown of expenditure – LCC Base Budget Review

Base Budget Review reference figure	Service area	Gross expenditure 16/17 (£m)	Statutory gross expenditure 16/17 (£m)	Non-statutory gross expenditure 16-17 (£m)
1	Disability (Adults')	-8.33	-8.33	0
2	Older people's services	3.70	3.70	0
3	Carers Services	2.00	2.00	0
4	Commissioned Adult Social Care – Learning Disability Services	126	126.00	0
5	Operational Support	14.4	14.42	0
6	Physical Support	241	241.47	0
7	Prevention	7.76	7.76	0
8	Social Care Staff	19.4	19.4	0
9	Mental Health	42.9	42.9	0
10	Safeguarding (adults)	7.74	7.74	0
11	Adoption service	2.64	2.64	0
12	In-house fostering service	12.3	8.29	3.98
13	Overnight Short Breaks Unit	3.83	2.83	0
14	In House Residential	5.47	5.48	0.32
15	SCAYT+ (Supporting Carers & Young People Together)	0.692	0.52	0.17
16	YOT (Adoption, Fostering, Residential and YOT)	4.64	4.56	0.08
17	Children's Social Care Family Support	2.56	2.56	0
18	Children's Social Care Financial Assistance to Care Leavers	0.832	0.83	0
19	Children's Social Care (other)	0.289	0.29	0.24
20	Children's Social Care Placements	39.5	39.49	0
21	Children's Social Care – Social Work Teams	21.6	21.59	0
22	Safeguarding, inspection and audit	5.82	4.78	1.04
23	School improvement – Alternative and Complementary Education	0.063	0.06	0
24	School improvement – Children missing education and attendance	1.88	1.88	0

Statutory Services Budget Review (SSBR)

Base Budget Review reference figure	Service area	Gross expenditure 16/17 (£m)	Statutory gross expenditure 16/17 (£m)	Non-statutory gross expenditure 16-17 (£m)
25	Schools improvement – early years teacher team	0.445	0.07	0.37
27	School improvement – pupil access	1.11	1.11	0
28a	School improvement – schools advisory service	3.94	3.59	0.35
28b	School improvement – learning improvement		Consolidated into budget info for 28a	
29	SEND Service	14.6	13.39	1.18
30	Public Service Area Integration	0.5852	0	0.58
31	Asset management buildings, property review and development	19.2	18.95	0.24
32	Asset Management Highway	8.98	2.55	6.42
33	Provision planning	0.394	0.39	0
34	Corporate Finance	7.09	7.09	0
35	Exchequer Services	5.05	3.50	1.55
36	Financial management (development and schools)	0.418	0.62	-0.21
37	Financial management (operational)	2.00	2.00	0
38	Internal Audit	0.735	0.56	0.18
39	Coroners Service	2.30	2.30	0
40	Democratic services (excluding grants)	1.60	1.36	0.24
41	Legal services	8.67	8.67	0
42	Office of the Police and Crime Commissioner Treasurer	0.081	0.08	0
43	Policy, Information and Commissioning (Including Business Intelligence and Equality and Cohesion Team)	3.78	2.10	1.68
44	Procurement	1.99	1.59	0.40
45	Core Business Systems/Transformation (BTLS) – ICT , Payroll and Rev & Benefits	19.8	19.83	0
46	Core Business Systems/Transformation (non BTLS)	3.21	2.51	0.70
47	Design and Construction Buildings	6.81	3.85	2.96
48	Design and Construction Buildings Highways	-0.728	-0.75	0.02
49	Estates Land Not in Operational Use	2.27	1.65	0.62
50	Building Cleaning	0.772	1.05	-0.28



Base Budget Review reference figure	Service area	Gross expenditure 16/17 (£m)	Statutory gross expenditure 16/17 (£m)	Non-statutory gross expenditure 16-17 (£m)
51	FM – Buildings Accommodation/Buildings Accommodation – Youth	5.90	4.13	1.77
52	Health & Care Systems Development (H&CSD)	0.755	0	0.76
53	Skills, Learning & Development	5.12	3.87	1.25
54	Lancashire Adult Learning	5.94	0.00	5.94
55	Human Resources	1.43	1.35	0.08
56	Countryside Services	0.615	0	0.62
57	Environmental & Community Projects (part of Planning & Environment)	0.580	0	0.58
58	Local Transport Plan & Master planning	-0.299	-0.30	0
59	Planning	1.10	0.96	0.15
60	PROW – Public Rights of Way (part of Planning & Environment)	0.600	0.60	0
61	Rural (part of Planning & Environment)	0.400	0.40	0
62	Programme Office	2.11	0.00	2.11
63	Customer Access	4.05	N/A	N/A
64	Highway Development Control	0.845	0.84	0
65	Flood Risk Management	0.994	0.41	0.58
66	Highways Management	22.3	22.33	0
67	Highways Management – Operations Delivery	-4.80	-4.70	-0.10
68	Highway Regulation & Inspection	1.30	1.30	0
69	Severe Weather	4.11	4.11	0
71	Street Lighting	4.77	4.77	0
72	Traffic Signals	1.74	1.67	0.07
73	Cultural Services – Libraries	11.9	1.79	10.09
74	Cultural Services (excluding Libraries)	7.12	2.85	4.27
75	Fleet Services	-1.26	-0.63	-0.63
76	Public Transport	53.8	33.11	20.71
77	Integrated transport	21.3	17.45	3.88
79	Green Waste (non PFI)	0.407	0.41	0
80	Waste Management- Household Waste Recycling Centres	6.16	5.54	0.62

Statutory Services Budget Review (SSBR)

Base Budget Review reference figure	Service area	Gross expenditure 16/17 (£m)	Statutory gross expenditure 16/17 (£m)	Non-statutory gross expenditure 16-17 (£m)
81	Landfill – Disposal	29.6	29.57	0
82	Waste Management General	0.924	0.92	0
83	Waste Management – Waste PFI	36.9	25.81	11.06
84	Recycling & Cost Sharing	10.3	0.00	10.26
85	Waste Transfer Stations	1.83	1.51	0.32
86	Emergency Planning (part of Emergency Planning & Resilience)	0.626	0.63	0
87	Health, Safety and Quality (part of Emergency Planning & Resilience)	0.681	0.68	0
88	Health Protection (part of Emergency Planning & Resilience)	0.169	0.17	0
89	Health Equity, Welfare & Partnerships – Health Equity (Public Health) Element	1.38	0.43	0.95
90	Health Equity, Welfare & Partnerships – Partnerships element (except Road Safety)	1.14	0.12	1.02
91	Health Equity Welfare & Partnerships – Road Safety element	3.61	0.85	2.75
92	School Crossing Patrol service	-1.37	0	-1.37
93	Patient Safety & Quality Improvement	3.20	3.20	0
94	Closed Landfill	0.768	0.77	0
95	Scientific Services Environmental Testing (except Closed Landfill)	1.029	1.03	0
96a	Trading Standards – Fair Trading	2.57	0	0
96b	Trading Standards – Animal Health and Agriculture		Consolidated into budget info for 96a	
96c	Trading Standards – Food Standards			
96d	Trading Standards – NW Training			
96e	Trading Standards – Product Safety, Petroleum and Explosives			
96f	Trading Standards – Weights and Measures (Metrology)			
97	Wellbeing Prevention and Early Help Service – Public Health Children and Young People	7.01	4.61	4.38
98	WPEH Public Health- Health Checks and Wellness Commissioning	5.00	4.61	11.14
99	Public Health General (including PH Staffing and Consultants)	3.50	2.05	0.26

Base Budget Review reference figure	Service area	Gross expenditure 16/17 (£m)	Statutory gross expenditure 16/17 (£m)	Non-statutory gross expenditure 16-17 (£m)
100	Well Being Prevention and Early Help – Public Health – Sexual Health Commissioning	9.70	-0.54	0.85
101	Well Being Prevention and Early Help – Public Health Tobacco Control and Stop Smoking Services	2.77	6.66	0.08
102	WPEH – Public Health Substance Misuse	20.8	0.00	1.39
103	Wellbeing, Prevention and Early Help Service (WPEHS) Combined Offer	27.3	16.42	10.71
104	Business Growth	0.261	16.16	2.71
105	Strategic Economic Development	0,848	0	0.26
106	LEP Co-ordination	0.079	0	1.76
107	Directors and Executive Support	4.71	0	0.20
111	Supporting People	12.1	3.32	0.88
112	Member Grants	2.7	1.35	0.71
113	Facilities Management – Staff and Civic Catering in Colleges, Conferencing and Further Education	0.260	0	2.75
114	Lancashire Parking Services	1.76	0	-1.37
115	Employee Support (part of Emergency Planning & Resilience)	0.197	0	0
116	Welfare Rights Health Equity, Welfare & Partnerships	0.882	0	0
117	Communications	1.43	0	0
122	Business Support & Admin	-0.981	0.71	2.39
123	Educational Visits	0.093	-0.28	-0.70
124	Governor Services	-0.133	0.09	0
125	Lancashire Teaching Agency	-0.133	-0.02	-0.11
126	School Catering	0.382	0	-0.13
127	Graduate Teacher	0.265	0.74	-0.35
128	Lancashire Music Service	2.20	0	0.26
129	Learning Excellence	0.096	0	2.20
130	Outdoor Education	0.614	0	0.10
131	Recruitment, Retention & NQTs	0.052	0	0.61
132	SEND Traded Team	-0.607	0	0.05
<b>Total</b>		<b>1,029</b>	<b>875</b>	<b>142</b>

## Appendix J – Differences in statutory definition

Service category	LCC statutory spend (£m)	PwC revised statutory spend (£m)	Rationale
Adults'	436	436	N/A
Children's	107	107	N/A
Corporate Services	91	89	Human Resources budget reduced to 50% statutory Policy, Information and Commissioning (Including Business Intelligence and Equality Cohesion Team) – services are non-statutory but support statutory services within the organisation, and so have reduced proportion of statutory services to 40% Statutory spend for Asset management reduced to 85%. No statutory requirement, but statutory work completed by team required to approve design proposals, strategy and record asset details, ensuring legislative compliance e.g. carbon reduction/energy certificates.
Cultural Services	5	8	The level of spend deemed as statutory in relation to the library service was felt to be too low and therefore the proportion of statutory spend has been increased.
Education	11	11	N/A
Estates	8	8	N/A
Highways	23	28	Amended to 80% statutory. Statutory assumption linked to street lighting energy contract increases, as there is a statutory requirement for street lighting service. Further information on contract terms and minimum requirements linked to health and safety required.
Miscellaneous	8	8	N/A
Planning & Economic Development	3	3	N/A
Public Health	58	59	N/A
Street Lighting	5	5	N/A
Trading Standards	4	4	N/A
Transport	50	43	Public transport – agree on the statutory element for concessionary travel and school transport, but could be lower than Council assessment. Further in-depth review of budget would be required. Reduced statutory element to 50% based on discussion with Head of Service to reflect revisions in contracts, and eligibility needs review.
Waste	64	53	Waste Management General – predominantly statutory but adjusted for non-statutory services element of management team. Assumed 90% statutory Waste PFI – adjusted to 60% following meeting with Head of Service to reflect savings from reducing staffing and contract revisions
<b>Total</b>	<b>873</b>	<b>862</b>	

## Appendix K – Breakdown of non-statutory spend

Service category	LCC non-statutory spend (£m)	Comment
Adults'	11	There is a statutory duty to provide a number of services i.e. to assess and meet the assessed care and support needs of an individual. The level of provision of this duty depends on eligibility criteria which individual Councils can set. Initial observations suggest the relatively high cost of adult social care is due to the high numbers of people in residential homes.
Corporate Services	12	Councils do not have a direct statutory obligation to provide Corporate Services, but these services support the delivery of a number of Statutory functions. The interpretation of the level of provision required to fulfil statutory functions is contested.
Cultural Services	14	Councils have a statutory duty to provide a 'comprehensive and efficient library service' for all persons desiring to make use thereof', but the interpretation of this duty is contested. Cultural Services also includes Registrars, Museums and Archives which are predominantly considered to be non-statutory.
Public Health	36	Public health contains a number of statutory functions, but the interpretation of these duties are contested. Public Health is also linked to reducing demand for other social care services. LCC is the highest spender in its comparator group. It is possible that one reason is that LCC delivers children's prevention and early help services under public health. In our experience this is unusual and it appears that no other county in the comparator group operates this way. However, we do not have access to other counties' budgets to confirm where the money sits, so further enquiry is needed.
Transport	24	This service contains a mixture of statutory and non-statutory elements. The level of provision is up for debate, based on interpretation of the statutory duties. It should be noted that in many instances these services are critically providing support to a statutory duty.
Waste	22	This service contains a mixture of statutory and non-statutory elements. The level of provision is up for debate, based on interpretation of the statutory duties. It should be noted that in many instances these services are critically providing support to a statutory duty.
<b>Total</b>	<b>119</b>	

## Appendix L – Reserves breakdown

Reserve name	Opening balance as at 1 April 2015	In year changes	Closing balance as at 31 March 2016
	£m	£m	£m
<b>Reserves held to meet spending pressures</b>			
County Fund	(36.000)	0.000	(36.000)
Business Rates Volatility Reserve	(5.000)	5.000	0.000
	<b>(41.000)</b>	<b>5.000</b>	<b>(36.000)</b>
<b>Reserves held to deliver corporate priorities</b>			
Strategic Investment Reserve	(21.391)	10.420	(10.971)
	<b>(21.391)</b>	<b>10.420</b>	<b>(10.971)</b>
<b>Reserves held to deliver organisational change</b>			
Downsizing Reserve	(80.606)	15.765	(64.841)
Risk Management	(82.020)	66.236	(15.784)
Transitional Reserve	0.000	(141.836)	(141.836)
	<b>(162.626)</b>	<b>(59.835)</b>	<b>(222.461)</b>
<b>Reserves held to pay for expenditure commitments</b>			
Election Reserve	(0.851)	(0.400)	(1.251)
Funding of Capital Projects	(12.503)	12.355	(0.148)
	<b>(13.354)</b>	<b>11.955</b>	<b>(1.399)</b>
<b>Reserves held to meet service priorities</b>			
YOT – General Youth Offending	(0.867)	(0.157)	(1.024)
Children's DFM* General	(3.698)	(2.205)	(5.903)
Former CYP Directorate Grant Funded	(5.327)	3.475	(1.852)
Contingency For Children's Social Care	(0.014)	0.014	0.000
Crime & Disorder	(1.636)	0.922	(0.714)
Fulwood High School PFI reserve	(1.084)	0.070	(1.014)
Building Schools for the Future Wave 1 PFI reserve	(5.750)	(0.561)	(6.311)
LSCB Reserve	0.000	(0.449)	(0.449)
Exhibitions Reserve	(0.052)	0.052	0.000
Museum Acquisition Fund	(0.072)	0.070	(0.002)
Archives Development Fund	(0.003)	0.003	0.000
Queen Street Steam Engine Repair Fund	(0.236)	0.032	(0.204)
Lancaster City General Acquisitions Fund	(0.011)	0.003	(0.008)

Reserve name	Opening balance as at 1 April 2015	In year changes	Closing balance as at 31 March 2016
	£m	£m	£m
Lancashire Adult Learning HQ General	(0.365)	(0.064)	(0.429)
Arts Development Fund	(0.024)	0.024	0.000
Adults – Early Intervention	(4.757)	4.757	0.000
Adults Grant Funded	(2.837)	2.300	(0.537)
Adult Social Care – Transition	(1.365)	(2.639)	(4.004)
Health Services	(7.924)	3.824	(4.100)
Extra Care Fund Reserve	(3.000)	3.000	0.000
Better Care Fund Reserve	(4.368)	3.000	(1.368)
Lancashire Road Safety Partnership	(0.767)	0.767	0.000
Roundabout Sponsorship Income	(0.231)	0.183	(0.048)
Improved Outcomes Partnership	(0.137)	0.080	(0.057)
UK & Ireland Civinet Network	(0.055)	0.025	(0.030)
Waste PFI Compensation Payments Reserve	(0.387)	(0.095)	(0.482)
Equipment Renewal Reserve	(0.801)	0.470	(0.331)
Joint Service Needs Assessment Reserve	(0.104)	0.000	(0.104)
Multi Agency Data Exchange Reserve	(0.045)	(0.006)	(0.051)
Parking Reserve Fund	(0.690)	0.546	(0.144)
Building Design & Consultancy Reserve	(0.097)	0.077	(0.020)
NoW Card Renewal	(0.380)	(0.020)	(0.400)
Energy Surveys	(0.109)	0.043	(0.066)
Priorities Contingencies Reserve	(0.235)	0.225	(0.010)
Waste Plant Rectification	(20.000)	12.500	(7.500)
Finance & Information DFM General	(0.335)	0.275	(0.060)
Former OCE General Reserve	(0.727)	0.000	(0.727)
Former OCE DFM General	(0.378)	0.378	0.000
Economic Development Reserve	(0.493)	0.466	(0.027)
Lancashire Enterprise Partnership (LEP) Reserve	(1.179)	(0.374)	(1.553)
City Deal	(6.951)	6.951	0.000
Development Services Reserve	(2.964)	2.964	0.000
Champions Funds	(0.004)	0.001	(0.003)
Vehicle Excess Reserve – LCC	(0.259)	0.259	0.000
Buildings Repair & Renewals Reserve	(1.103)	1.103	0.000
Corporate DFM Schemes	(0.315)	(1.515)	(1.830)

Reserve name	Opening balance as at 1 April 2015	In year changes	Closing balance as at 31 March 2016
	£m	£m	£m
Local Member & Gateway Grant	(0.059)	(0.024)	(0.083)
Public Health Grant Reserve	(6.215)	5.587	(0.628)
School Catering Repair And Maintenance	(1.878)	0.135	(1.743)
Civic Catering Repair And Maintenance	(0.039)	0.039	0.000
	<b>(90.327)</b>	<b>46.511</b>	<b>(43.816)</b>
<b>Schools Reserves</b>			
Individual Schools Reserves	(56.374)	2.661	(53.713)
Other Schools Reserves	(33.517)	7.419	(26.098)
Centrally managed PROP Schools Maintenance Reserve	(6.061)	(0.149)	(6.210)
	<b>(95.952)</b>	<b>9.931</b>	<b>(86.021)</b>



# Appendix M – Service specific expenditure – average county comparator

## Expenditure

In addition to the comparator analysis undertaken in the main report, further benchmarking was undertaken. The second comparator group compares LCC (based upon gross expenditure for 2016/17) against the average across all county councils comparator groups and compares the highest spend comparator or the highest spend authority within the lower quartile.

### LCC 2016/17 budgeted gross expenditure v highest of the average county comparator

(£m)	2016/17 (base position)	2016/17 (based on comparators)	Difference	% Difference
Gross Expenditure	1,059	958	101	10

### Impact on service area gross expenditure of aligning to the average county comparator

Service area	Reduction in expenditure to comparator group spend £m	Planned council savings for this service in 2016/17 £m	Planned council savings for this service in 2017/18	'Gap' to lowest quartile comparator for the service area after savings	% difference from comparator after savings (based on 2016/17 budget)
Adults Social Care	54.6	10.5	18.6	25.7	12
Children's Social Care	0	0.3	0.2	-0.5	n/a
Corporate Services*	0	6.4	3.0	-9.4	n/a
Cultural Services	0.4	2.6	2.5	-4.7	n/a
Education	14.1	0	1.0	13.1	25
Estates	0	0.2	5.1	-5.3	n/a
Highways	5.5	1.4	1.0	3.1	15
Misc.	0	0	0.7	-0.7	n/a
Planning & Economic Development	0	1.1	0.0	-1.1	n/a
Public Health	18.1	4.8	8.7	4.6	24
Street Lighting	0	0	0.5	-0.5	n/a
Trading Standards	0.4	0	0	0.4	9
Transport	0	1.1	0	-1.1	n/a
Waste	8.0	18.0	1.5	-11.5	n/a
<b>Total</b>	<b>101.1</b>	<b>46.4</b>	<b>42.8</b>	<b>11.9</b>	<b>1%</b>





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## Cabinet

Meeting to be held on Thursday 6 October 2016

## Report of the Director of Programmes and Project Management

Electoral Divisions affected:  
Heysham; Lancaster Central;  
Lancaster East; Lancaster Rural  
East; Lancaster Rural North;  
Lancaster South East;  
Morecambe North; Morecambe  
South; Morecambe West;  
Skerton

## Approval of the District of Lancaster Highways and Transport Masterplan for Publication

(Appendices 'A', 'B', and 'C' refer)

Contact for further information:

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### Executive Summary

In order to determine its future transport planning and investment priorities, and provide a sound and defensible basis for decisions affecting development across Lancashire, the County Council has embarked on an ambitious programme to put in place highways and transport masterplans to cover the county.

The District of Lancaster Highways and Transport Masterplan is presented at Appendix A for approval.

A public consultation exercise for the draft District of Lancaster Highways and Transport Masterplan ran for six weeks in Spring 2015. The response to the consultation exercise has largely endorsed the county council's preferred option to improve and extend the existing transport network. This approach will see projects already programmed completed, the obligations under the development consent order for the Heysham to M6 link road fulfilled and a wider programme of sustainable transport measures and improvements delivered.

Based on the evidence we have assembled and presented in the first part of the Masterplan, and informed by the comments received to consultation, the Masterplan presents a vision and programme of activity to deliver the objectives set out in the county council's local transport plan and at the same time support the growth ambitions and development expectations of key partners such as the Lancashire Enterprise Partnership and Lancaster City Council.

At its heart, the transport vision presented in the Masterplan sets out to support Lancaster as an exemplar of how a 'green' district can also be an outstanding and sustainable success in attracting and supporting growth and development.

This is deemed to be a Key Decision and the provisions of Standing Order No 25 have been complied with.

### **Recommendation**

The Cabinet is asked to approve the publication of the District of Lancaster Highways and Transport Master Plan, presented at Appendix 'A'.

### **Background and Advice**

As the local transport and highway authority for Lancashire, the County Council is responsible for the preparation of a local transport plan (LTP) that sets out a strategy and priorities for transport and travel in the area and a delivery programme for transport improvements, sustainable travel, road safety and maintenance.

In order to determine its future transport planning and investment priorities, and provide a sound and defensible basis for decisions affecting development across Lancashire, the County Council has embarked on an ambitious programme to put in place highways and transport masterplans to cover the county.

The District of Lancaster Highways and Transport Masterplan is presented at Appendix A for approval.

The master planning exercise identifies problems, gaps and opportunities on the highways and public transport systems serving Lancashire and, importantly, how they impact on the County's economy. These master plans will form the transport evidence base for a much more pro-active role for the County Council in forward planning, and the improvements they identify will be a key influence on future patterns of development, at a strategic and local level, set out in local plans covering Lancashire.

Each Masterplan, supported by its evidence base and public consultation, should form an integral part of the evidence base to development plans. At the detailed planning stage, the Masterplan will be a material planning consideration in determining planning applications in its area.

Masterplans will also form the basis for the County Council's dealings with other transport infrastructure and service providers such as Highways England, Network Rail, train and bus operating companies and neighbouring local authorities.

A key driver for the District of Lancaster's economic development ambitions is the Lancashire Enterprise Partnership (LEP). With future funding allocations from central government being increasingly devolved to the LEP, investment in major new infrastructure will 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.

A second driver comes from Lancashire's responsibility for public health activity that was previously carried out by the NHS. The 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. Transport and travel has a key role to play in tackling many of these issues.

The cost of delivering the package of measures identified in this masterplan, and those that will come out of the work proposed, cannot be borne entirely by public sector funding. The County Council will expect transport infrastructure identified in each Masterplan to attract developer contributions and, where applicable, Community Infrastructure Levy (CIL) monies to be included in district Infrastructure Delivery Schedules ('Regulation 123 lists').

## Lancaster Now

Lancaster today is both a district within Lancashire and the city at its heart. The remarkable history of the city, combined with the district's location on the edge of Morecambe Bay (a RAMSAR site, internationally significant for wildfowl) and the outstanding countryside of the Lune Valley and the Forest of Bowland, helped Lancaster's economy grow rapidly in the years before 2008.

With a population of over 141,000 in 2014, the local economy now employs around 56,000. Key employment sectors include the service and knowledge-based industries, education, energy and health, with growth sectors in the low carbon economy, environmental technologies, creative and digital industries, and tourism.

Current highways and transport issues across the district include:

- Congestion in Lancaster city centre (especially around the gyratory system), Galgate and Carnforth;
- Delays to public transport, especially in Lancaster city centre;
- Barriers to pedestrian and cycle movement in Lancaster and Morecambe;
- Road Safety concerns for pedestrians and cyclists;
- Road safety concerns for children and young people;
- Environmental issues, especially relating to air quality;
- Rail connections are not as good as they should be;
- Ultra-Low Emission Vehicles are not well catered for; and
- Rural residents and businesses struggle without cars.

## Looking to the future

Completion of the Heysham to M6 Link Road (the Bay Gateway) is one of the largest road construction projects by a local authority in England. At a cost of £128.62 million, the link will open to traffic later this month and directly connect the Heysham and Morecambe peninsula to a reconfigured Junction 34 of the M6. The link road

will fundamentally change traffic patterns, with huge opportunities for how we can realise our ambitions for transport and travel in the district.

The future development of the district 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.

A key objective of the LEP's Lancashire Growth Deal agreed with the Government in July 2014 is to maximise the value of the 'Arc of Prosperity' that sweeps across Lancashire linking key economic assets, high value business clusters, centres of research and training excellence and new housing growth opportunities. The 'Arc' encapsulates Lancaster district as a major location for economic and housing growth, supported by its university, city centre, and the prospect of further growth as an energy centre and port serving Lancashire and the wider North.

How land is used is a vital factor in how an area's economy and people develop. The key document that sets out how land-use and development pressures will be planned for, the Local Plan, is currently being reviewed by Lancaster City Council. Evidence produced for the review shows an objectively assessed need for 13,000 to 14,000 new homes by 2031, supporting around 9,500 new jobs over the same period.

One of the options suggested to meet this housing requirement would involve an urban extension of Lancaster to the south of the city, including land already identified at Whinney Carr. Around 3,000 new homes could be built over the next fifteen years on a very large site that, in addition to the Whinney Carr site, would comprise land to the west of the A6 opposite Lancaster University.

Lancaster City Council is exploring the possibility of developing a 'Garden Village' as an alternative to a traditional urban extension that will incorporate the existing Lancaster University campus along with land to the west of A6 to create a high quality residential environment integrated with the University.

In addition, Lancaster University is in the process of refreshing its Campus Masterplan to accommodate the proposed Health Innovation Campus and potential development to the east of the M6. Development at the University is currently restricted due to the congested nature of the surrounding road network.

The potential scale of development in South Lancaster will see a significant increase in the number of journeys, both local and longer distance, generated by the new housing and University expansion. To enable and support these transformational proposals, we have concluded that major improvements to the existing transport infrastructure that serves South Lancaster will be necessary. However, we also consider that they present an opportunity to support delivery of our proposed 'once in a generation' improvements to Lancaster's transport network. Furthermore, providing attractive alternatives to the car for local journeys could make the traffic generated by the new houses and jobs in the area potentially far less than would otherwise be the case.



The Masterplan set out in Appendix 'A' therefore presents a programme of infrastructure delivery and further work, setting out a vision for travel and transport across the district that builds on the legacy of the completed link road.

The Masterplan sets out an ambitious programme of work to accommodate four development priorities for the district: These are:

- The district's expanding knowledge sector, focussed on Lancaster University, University of Cumbria and proposed Health Innovation Park
- A growing recognition and role for the city of Lancaster as a key cultural, leisure and service centre
- Regenerating and reinventing central Morecambe, and
- Developing the energy and logistics sector in and around the Port of Heysham.

The opening of the link road will deliver very substantial benefits by reducing levels of congestion on parts of the city's gyratory systems and provide direct, reliable connections to Morecambe and Heysham. But traffic reduction in the heart of the city centre was never the main aim of the completed link road, and there is more to do to deliver a better environment and sustainable travel options in the city centre.

We also know that planned future development in the district will place further pressures on the local transport network, with the risks of worsening congestion, road safety and air quality, bringing implications for the area's economic growth ambitions.

## **Consultations**

The strategy and programme of activity presented in the Masterplan looks to improve and extend the existing transport network serving the District of Lancaster. The consultation on the Masterplan supported this option over others which proposed a minimal amount of change or to simply improve what is already there.

The public consultation on a draft of the Masterplan ran during Spring 2015 and drew responses from a range of local and national organisations, including the city council, councillors, parish councils and members of the public. Many of the comments and concerns raised provided detailed information as well as suggesting solutions to various transport issues across the local area. A consultation report which summarises these comments is presented at Appendix 'B'.

The comments made during the consultation generally fall under the following broad categories:

### **Lancaster City Centre**

There was general agreement that a solution needs to be found to the congestion of the gyratory system which contributes to poor air quality, delayed journey times and an unattractive environment around the city for pedestrians and cyclists, visitors and residents.

There was concern, however, that too much restriction of traffic in the city centre would cause difficulties for businesses and residents. This was felt to be a particular problem for the area west of the centre around Luneside, but also for residents whose daily journeys to employment or education takes them between Morecambe/Heysham and the Universities/South Lancaster or vice versa. Some respondents were concerned that drivers would seek unsuitable alternative routes to avoid longer journeys using the M6. Several respondents suggested that an additional bridge over the River Lune would help to keep traffic moving.

#### South Lancaster

There were calls for changes to the transport network serving South Lancaster to ensure capacity is provided to cater for both increased road traffic and demand for safe, sustainable travel options generated by current and potential development of land at Lancaster University and to the south of the city.

Around two-thirds of respondents agreed with our proposals to make changes to Junction 33 of the M6, which would remove significant levels of traffic from the centre of Galgate. There was concern, however, that relocation of the junction would disadvantage residents of the area south of Galgate. A number of respondents acknowledged this issue and offered potential solutions.

#### Heysham to Lancaster Corridor

Measures to improve journey times into Lancaster were welcomed by respondents. There was support for a Rapid Transit service, but some concern about how this would impact on congestion on Morecambe Road.

Most respondents agreed on the need for better public transport connectivity around Morecambe Bay, with calls for electrification of the Morecambe line, as well as for improved passenger services and facilities for both rail and bus passengers. The need for safe cycling routes between Heysham and Lancaster was highlighted.

#### Morecambe

There was support for proposals to integrate the promenade with Morecambe town centre, and removing traffic from the promenade, but maintaining access for deliveries and servicing of businesses.

As well as the bus and rail issues mentioned above, parking for cars and coaches in Morecambe was a concern raised by some respondents.

#### Caton Road Gateway

Around two-thirds of respondents agreed with our intention to make Caton Road the principal gateway into the city for traffic from the M6, from both north and south.

Whilst a park and ride at J34 was welcomed it was emphasised that this must be priced realistically, offer regular services and incorporate bus priority measures along Caton Road.

## Carnforth

Improvements to rail services to enhance links to Cumbria and Yorkshire were a major theme of responses, with calls for integration of bus, train and cycle facilities. There was also support for relief of congestion on the A6 and changes to the town centre to make the environment safer and more attractive to pedestrians. There were suggestions that the value of Carnforth's railway and canal heritage should be recognised, with greater emphasis on the Lancaster Canal as a traffic free route for pedestrians and cyclists.

## Rural access

There was concern about the provision of bus services and connectivity with rail services in the rural areas. Sustainable travel within the Areas of Outstanding Natural Beauty to visitor attractions was highlighted together with concerns about traffic using narrow rural roads. Support was given for improving links beyond the county boundaries, including promotion of the Bentham rail line.

Based on the evidence we have assembled and presented in the first part of the Masterplan, and informed by the comments received to consultation, we have identified and present in the Masterplan a vision and programme of activity to deliver the objectives set out in the county council's local transport plan and at the same time support the growth ambitions and development expectations of key partners (such as the LEP and Lancaster City Council) for the district of Lancaster.

At its heart, the transport vision presented in the Masterplan sets out to support Lancaster as an exemplar of how a 'green' district can also be an outstanding and sustainable success in attracting and supporting growth and development.

How do we make it happen?

This masterplan presents our ideas for making the city centre work more effectively for public transport users, pedestrians and cyclists in the longer term. It sets out an indicative timetable for the further work needed to shape our ideas, determine their benefits and decide our programme of delivery. However, in the short term the opening of the Heysham to M6 Link Road does allow us to start the process of changing how traffic is routed around the district.

**Caton Road** will become the principal **Gateway** into the city centre for traffic from the M6, from both north and south. This will allow us to capitalise on the benefits of the link road and introduce a heavily managed environment for traffic in the city centre.

At Junction 34, we are building a **Park and Ride/Cycle facility**. Catering for just over 600 cars, the Park and Ride will intercept traffic coming from the motorway and from both sides of the Lune Valley. This site will open shortly after the link road.

Heavy Goods Vehicles (HGVs) are a major cause of poor air quality and add to congestion. The link road will mean that HGVs no longer need to travel through the city centre or along Caton Road and across the Lune bridges. A **Movement**

**Strategy for Heavy Goods Vehicles** is being prepared and will pave the way for a series of Traffic Regulation Orders that will limit HGV movements. These will ensure that HGVs make full use of the link road and provide wider environmental benefits across the district.

We will develop the '**Lancaster Reach**' bus rapid transit concept, incorporating the Park and Ride service from M6 Junction 34 to Lancaster city centre to create a 'Y'-shaped network of two routes, one linking Heysham and Morecambe to South Lancaster via the city centre, the other linking M6 Junction 34 to Lancaster University. Both routes will operate between the city centre and Lancaster University via the Royal Lancaster Infirmary, presenting us with a genuine opportunity to create a sustainable transport corridor linking the city centre and Bailrigg Garden Village.

Before we make any substantial or long term changes to the **gyratory system**, we will need to be sure that those changes will work and not lead to unintended consequences. We will therefore need to do a detailed assessment and appraisal of potential options. Since the link road will fundamentally change the distribution of traffic across the district, we can only do this work once the link road is open and our approach to managing the Caton Road Gateway has been established.

Changing how the gyratory system works cannot be done without detailed consideration of a number of other factors. How public transport, including the proposed 'Lancaster Reach' bus rapid transit services, will operate through the city centre is one. How the city centre supports walking and cycling is another. We will bring all these elements together and look at them in detail in a **Lancaster City Movement Study**, which will give us a clear understanding of our options for transforming the city centre.

Our vision also includes the **reconfiguration of M6 Junction 33** to support the significant growth potential of South Lancaster including already committed developments such as the Health Innovation Campus at Lancaster University and housing at Whinney Carr and Bailrigg. We are investigating options to relocate part of the junction further to the north to enable residents and businesses in South Lancaster to access the motorway network without having to travel through either the city centre or Galgate. The south-facing slip roads would remain where they currently are, meaning that traffic travelling between the north of Wyre district and the M6 south would not need to pass through Galgate.

The **A6 corridor** linking South Lancaster with Lancaster city centre will become increasingly important as housing developments and the expansion of Lancaster University begin to take effect. Delivery of housing growth in South Lancaster will be more acceptable if we can demonstrate that a reconfigured M6 Junction 33 will be accompanied by significant investment in developing attractive, sustainable alternatives to the car, particularly for local journeys and for trips between South Lancaster and Lancaster city centre.

We will therefore produce and consult on a **Route Management Plan** for the A6 corridor between the city centre and South Lancaster, linked to further work on developing the 'Lancaster Reach' bus rapid transit services to create a genuine sustainable transport corridor. As a first stage, we intend to reconfigure the **A6/Hala**

**Road** junction to work better for vulnerable road users and provide dedicated cycling provision for the direct Lancaster to University/South Lancaster route along the A6.

In Morecambe, a **Place-Shaping** programme will focus on the highways and transport improvements needed to make the fundamental changes required to make the vision of the Morecambe Area Action Plan a reality.

The first strand of the programme is the seafront. The seafront is Morecambe's unique selling point and how the seafront works must reflect that. It must first and foremost be a place to enjoy the views, a place predominantly for people not vehicles. We will be working with the City Council and others to show how the promenade will be developed as a shared space

The second strand is the seafront links to the town centre, demonstrating how the town centre can be reinvigorated and become the heart of a reinvented Morecambe. We will therefore work with the City Council and other partners to develop and implement a programme of measures that will support the development of the seafront, including:

- Enhancing the town's natural gateways to give a fitting sense of arrival for all modes;
- Managing how vehicles reach the town centre, including how they are signed and where they park;
- Making parking provision fit for purpose, with high quality pedestrian and cycle links into the town centre and on to the seafront;
- Ensuring that coaches have high quality drop off/pick up points and that goods servicing is managed to ensure that it is efficient for business without compromising pedestrian routes and areas;
- Connecting the seafront and neighbouring areas to the town centre by clearly signed, attractive direct routes;
- Key routes for pedestrians and cyclists through high quality public spaces which look attractive and feel safe to be in, both during the day and in the evenings, with well-maintained and lit roads and footways that tie in to wider pedestrian and cycle routes; and
- Better facilities for public transport, both bus and rail, with proper interchange between the two and good links into the town centre and the seafront.

Morecambe's external connectivity is also vital to the place-shaping programme. Whilst road connections will be first class once the link road opens, other connections by rail, bus and cycling will not be. We will therefore commission a **Morecambe Bay Connectivity Study**, which will explore whether there is a strategic case for improvements to be made across all modes of sustainable transport around the coast of Morecambe Bay. Working with our partners, including Cumbria County Council, Lancaster City Council, Wyre Borough Council, South Lakeland District Council and Barrow Borough Council, we will seek to establish what evidence there is for improving connections around the Bay so that the whole

Bay area benefits. The study will look at what enhanced connectivity could achieve as well as options for delivering it.

In **Heysham**, we need to ensure that the local network fully supports the completed link road and allows vehicles, especially HGVs, to, where possible, access the link road without travelling through our communities. We will therefore undertake a review of the highway network around the South Heysham area and put in place a programme of measures to ensure that HGV traffic is using the network appropriately and can access the link road quickly and conveniently in order to reach the M6 regardless of whether intending to travel north or south.

Like so many small rural towns, **Carnforth** is becoming more reliant on the visitor economy, particularly given its proximity to so many outstanding natural landscapes. However, the centre of the town around the signalised A6/B6254 junction sees very heavy traffic. It has been declared an Air Quality Management Area and is not a pleasant environment for pedestrians or cyclists. We therefore propose to pursue a programme of pedestrian and traffic improvements to the centre of Carnforth, focusing on Market Street, with a view to creating a space which, whilst allowing traffic to flow, is far more user friendly for those on foot or on cycle. As well as making the shopping area itself more attractive, it will help to ensure that people feel comfortable travelling by more sustainable modes.

We recognise there is local support for the reinstatement of the main line platforms at Carnforth station to improve connectivity to the north. This issue, along with long standing aspirations to develop better linkages between Carnforth and both Barrow and Ulverston to benefit from the economic growth potential at the proposed Sellafield (Moorside) Nuclear Power Station and at the GlaxoSmithKline site in Ulverston, will be examined as part of the **Morecambe Bay Connectivity Study**.

**Maintaining rural connections** will require an integrated approach across all modes of transport to make rural travel as sustainable as possible in the future. One of the most important questions to address is what genuine long term alternatives to conventional public transport might look like. Providing public transport to sparse rural areas is a problem in many areas of the UK, so this work will assess whether solutions from elsewhere could be applicable in the rural areas of Lancaster District.

Our '**Lancaster Links**' work will develop an integrated multi-use/cycling network for the district to provide a comprehensive travel network for non-motorised travel. 'Lancaster Links' will be part of a wider **Cycling and Walking Delivery Plan for Lancashire**. We want the district to develop as an exemplar of active travel for the rest of county, demonstrating the widespread benefits that cycling and walking bring when they are the day to day choice for shorter journeys.

Finally, to complement our proposals for better public transport and cycling/multiuser networks, we want to make the district an exemplar of why **Ultra-Low Emission Vehicles** (ULEVs) must also be a core part of any local transport strategy. Whilst ULEVs may not reduce vehicle numbers, they will be vital in reducing the emissions from residual traffic in Lancaster city centre, currently an Air Quality Management Area (AQMA). ULEVs have the potential to be a major factor in improving air quality and making the city centre a healthier and more pleasant place for people. One

particular option we wish to pursue is the potential use of ULEVs on the 'Lancaster Reach' bus rapid transit services.

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

Approval of the masterplan will promote certainty as to the County Council's highways and transport programme for the District of Lancaster in the period to 2031. That certainty will increase the County Council's ability, as well as other transport providers, to secure investment and therefore to secure safe and efficient transport systems to serve the residents and businesses of the district of Lancaster, supporting public health and economic growth ambitions.

### **Financial**

The programme of preliminary work identified in the Masterplan, to gather evidence and determine strategies towards delivery, in itself represent a substantial work activity and will necessitate a substantial financial commitment from future years' revenue budget spending in order to place the county council in the best position to secure capital funding and deliver the Masterplan. It is estimated that the preliminary work needed to understand and model Lancaster's transport network, as a basis for identifying and assessing options for its improvement, may amount to around £600,000 over two years between 2017/18 and 2018/19, together with necessary staffing resources to supervise this activity. Further work will be undertaken to inform the county council's revenue budget setting cycle.

Capital funding for design and scheme delivery is anticipated to come from a number of sources, details of which are presented in Appendix A of the masterplan document. The county council's contributions will be identified, prioritised and met in the first instance from the Integrated Transport Block grant from Government, alongside any financial commitments arising from the other Masterplans, together with project specific external funding.

No final commitment to the implementation of any project in this masterplan will be made until all required funding has been confirmed. Furthermore, the cost of delivering the package of measures identified in the masterplan and those that will emerge from the further work proposed cannot be borne entirely from public sector funding. The County Council has shown that, in areas where we can come to rely on the development industry to contribute funding to new infrastructure, investor confidence can increase alongside our ability to attract other sources of funding and in turn improve the prospects of delivery and delivering to earlier timescales. The speed and certainty with which we will be able to implement new infrastructure is therefore directly linked to securing developer contributions.

## Legal

The recommendations contained within the masterplan are in compliance with relevant legislation; and will be procured in accordance with appropriate legislation and protocols, including, where relevant, European directives.

## Environmental

An Environmental Report on the District of Lancaster Highways and Transport Masterplan is being produced. This report will set out the potential environmental and health impacts of the masterplan and provides background information as to where mitigation may be needed as schemes develop. No significant risks are identified. The report will also contain a Habitat Regulations Assessment.

## Equality

An Equality Impact Assessment, which will be incorporated into the Environmental Report, is attached at Appendix 'C'.

## List of Background Papers

Paper	Date	Contact/Tel
District of Lancaster Highways and Transport Masterplan Consultation Draft	March 2015	Marcus Hudson, Environment, (01772) 530696
Lancashire Local Transport Plan Strategy 2011-2021	May 2011	Marcus Hudson, Environment, (01772) 530696
Lancashire Local Transport Plan Implementation Plan for 2012/13-2014/15	August 2012	Marcus Hudson, Environment, (01772) 530696
Lancashire Strategic Economic Plan: A Growth Deal for the Arc of Prosperity	March 2014	Kathryn Molloy, Office of the Chief Executive (01772) 538790

Reason for inclusion in Part II, if appropriate

N/A



# District of Lancaster

## Highways and Transport Masterplan

October 2016

## Foreword

Lancaster's transport history is as long as it is innovative. From the first crossings of the river, to the port, to the canal with its magnificent aqueduct, to the first overhead electrified railway in the country, an early phase of the M6 with the Lancaster Bypass, and most latterly as a cycling demonstration town, Lancaster has never been afraid to take the lead.

Its history owes much to its transport links, and to its position as the lowest crossing point of the River Lune. Later the Lune brought prosperity and a golden age for the city in the 18<sup>th</sup> century as the port thrived on Atlantic trade. By the end of the 19<sup>th</sup> century, Lancaster was a world leader for linen cloth and famed for furniture and, more than anything else, lino, which gave the city its Town Hall and the Ashton Memorial.

The District's location on the edge of Morecambe Bay, the outstanding countryside of the Lune Valley, and the towns of Morecambe, with the finest promenade views in the country, and next to it Heysham, a bustling port and home to more innovation as part of the North West's Energy Coast, and Carnforth, which owes its growth to its rail and canal connections, all helped Lancaster's rapid economic growth during through the 19<sup>th</sup> and 20<sup>th</sup> century.

Now the District is ready to begin a new chapter in its history, driven by a vision and ambition which will link its key economic assets with others across Lancashire's 'Arc of Prosperity' and deliver on new opportunities for housing growth.

Key to the 'Arc' is Lancaster's offer of world class teaching, research and innovation, and its ambitions to lead the way in providing an integrated approach to healthcare and services for people who are growing older, renew and expand its city centre offer, and grow itself as an energy centre and port serving Lancashire and the wider North.

The challenge for us is to ensure that we overcome the transport issues that could come to hold back the whole district and we must act now to allow the district to grow and flourish as it once did.

What has been a substantial issue for the district will be solved with the opening of the Heysham to M6 Link, 'The Bay Gateway'. As well as giving the peninsula the direct connection to the strategic road network it so desperately needs, the completion of the link road is the lever to unlock fundamental change across the district.

But we have plans to do much, much, more. We want to build on Lancaster's past legacy and on its willingness to innovate by among other things, swapping clogged gyratories for user friendly public spaces, delivering green connections into the city and between its towns, and reinventing its relationship and connectivity to the national motorway network that has served it for more than half a century.

At its heart, the transport vision presented in this Masterplan sets out to support Lancaster as an exemplar of how a 'green' district can also be an outstanding and sustainable success in attracting and supporting growth and development.



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



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## Executive Summary

This document presents the Highways and Transport Masterplan for the District of Lancaster, setting out our vision for travel and transport to 2031 and beyond.

Lancashire County Council, as a highways and transport authority, has a Local Transport Plan (LTP3) that sets out its transport priorities. These priorities establish a commitment to support the economy and to tackle deep-seated inequalities in its people's life chances, revitalising communities and providing safe, high-quality neighbourhoods.

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

- Central Lancashire, covering Preston, South Ribble and Chorley, approved in March 2013;
- East Lancashire, produced in cooperation with Blackburn with Darwen Council and covering Blackburn with Darwen, Burnley, Hyndburn, Pendle, Rossendale and Ribble Valley, approved in February 2014;
- West Lancashire, approved in October 2014;
- Fylde Coast, produced in cooperation with Blackpool Council and covering Blackpool, Fylde and Wyre, approved in July 2015; and
- Lancaster, approved in October 2016.

Collectively, these masterplans 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, Blackburn with Darwen Council and Blackpool Council.

### Lancaster Now

Lancaster today is both a district within Lancashire and the city at its heart. The remarkable history of the city, combined with the district's location on the edge of Morecambe Bay (a RAMSAR site, internationally significant for wildfowl) and the outstanding countryside of the Lune Valley and the Forest of Bowland, helped Lancaster's economy grow rapidly in the years before 2008.

With a population of over 141,000 in 2014, the local economy now employs around 56,000. Key employment sectors include the service and knowledge-based industries, education, energy and health, with growth sectors in the low carbon economy, environmental technologies, creative and digital industries, and tourism.

Current highways and transport issues across the district include:

- Congestion in Lancaster city centre (especially around the gyratory system), Galgate and Carnforth;
- Delays to public transport, especially in Lancaster city centre;
- Barriers to pedestrian and cycle movement in Lancaster and Morecambe;

- Road Safety concerns for pedestrians and cyclists;
- Road safety concerns for children and young people;
- Environmental issues, especially relating to air quality;
- Rail connections are not as good as they should be;
- Ultra-Low Emission Vehicles are not well catered for; and
- Rural residents and businesses struggle without cars.

### Looking to the future

Completion of the Heysham to M6 Link Road (now named the Bay Gateway) is one of the largest road construction projects by a local authority in England. At a cost of £128.62 million, it will directly connect the Heysham and Morecambe peninsula to a reconfigured Junction 34 of the M6. The link road is expected to open to traffic in the autumn of 2016, when it will fundamentally change traffic patterns, with huge implications for how we can realise our ambitions for transport and travel in the district.

The future development of the district 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. Key to Lancashire's economic development is the Lancashire Enterprise Partnership (LEP) and the Growth Deals it negotiates with government.

A key objective of the Lancashire Growth Deal agreed with the Government in July 2014 is to maximise the value of the 'Arc of Prosperity' that sweeps across Lancashire linking key economic assets, high value business clusters, centres of research and training excellence and new housing growth opportunities. The 'Arc' encapsulates the importance of Lancaster district as a major location for economic and housing growth, underpinned by its world-class, research intensive university, a renewed city centre, and the prospect of further growth as an energy centre and port serving Lancashire and the wider North.

Whilst the Lancashire Enterprise Partnership 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 other forms of development must support economic growth but also

ensure that public health and environmental considerations are taken into account and that development plans are sustainable in providing for today's needs without prejudicing those of future generations.

The key document that sets out how land-use and development will be planned for by a local authority is the Local Development Plan. This is made up of a suite of Development Plan Documents (DPD) that set out a range of planning policies and site allocations which cover the development of housing and commercial, either public or private, along with policies which seek to protect environmental and community assets. Since development should always be in accordance with the

Local Development Plan, this provides the key background to the development of our highways and public transport networks.

Lancaster City Council is currently preparing a new Local Plan, key documents of which have already been adopted. Following the clear direction in the National Planning Policy Framework that local planning authorities must establish their own housing requirement by determining their objectively assessed need for housing, Lancaster City Council commissioned a Strategic Market Housing Assessment (SHMA) of the district's future housing needs. The SHMA was completed in October 2015 and recommended that there is an objectively assessed need for 13,000 to 14,000 new homes by 2031 (with a base date of 2011). This housing growth is within the context of economic potential to achieve around 9,500 new jobs over the same period.

One of the options suggested to meet this housing requirement would involve an urban extension of Lancaster to the south of the city, including land already identified at Whinney Carr. Around 3,000 new homes could be built over the next fifteen years on a very large site that, in addition to the Whinney Carr site, would comprise land to the west of the A6 opposite Lancaster University.

Lancaster City Council is exploring the possibility of developing a 'Garden Village' as an alternative to a traditional urban extension that will incorporate the existing Lancaster University campus along with the land referred to above to create a high quality residential environment integrated with the University. The Bailrigg Garden Village is expected to be included in the deposit draft Land Allocations Development Plan Document as part of the Council's new draft Local Plan to be consulted on in early 2017.

In addition, Lancaster University is in the process of refreshing its Campus Masterplan to accommodate the Health Innovation Campus and potential development to the east of the M6. Development at the University is currently restricted due to the congested nature of the surrounding road network.

The potential scale of development in South Lancaster will see a significant increase in the number of journeys, both local and longer distance, generated by the new housing and University expansion. To enable and support these transformational proposals, we have concluded that major improvements to the existing transport infrastructure that serves South Lancaster will be necessary. However, we also consider that they present an opportunity to support delivery of our proposed 'once in a generation' improvements to Lancaster's transport network, for example through a Community Infrastructure Levy. Furthermore, providing attractive alternatives to the car for local journeys could make the traffic generated by the new houses and jobs in the area potentially far less than would otherwise be the case.

### Our Transport Vision

#### In 2031:

Lancaster city centre is vibrant and successful, with no air quality issues, no gyratory congestion and so no barriers to sustainable travel. Pedestrians and cyclists can move around easily and freely through safe and attractive public spaces. The centre is largely free of traffic and most of the vehicles that do need to be there are ultra-low emission.

Without the gyratory to contend with, public transport is also more reliable and new links to South Lancaster mean that the University has been able to expand and maintain its prestigious reputation. Those who work in the area almost all commute by sustainable modes: on foot, by cycle or using the 'Lancaster Reach' bus rapid transit services operated by ultra-low emission vehicles.

Morecambe is a revitalised town where everyone can get to where they want to go easily on foot or by bike and where the amazing promenade gives way seamlessly to an attractive and strong commercial centre. The town is now a 'must visit' attraction on the Lancashire Coast and Morecambe Bay tourist trails.

In Heysham, the old village is an attractive tourist destination now readily accessible without a car. South Heysham and the Port are a thriving focal point for industry, with the link road providing superb access to the motorway network, complemented by improved access by public transport and by cycle. Carnforth is a hub for the north of the district, with redesigned public spaces making the centre a much more attractive place to visit. The station is now integral to the town centre and improved rail links provide easy access to jobs around Morecambe Bay and across into Yorkshire. The town is also a gateway for visitors coming to enjoy the countryside and wildlife of the area, as well as its railway heritage.

Galgate is a quiet village, no longer straddling the city's main link to the motorway.

The rail network provides high quality, fast services to and from Morecambe and rail travel around the Bay is straightforward. Many more passengers use the Bentham line as well. Public spaces around stations are now attractive and it is easy to walk and cycle to stations or to leave an electric car on charge.

The 'Lancaster Links' network for non-motorised users is now comprehensive. For those who want direct routes, the roads are much quieter and safer for cyclists on the main radial routes in the district. For those who don't want to ride on the roads, there are dedicated links for all users between the main urban centres with quiet routes linking to them.

The 'Links' network also connects the district to its neighbours to north and south through the long distance trails that bring a significant number of visitors to the district to explore the coast, the Lancaster Canal and the valley of the River Lune.

### How do we make it happen?

This masterplan presents our ideas for making the city centre work more effectively for public transport users, pedestrians and cyclists in the longer term.

It sets out an indicative timetable for the further work needed to finalise all our options and to consult on detailed plans. This consultation is likely to take place in late 2018 or early 2019. However, the opening of the Heysham to M6 Link Road does allow us to start the process of changing how traffic is routed around the district.

**Caton Road** will become the principal **Gateway** into the city centre for traffic from the M6, from both north and south. This will allow us to capitalise on the benefits of the link road and introduce a heavily managed environment for traffic in the city centre.

At Junction 34, we are building a **Park and Ride/Cycle facility**. Catering for just over 600 cars, the Park and Ride will intercept traffic coming from the motorway and from both sides of the Lune Valley. This site will open shortly after the link road.

Heavy Goods Vehicles (HGVs) are a major cause of poor air quality and add to congestion. The link road will mean that HGVs no longer need to travel through the city centre or along Caton Road and across the Lune bridges. A **Movement Strategy for Heavy Goods Vehicles** is being prepared and will pave the way for a series of Traffic Regulation Orders that will limit HGV movements. These will ensure that HGVs make full use of the link road and provide wider environmental benefits across the district.

We will develop the '**Lancaster Reach**' bus rapid transit concept, incorporating the Park and Ride service from M6 Junction 34 to Lancaster city centre to create a 'Y'-shaped network of two routes, one linking Heysham and Morecambe to South Lancaster via the city centre, the other linking M6 Junction 34 to Lancaster University. Both routes will operate between the city centre and Lancaster University via the Royal Lancaster Infirmary, presenting us with a genuine opportunity to create a sustainable transport corridor linking the city centre and the Bailrigg Garden Village.

Before we make any substantial or long term changes to the **gyratory system**, we will need to be sure that those changes will work and not lead to unintended consequences. We will therefore need to do a detailed assessment and appraisal of potential options. Since the link road will fundamentally change the distribution of traffic across the district, we can only do this work once the link road is open and our approach to managing the Caton Road Gateway has been established.

Changing how the gyratory system works cannot be done without detailed consideration of a number of other factors. How public transport, including the proposed 'Lancaster Reach' bus rapid transit services, will operate through the city centre is one. How the city centre supports walking and cycling is another. We will bring all these elements together and look at them in detail in a **Lancaster City Movement Study**, which will give us a clear understanding of our options for transforming the city centre.

Our vision also includes the **reconfiguration of M6 Junction 33** to support the significant growth potential of South Lancaster including developments such as

the proposed Health Innovation Campus at Lancaster University and housing at Whinney Carr and Bailrigg. We are investigating options to relocate part of the junction further to the north to enable residents and businesses in South Lancaster to access the motorway network without having to travel through either the city centre or Galgate. The south-facing slip roads would remain where they currently are, meaning that traffic travelling between the north of Wyre district and the M6 south would not need to pass through Galgate.

The **A6 corridor** linking South Lancaster with Lancaster city centre will become increasingly important as housing developments and the expansion of Lancaster University begin to take effect. Delivery of housing growth in South Lancaster will be more acceptable if we can demonstrate that a reconfigured M6 Junction 33 will be accompanied by significant investment in developing attractive, sustainable alternatives to the car, particularly for local journeys and for trips between South Lancaster and Lancaster city centre.

We will therefore produce and consult on a **Route Management Plan** for the A6 corridor between the city centre and South Lancaster, linked to further work on developing the 'Lancaster Reach' bus rapid transit services to create a genuine sustainable transport corridor. As a first stage, we intend to reconfigure the **A6/Hala Road** junction to work better for vulnerable road users and provide dedicated cycling provision for the direct Lancaster to University/South Lancaster route along the A6.

In Morecambe, a **Place-Shaping** programme will focus on the highways and transport improvements needed to make the fundamental changes required to make the vision of the Morecambe Area Action Plan a reality.

The first strand of the programme is the seafront. The seafront is Morecambe's unique selling point and how the seafront works must reflect that. It must first and foremost be a place to enjoy the views, a place predominantly for people not vehicles. We will be working with the City Council and others to show how the promenade will be developed as a shared space

The second strand is the seafront links to the town centre, demonstrating how the town centre can be reinvigorated and become the heart of a reinvented Morecambe. We will therefore work with the City Council and other partners to develop and implement a programme of measures that will support the development of the seafront, including:

- Enhancing the town's natural gateways to give a fitting sense of arrival for all modes;
- Managing how vehicles reach the town centre, including how they are signed and where they park;
- Making parking provision fit for purpose, with high quality pedestrian and cycle links into the town centre and on to the seafront;
- Ensuring that coaches have high quality drop off/pick up points and that goods servicing is managed to ensure that it is efficient for business without compromising pedestrian routes and areas;



- Connecting the seafront and neighbouring areas to the town centre by clearly signed, attractive direct routes;
- Key routes for pedestrians and cyclists through high quality public spaces which look attractive and feel safe to be in, both during the day and in the evenings, with well-maintained and lit roads and footways that tie in to wider pedestrian and cycle routes; and
- Better facilities for public transport, both bus and rail, with proper interchange between the two and good links into the town centre and the seafront.

Morecambe's external connectivity is also vital to the place-shaping programme. Whilst road connections will be first class once the link road opens, other connections by rail, bus and cycling will not be. We will therefore commission a **Morecambe Bay Connectivity Study**, which will explore whether there is a strategic case for improvements to be made across all modes of sustainable transport around the coast of Morecambe Bay. Working with our partners, including Cumbria County Council, Lancaster City Council, Wyre Borough Council, South Lakeland District Council and Barrow Borough Council, we will seek to establish what evidence there is for improving connections around the Bay so that the whole Bay area benefits. The study will look at what enhanced connectivity could achieve as well as options for delivering it.

In **Heysham**, we need to ensure that the local network fully supports the completed link road and allows vehicles, especially HGVs, to, where possible, access the link road without travelling through our communities. We will therefore undertake a review of the highway network around the South Heysham area and put in place a programme of measures to ensure that HGV traffic is using the network appropriately and can access the link road quickly and conveniently in order to reach the M6 regardless of whether intending to travel north or south.

Like so many small rural towns, **Carnforth** is becoming more reliant on the visitor economy, particularly given its proximity to so many outstanding natural landscapes. However, the centre of the town around the signalised A6/B6254 junction sees very heavy traffic. It has been declared an Air Quality Management Area and is not a pleasant environment for pedestrians or cyclists. We therefore propose to pursue a programme of pedestrian and traffic improvements to the centre of Carnforth, focusing on Market Street, with a view to creating a space which, whilst allowing traffic to flow, is far more user friendly for those on foot or on cycle. As well as making the shopping area itself more attractive, it will help to ensure that people feel comfortable travelling by more sustainable modes. We recognise there is local support for the reinstatement of the main line platforms at Carnforth station to improve connectivity to the north. This issue, along with long standing aspirations to develop better linkages between Carnforth and both Barrow and Ulverston to benefit from the economic growth potential at the proposed Sellafield (Moorside) Nuclear Power Station and at the GlaxoSmithKline site in Ulverston, will be examined as part of the **Morecambe Bay Connectivity Study**.

**Maintaining rural connections** will require an integrated approach across all modes of transport to make rural travel as sustainable as possible in the future. One of the most important questions to address is what genuine long term alternatives to conventional public transport might look like. Providing public transport to sparse rural areas is a problem in many areas of the UK, so this work will assess whether solutions from elsewhere could be applicable in the rural areas of Lancaster District.

Our **'Lancaster Links'** work will develop an integrated multi-use/cycling network for the district to provide a comprehensive travel network for non-motorised travel. 'Lancaster Links' will be part of a wider **Cycling and Walking Delivery Plan for Lancashire**. We want the district to develop as an exemplar of active travel for the rest of county, demonstrating the widespread benefits that cycling and walking bring when they are the day to day choice for shorter journeys.

Finally, to complement our proposals for better public transport and cycling/multiuser networks, we want to make the district an exemplar of why **Ultra-Low Emission Vehicles** (ULEVs) must also be a core part of any local transport strategy. Whilst ULEVs may not reduce vehicle numbers, they will be vital in reducing the emissions from residual traffic in Lancaster city centre, currently an Air Quality Management Area (AQMA). ULEVs have the potential to be a major factor in improving air quality and making the city centre a healthier and more pleasant place for people. One particular option we wish to pursue is the potential use of ULEVs on the 'Lancaster Reach' bus rapid transit services.



## Introduction - Lancashire's Highways and Transport Masterplans

The County Council's 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 people's life chances, revitalising our communities and providing safe, high-quality neighbourhoods. It commits us to finding ways to:

- Improve access into areas of economic growth and regeneration
- Provide better access to lifelong learning 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

To work towards these aims, Lancashire County Council is leading in the production of five Highways and Transport Masterplans to cover the entire county reflecting the travel areas identified in the County Council's Local Transport Plan:

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

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, Blackburn with Darwen Council and Blackpool Council.

Four of these masterplans have been approved and are now being delivered. A masterplan for the Central Lancashire was approved in March 2013, for East in February 2014, West Lancashire in October 2014 and for the Fylde Coast in July 2015.

This masterplan for the District of Lancaster sets out the County Council's highways and transport strategy for the district to 2031 and beyond.

Figure 1: The masterplan areas





## Introduction – Lancaster's Masterplan

This document sets out the Highways and Transport Masterplan for the district of Lancaster. Together with the technical evidence and public consultation underpinning it, it represents the County Council's considered position on the transport infrastructure required to support the delivery of development and growth in the district of Lancaster over the life of the City Council's Local Plan and beyond.

The fundamental purpose of transport is to enable economic and social activity. It allows people to get to work, to access services, to keep in touch with friends and family and visit places for leisure. It also allows businesses, suppliers and customers to come together. However, transport also impacts on people, places and the environment. Traffic congestion brings delays and disrupts communities; road accidents cause injury and suffering; vehicle emissions affect people's health and contribute to global environmental problems.

Balancing the positive and negative impacts of transport is vital in providing sustainable highways and transport networks for the future. We can only do this if we consider the consequences that changing these networks will have on the users, the people, the environment and the economy of the district of Lancashire, both now and in the future.

To do this we must take full account of other strategies that shape the county:

- The Local Plan for Lancaster District 2011 – 2031 aims to ensure that sufficient opportunities are available to meet the district's needs for housing, economic growth, education, recreation and transport priorities whilst ensuring that local communities can flourish and the environment is protected and enhanced. Elements of Lancaster's emerging Local Plan that have been essential in the development of this masterplan are the Morecambe Area Action Plan, which was adopted in 2014, and the Land Allocations document, which will be Part A of the new Local Plan. Part A will identify the sites and opportunities needed to meet development needs up to 2031 and also protect areas of environmental, economic and social value.
- The Lancashire Enterprise Partnership is a government endorsed partnership between the private and public sectors established to provide leadership for the county's economy and be a catalyst for job creation and economic growth. The Partnership has its own agreed priorities and programmes as set out in the Lancashire Strategic Economic Plan – A Growth Deal for the Arc of Prosperity submitted to the Government in March 2014.

A significant factor in the development of this masterplan is the completion of the Heysham to M6 Link Road (Bay Gateway), which will directly connect the Heysham and Morecambe peninsula to a reconfigured Junction 34 of the M6. The link road is expected to open to traffic in autumn 2016 and will fundamentally change traffic patterns across the district, with huge implications for how we can realise our ambitions for transport and travel.

A number of complementary traffic measures are required as part of the development consent order to build the link road (see Appendix 1). These are intended to ensure that benefits of the completed link road are felt across the wider Lancaster area.

This masterplan therefore:

- Considers patterns of land use and transport use in the district of Lancaster;
- Considers the impact of future plans and priorities on our existing transport networks;
- Puts forward a vision for the district of Lancaster's highways and transport networks that supports the City Council's future aspirations; and
- Sets out the highway and transport measures that will be needed to support this vision and outlines funding mechanisms and a delivery programme.

## How consultation shaped this masterplan

The consultation on the draft District of Lancaster Highways and Transport Masterplan took place in spring 2015. Views were sought from District Councils, Members, Stakeholders, District and Parish Councils and members of the public.

We received 100 written responses to the consultation and although these cannot be taken as necessarily representative of the views of the people of Lancaster district as a whole, many of the comments and concerns raised have provided detailed information as well as suggesting solutions to the transport problems of the area.

We have taken on board many of the views and ideas we have received and revised the masterplan to reflect this. As progress is made towards projects and strategies, there will be opportunities for public engagement to discuss the best way to make sure the actions that come forward from this masterplan are as effective as we can make them.

The consultation draft of this document outlined three options for how we could approach the transport problems and opportunities of the district over the next 15 years:

- Option 1 – Do only what we need to
- Option 2 – Improve what we have
- Option 3 – Improve and extend

From the responses we received, people were most likely to agree with Option 3 – Improve and extend (74% agreed) and most likely to disagree with Option 1 – Do only what we need to (78% disagreed). Overall there was a clear message about the need for change. The masterplan takes forward elements of the two options for change; to extend our network but also to improve what already exists.

The points raised by the consultation responses fall into the following topic areas:

### Lancaster City Centre

There was general agreement that a solution needs to be found to the congestion of the gyratory system which contributes to poor air quality, delayed journey times and an unattractive environment around the city for pedestrians and cyclists, visitors and residents.

There was concern, however, that too much restriction of traffic in the city centre would cause difficulties for businesses and residents. This was felt to be a particular problem for the area west of the centre around Luneside, but also for residents whose daily journeys to employment or education takes them between

Morecambe/Heysham and the Universities/South Lancaster or vice versa. Some respondents were concerned that drivers would seek unsuitable alternative routes to avoid longer journeys using the M6. Several respondents suggested that an additional bridge over the River Lune would help to keep traffic moving.

### South Lancaster

There was call for changes to transport networks in South Lancaster to ensure capacity is provided to cater for both increased road traffic and demand for safe, sustainable travel options generated by current and potential development of land at Lancaster University and to the south of the city.

Around two-thirds of respondents agreed with our proposals to make changes to Junction 33 of the M6, which would remove significant levels of traffic from the centre of Galgate. There was concern, however, that relocation of the junction would disadvantage residents of the area south of Galgate. A number of respondents acknowledged this issue and offered potential solutions.

### Heysham to Lancaster Corridor

Measures to improve journey times into Lancaster were welcomed by respondents. There was support for a rapid transit service, but some concern about how this would impact on congestion on Morecambe Road.

Most respondents agreed on the need for better public transport connectivity around Morecambe Bay, with calls for electrification of the Morecambe line, as well as for improved passenger services and facilities for both rail and bus passengers. The need for safe cycling routes between Heysham and Lancaster was highlighted.

### Morecambe

There was support for proposals to integrate the promenade with Morecambe town centre, as well removing traffic from the promenade, providing access for deliveries and servicing of businesses would be maintained.

In addition to the bus and rail issues mentioned above, parking for cars and coaches in Morecambe was a concern raised by some respondents.

### Caton Road Gateway

Around two-thirds of respondents agreed with our intention to make Caton Road the principal gateway into the city for traffic from the M6, from both north and south.

Whilst a Park and Ride at Junction 34 was welcomed, it was emphasised that this must be priced realistically, offer regular services and incorporate bus priority measures along Caton Road.

### Carnforth

Improvements to rail services to enhance links to Cumbria and Yorkshire were a major theme of responses, with calls for integration of bus, train and cycle facilities. There was also support for relief of congestion on the A6 and changes to the town centre to make the environment safer and more attractive to pedestrians. There were suggestions that the value of Carnforth's railway and canal heritage should be recognised, with greater emphasis on the Lancaster Canal as a traffic free route for pedestrians and cyclists.

### Rural access

There was concern about the provision of bus services and connectivity with rail services in the rural areas. Sustainable travel within the Areas of Outstanding Natural Beauty and to visitor attractions was highlighted, together with concern about traffic using narrow rural roads. Support was given for improving links beyond the county boundaries, including promotion of the Bentham rail line.

## Lancaster Now

The name 'Lancaster' is one of the most significant in British history. The Duchy of Lancaster (a title held by the reigning monarch) dates from the 14<sup>th</sup> century. Names such as John O'Gaunt, the second Duke, are still famous today, as are the Wars of the Roses, fought by the houses of Lancaster and York for the throne.


Lancaster today is both the district within Lancashire and the city at its heart. The remarkable history of the city, combined with the district's location on the edge of Morecambe Bay (a RAMSAR site, internationally significant for wildfowl) and the outstanding countryside of the Lune Valley and the Forest of Bowland, helped the district's economy grow rapidly in the years before 2008.

With a population of over 141,000 in 2014, the local economy now employs around 56,000. Key employment sectors include the service and knowledge-based industries, education, energy and health, with growth sectors in the low carbon economy, environmental technologies, creative and digital industries, and tourism.

The district is effectively split by the M6 with the population mostly to the west of the motorway, in the City of Lancaster, the towns of Morecambe and Carnforth and villages such as Heysham, Bolton-le-Sands and Galgate.



Figure 2: Lancaster's masterplan area

 Study area





**City of Lancaster**

Lancaster is one of the country's most important heritage cities. Its outstanding historic environment results from its strategic location on England's north west coast.

Once a Roman fort, Lancaster was an important medieval town, with a castle and priory. The Georgian era saw the success of the port on the Lune at St Georges Quay. As the third most important port in the country, it generated the wealth to build the old Custom House and the dwellings and warehouses that survive on the quayside and throughout the city today.



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The Lancaster Canal skirts the city centre, then crosses the Lune on a magnificent aqueduct. Lancaster in the 19<sup>th</sup> century was a centre for architectural and decorative arts and this is reflected in its buildings.

Lancaster is home to a wide variety of businesses, although the public and service sectors dominate. The city is the administrative centre of the district and is home to the Royal Lancaster Infirmary, the Morecambe Bay area's main hospital and to the Lancaster campus of the University of Cumbria.

Lancaster University and the University of Cumbria's Lancaster Campus are young institutions – both were 50 years old in 2014. Whilst the University of Cumbria's Lancaster Campus is a leader in the training of education and health professionals, Lancaster University is now one of the country's top teaching and research institutes. In the top 1% of global universities, the purpose-built campus occupies Bailrigg, a 360-acre site donated by Lancaster City Council in 1963.

**Morecambe**

Morecambe sits on the shores of the bay from which the town takes its name. Unlike Lancaster, the town of Morecambe only officially came into being in the late nineteenth century.

Morecambe has had a long association with entertainment. It was a thriving seaside resort in the mid-20th century, attracting visitors from Yorkshire in particular thanks to historical connections through the railway that brought Morecambe into being. However, by the late 1970s the resort was declining and in the following 20 years the resort's main attractions all closed. Morecambe's tourism offer now is very much focussed on day trips.

Since the 1990s, Morecambe has been the focus of concerted efforts to regenerate the area. Perhaps the best known of these projects is the iconic Midland Hotel, a spectacular example of Art Deco architecture, which after years of decline was restored at a cost of £7million and reopened in 2008 to international acclaim. However, the town centre has lost much of its function.

Employment in Morecambe is based on a limited service sector and there are relatively high numbers of economically inactive people, a low wage economy and many households facing hardship.



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**Heysham**

The village of Heysham is an ancient settlement and still has many stone-built cottages dating back to the 17th century. The National Trust property at Heysham Head includes the only sea cliffs between Cumbria and North Wales, and on it are the ruins of St. Patrick's Chapel, dating from about the 8th century, and two sets of rock cut tombs. The open space of the headland contrasts with the narrow streets of the historic centre of Heysham, and to the south are the distinctive buildings of two nuclear power stations.

The **Port of Heysham**, part of the Peel Ports Group, is a key gateway for trade



cc-by-sa/2.0 - Heysham Head by Bill Boarden - geograph.org.uk/p/3318370

between Great Britain and Ireland. It supports the UK, Irish & Isle of Man economies by enabling trade within the Irish Sea with a growing number of ferry services to Dublin, Belfast, Warrenpoint and the Isle of Man.

The port handles all kinds of cargo and services, from renewable energy to Ro-Ro (roll on – roll off) and has a growing number of daily freight ferry services to Ireland and the Isle of Man. Whilst tonnage has declined slightly during the recession, completion of the Heysham to M6 Link Road (Bay Gateway) will make the port's connections to the strategic road network all the more attractive.

The port also forms a major offshore supply base for one of the largest gas fields in British waters and is ideally located as a support base for the future offshore wind farm development in the Irish Sea.



**Carnforth**

The small market town of Carnforth serves the north of Lancaster district and south Cumbria. Although now at the heart of a largely rural area, the town owes its size to the railways and to iron and steel working. It still provides an essential role as a local service centre.

Carnforth attracts visitors by its location close to the coast and limestone country, but it is the railway that gives Carnforth its biggest claim to fame. In 1945, Carnforth railway station was used as a set for the David Lean film 'Brief Encounter', starring Celia Johnson and Trevor Howard. Fans of this film were one of the major factors in the refurbishment of the railway station, including the refreshment room run by the Carnforth Station Trust which was constructed to match the studio set used in the film. The railway infrastructure concentrated around the station is also of important heritage interest.

The Lancaster Canal links Carnforth to Lancaster through Bolton-le-Sands and Hest Bank and leads north towards Kendal.



cc-by-sa/2.0 - by Stephen McKay



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**Rural Lancaster**

The district of Lancaster is largely rural, with the most spectacular and varied landscape in Lancashire wrapped around the urban core of the district.

In the north west of the district, the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) is a limestone landscape with ancient woodlands and a rich and dramatic coastline.

The Forest of Bowland AONB to the south east of the district is a landscape of deeply incised upland fells of gritstone with vast sweeping peat covered moorlands. 'Cloughs', steep sided, wooded valleys, link these upland landscapes to the richer farmed foothills.

Between the two, lies the Lune Valley, with rich pastures and old stone villages such as Hornby, Arkholme and Wennington, whilst to the south west are the coastal plains and mosslands of Cockerham and Glasson Dock.

This rural area provides a significant input towards the local economy through tourism and farming and is home to some significant industries such as minerals working.



cc-by-sa/2.0 - Jack Scout by Ian Taylor



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## Lancaster Now – People and Places

### People

As would be expected, the two universities are a dominant influence on the district. But this influence on district wide numbers conceals significant social issues in parts of the area.

Looking at statistics for the district as a whole, in 2011 almost 10% of residents were aged between 18 and 22, over 40% higher than the proportion for Lancashire as a whole and also the North West. The almost 16,000 young people in this age group, including students, therefore bias information presented on a district level.

Compared to the average for England and Wales, the district of Lancaster has a lower than expected proportion of the population without qualifications. However, although large numbers of undergraduates arrive, they don't necessarily stay once they have gained their degrees.

Economic activity figures indicate that the district has a lower proportion of the working age population economically active than other districts; however, student numbers again distort the true picture, accounting for over 10% of economically inactive residents.

Employment in the district is mostly in public administration, health and education, with over 38% (in 2014) working in the sector compared to just under 28% in the North West. The service sector, particularly accommodation/ food and transport/logistics, also accounts for more jobs than typical, whilst manufacturing has fewer than half the jobs of Lancashire as a whole.

For those residents who work, median earnings are lower than in Lancashire as a whole, with gross pay in 2015 averaging £383.30 per week in the district compared to £391.50 across the county and a UK wide figure of over £425.

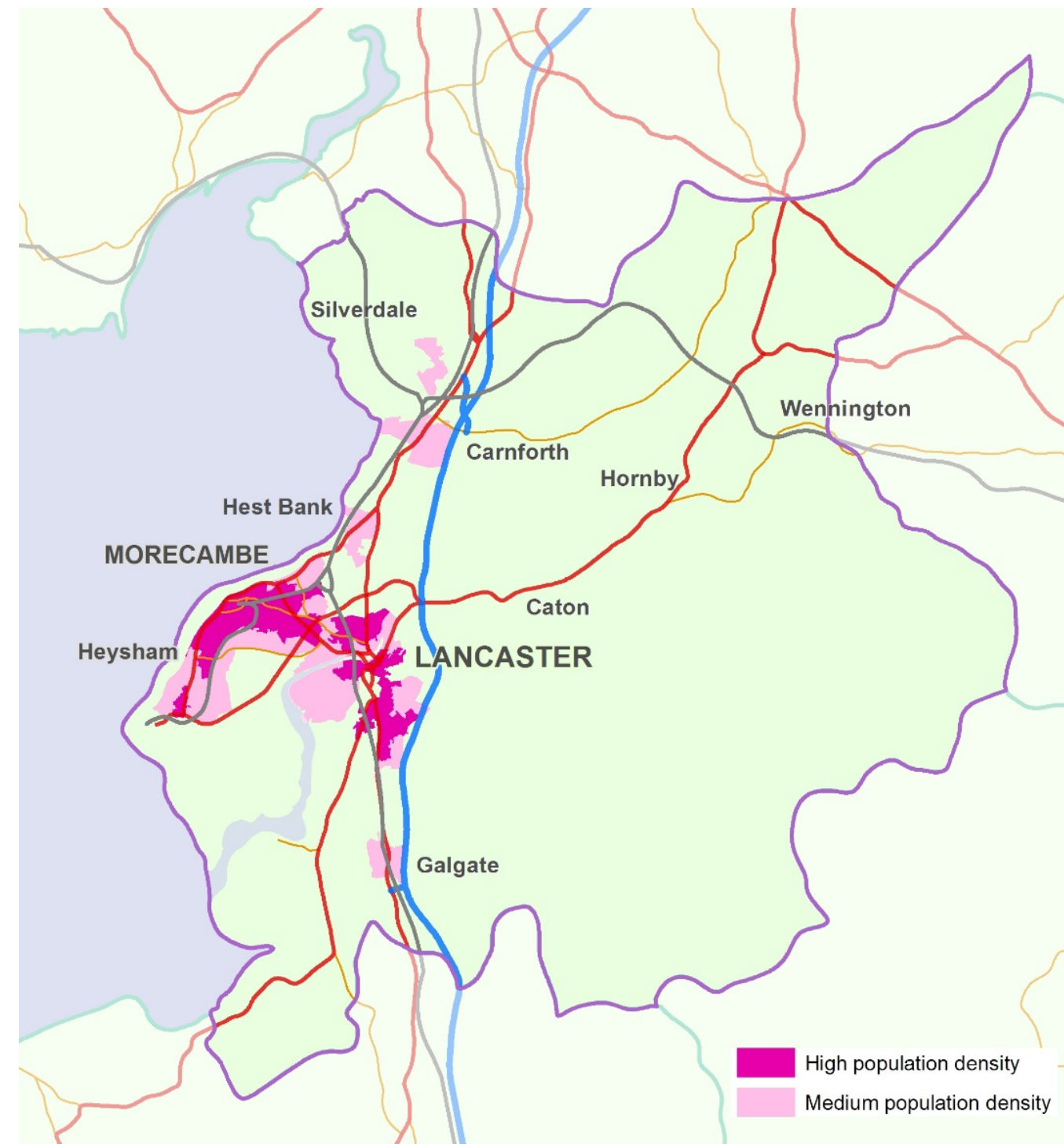
Deprivation across the district is lower than average, although around 4,100 children live in poverty. The district contains small areas with some of the worst deprivation in the country, including three in the worst 1% and a further six in the worst 5%. These areas are in the north of the City of Lancaster and the centre of Morecambe. In these areas, life expectancy is around 9.9 years less for men and 8.8 years less for women than in the most affluent parts of the district.

Figure 3 shows how the population is spread across the area, as recorded in 2011 Census, with the M6 marking a clear boundary between the mainly urban west of the district and the rural east.

What is 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.

Figure 3: Lancaster's people



## Places

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.

The next major influence on our transport systems is the places that people want to travel to.

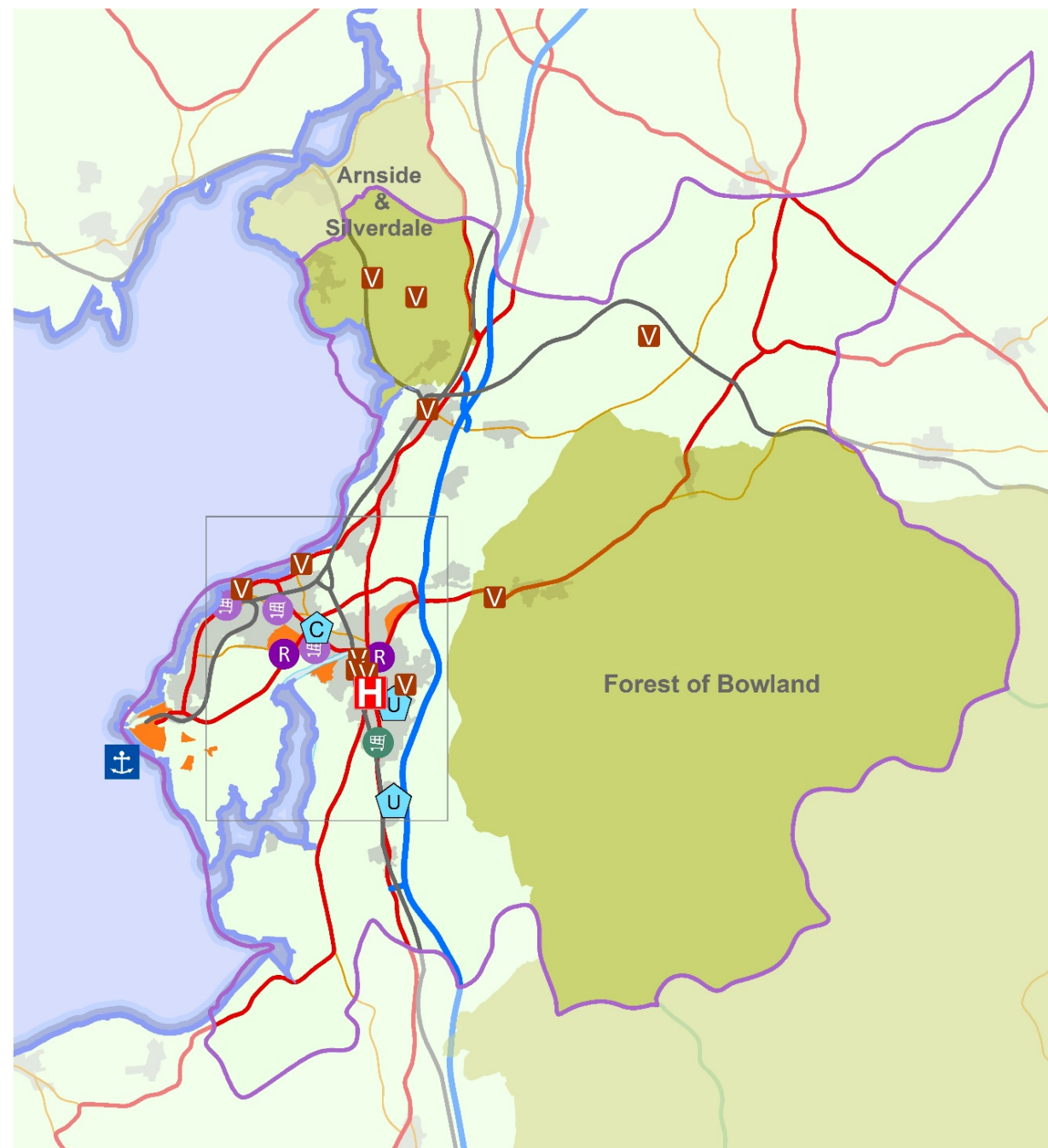
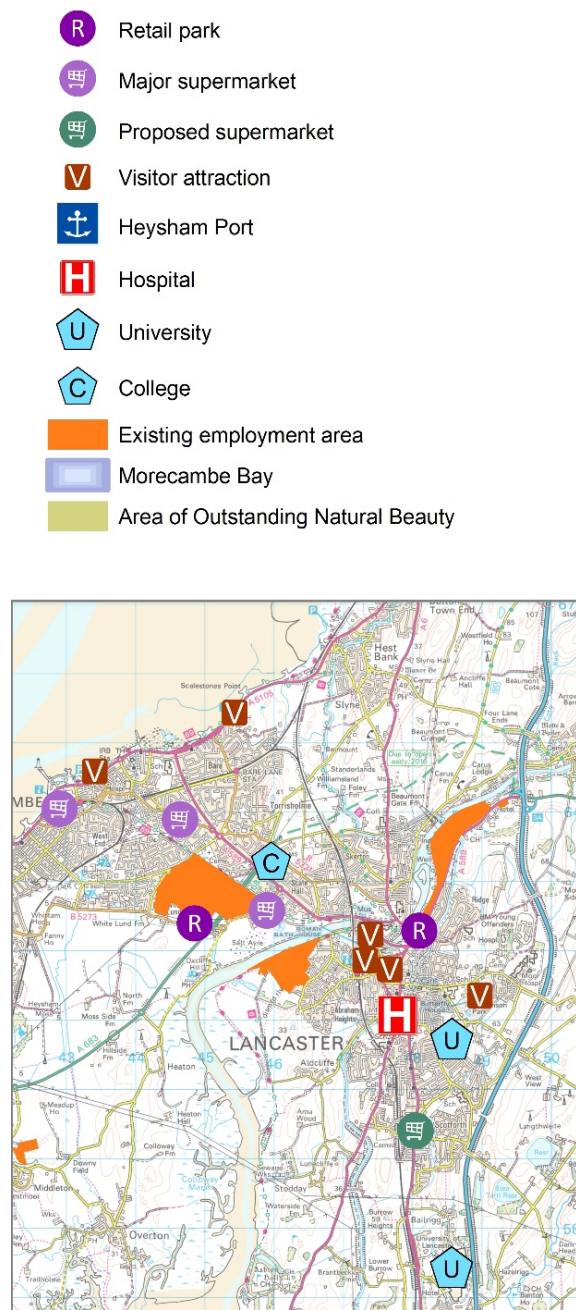
Certain destinations attract a lot of people, whether through choice, such as for leisure and shopping or through necessity, such as for health or education. As well as acting as destinations for visitors, these locations often have large numbers of workers and therefore have a major impact on commuting.

Town and city centres are traditionally a focus for employment and shopping. Lancaster though has a significant heritage offer and therefore is particularly attractive to visitors. The city centre is also home to one of the universities and to the hospital, meaning that large numbers of people travel in and out on a daily basis. Lancaster University to the south of the city again draws in significant numbers of students, staff and visitors.

Major employment areas include White Lund, White Cross and around the power station at Heysham. Heysham also sees significant traffic to and from the port, much of that being heavy vehicles.

Figure 4 shows the places that large numbers of people and vehicles travel to and from. Together, people and places shape the demand for travel in, to and from the district of Lancaster.

Figure 4: Lancaster's places





## Lancaster Now – Transport and Travel

### Travel Patterns - Longer distances

The district of Lancaster lies within the nationally significant north-south transport corridor that includes the West Coast Main Line railway and the M6. This provides excellent connectivity with other parts of the UK, including London, the West Midlands and Scotland.

#### By train...

The district already benefits from fast and frequent train services to London, Birmingham, Manchester, Manchester Airport, Glasgow and Edinburgh, and the impending electrification of the lines between Manchester and Preston via Wigan and Bolton will improve this strategic connectivity further.

Other lines link the district to Barrow, the South Lakes and to North Yorkshire and Leeds.


#### By road...

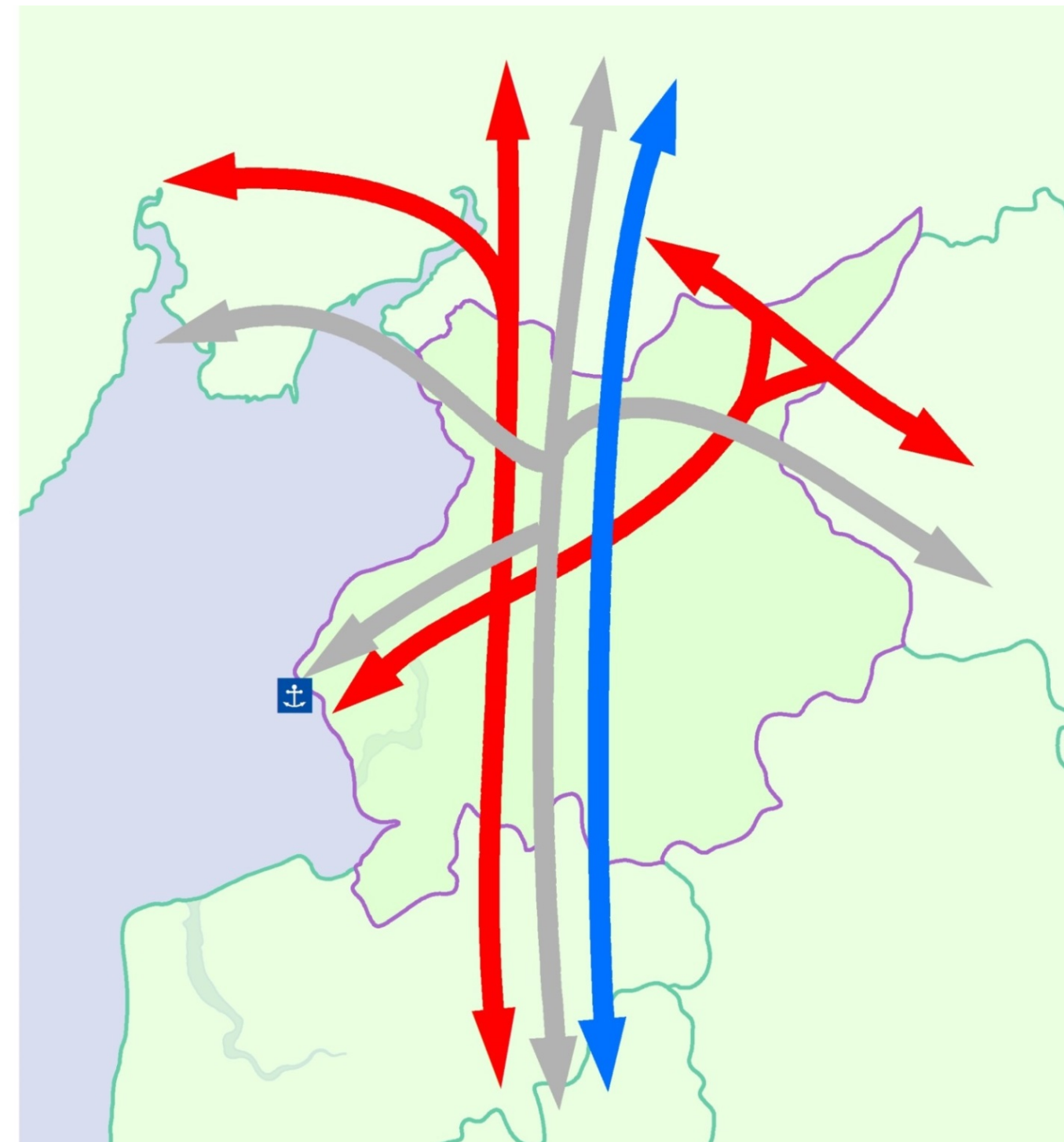
The M6 runs from north to south through the district and has three junctions, one to the south of the city, one to the east and one near Carnforth. The A6 parallels the motorway whilst the A682 runs through the Lune Valley to provide connections to North Yorkshire and the A65.

#### By ferry...

The Port of Heysham provides a significant link, particularly for freight, to Northern Ireland, the Republic of Ireland and the Isle of Man, with daily ferry services.

Figure 5: Longer distance journeys

- █ By road - motorway
- █ By road - other
- █ By rail
-  Heysham port





### Travel Patterns – Daily journeys

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

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 as questions about travel to work were asked in the 2011 National Census.

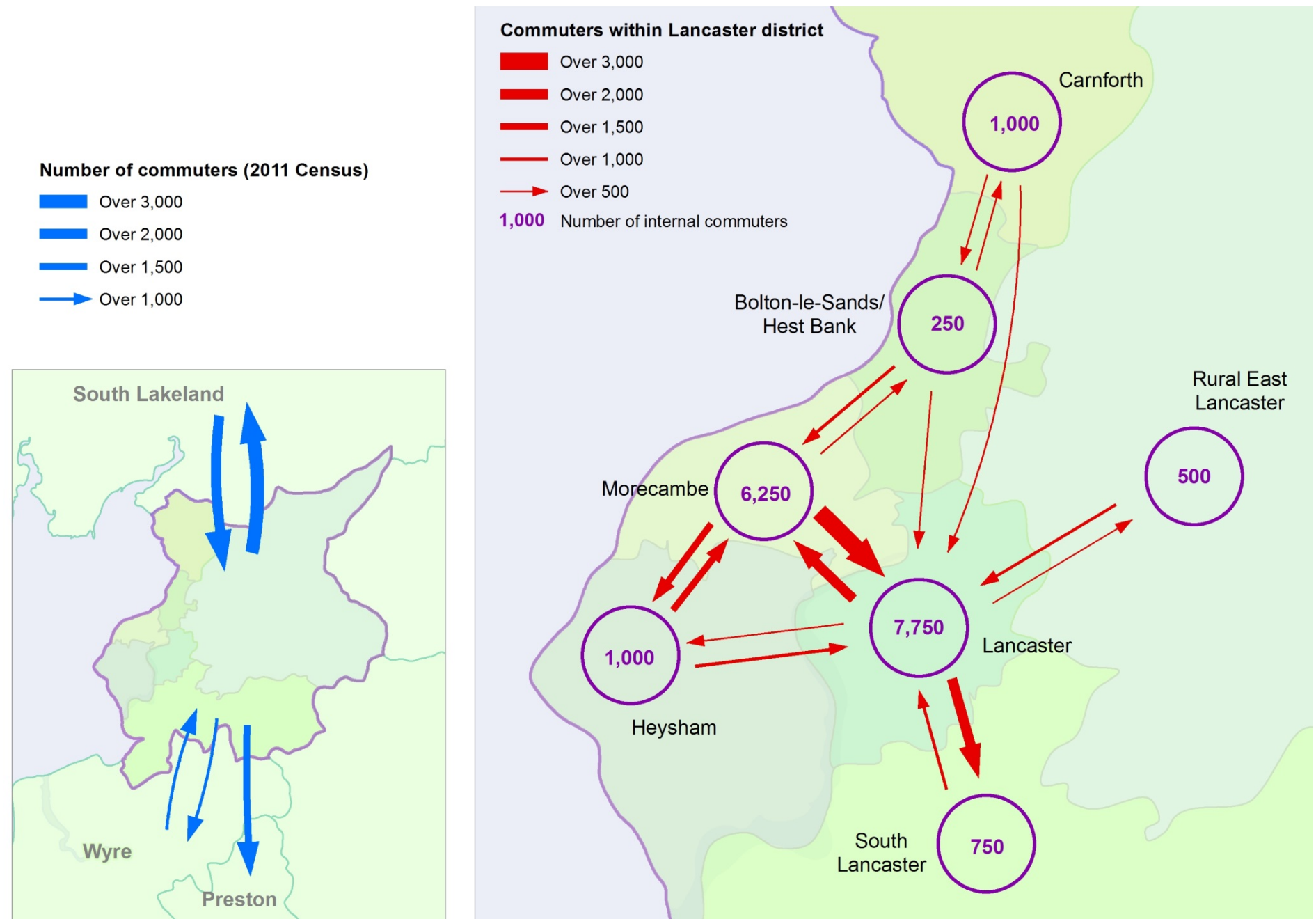
The major journey to work movements by Lancaster's residents and workers are shown in Figure 6.

The biggest external flows are between the district and South Lakeland, which has always been the case historically. However, the districts to the south, especially Preston and Wyre are becoming more important. Lancaster is a net exporter of labour, with almost 4,000 residents leaving the district to work elsewhere every day, making these longer distance connections particularly important.

The majority of residents still choose to work in the district however. Lancaster is Lancashire's most self-contained labour market with nearly 80% of locally employed residents living and working in the area.

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 an ever more viable option for some journeys.

Figure 6: Commuting in the district of Lancaster



## How we travel today

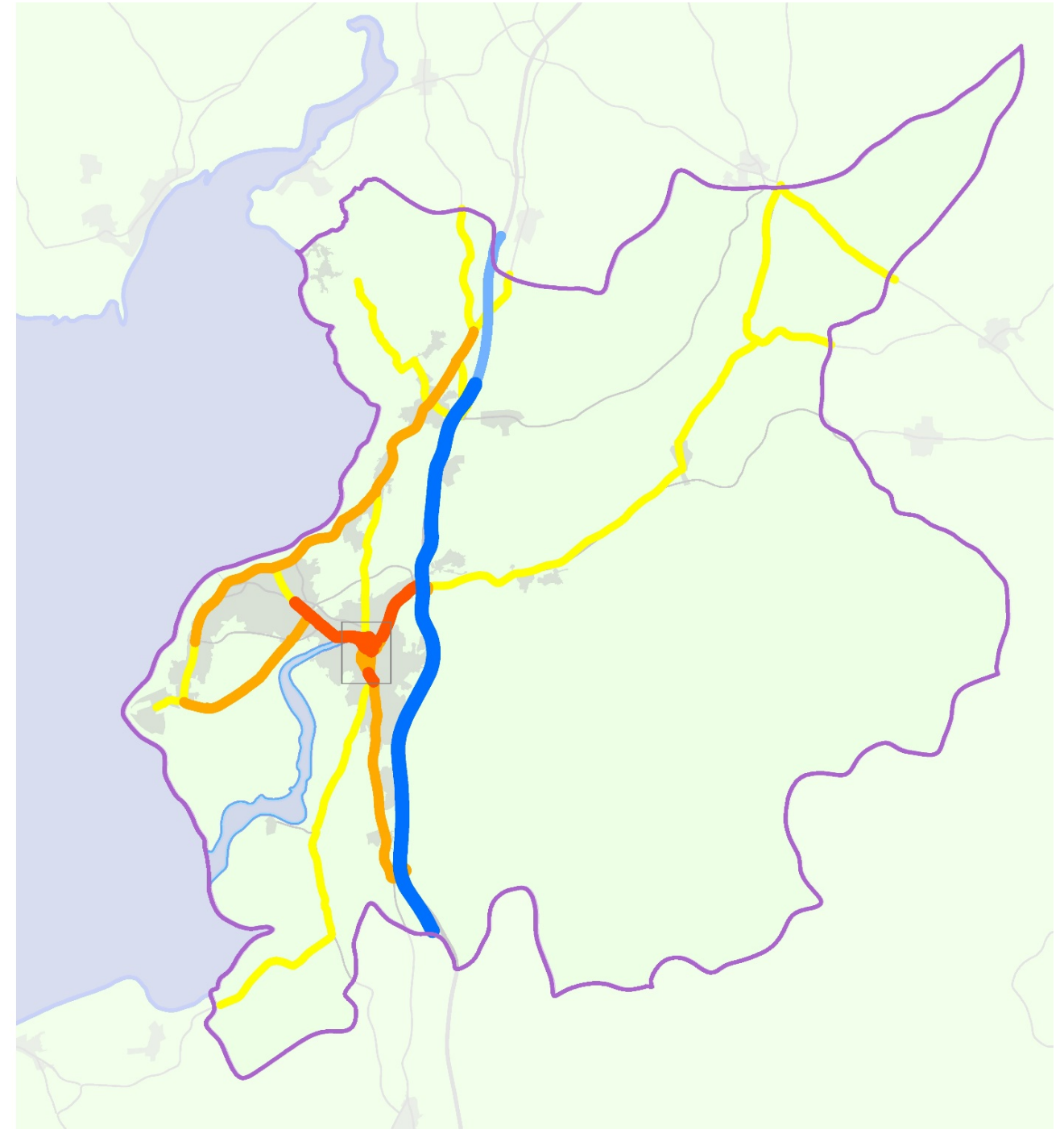
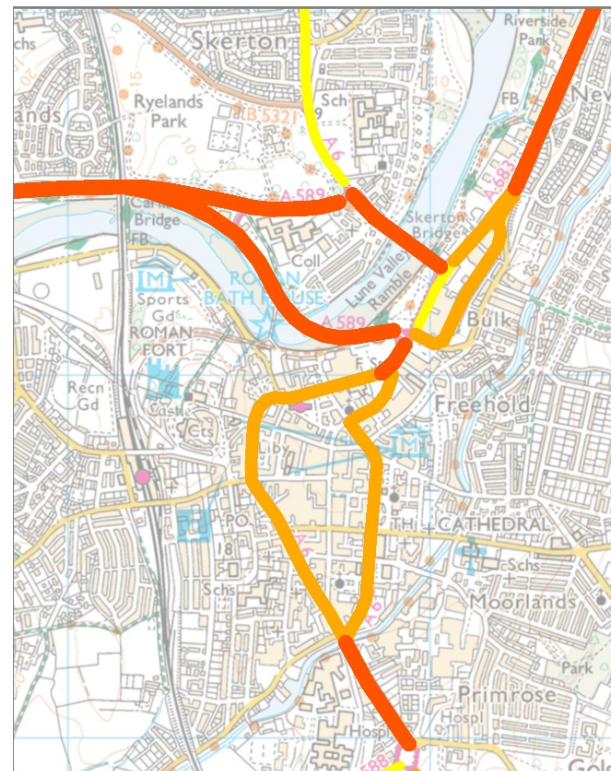
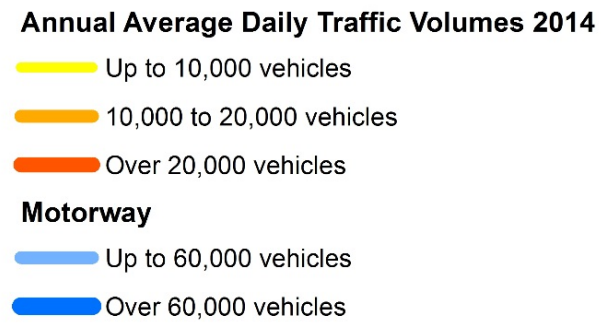
Having looked at where people are travelling to and from, what impact do these journeys have?

The car is the dominant travel choice for most people for most journeys for many reasons. Across the district as a whole, 75% of households have a car or van available, although this masks areas of particularly low car ownership in Morecambe and parts of the City of Lancaster.

The most obvious effect of these choices on our roads is the amount of traffic those roads 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 during a typical day.

The Port of Heysham also affects traffic. With an increasing amount of freight shipping across the Irish Sea, as well as movements associated with the port's role as an offshore supply base for the energy sector, the number of lorries going to and from the port each day is increasing. With the nature of 'just in time' logistics, the arrival and departure of these vehicles tends to coincide with ship movements, meaning that there are distinct peaks through the day and night.

Figure 7: Our current road 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 bus priority measures in place, such as 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.

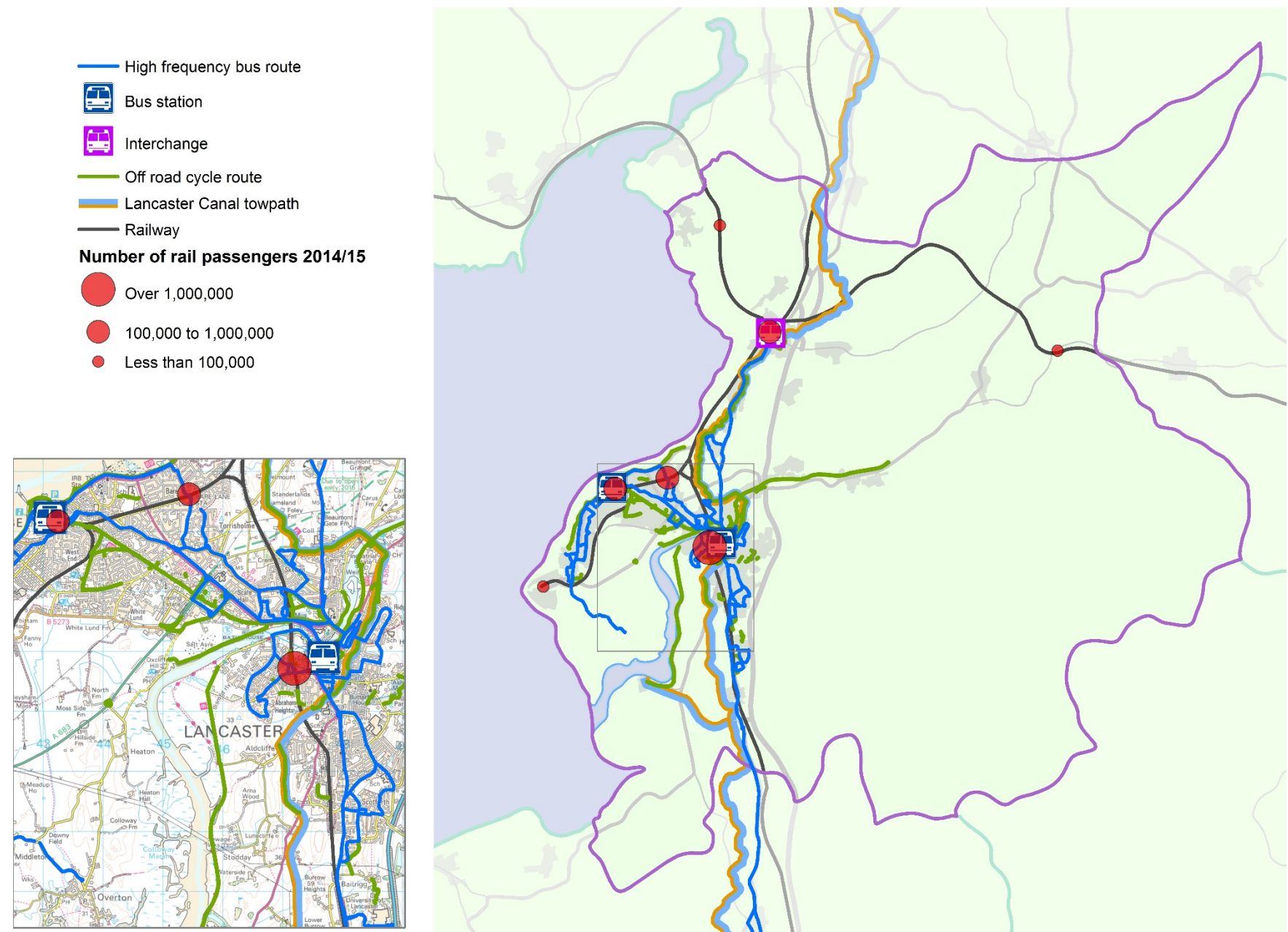
Figure 8 shows the main sustainable transport provision in Lancaster.

Not surprisingly, the busiest rail station is Lancaster, providing as it does the only station served by the West Coast Main Line. Looking at 2014/15 figures, Lancaster saw over 2 million people travelling from or to the station, up by over 50% in the last 10 years, with an additional 340,000 passengers using the station as an interchange. Other stations in the district saw far smaller numbers of travellers. Morecambe, Carnforth and Bare Lane had around 10% of the users of Lancaster. Wennington saw the lowest passengers with fewer than 3,500 and Heysham Harbour saw 9,600 travellers in the year. Usage of all stations in the district has grown over the last 10 years, with Silverdale seeing an increase in travellers of over 75%. Carnforth was the only station to see a small decrease in passengers between 2013/14 and 2014/15, of 1.2%.

Bus services within the urban areas are extensive, with a single operator responsible for the majority of services (Stagecoach Northwest). Services link the four primary locations of Lancaster, Morecambe, Heysham and South Lancaster (including Lancaster University). There are also frequent services from Lancaster to Preston and Blackpool, and to Carnforth and onward into Cumbria and the Lake District.

Lancaster district has seen a significant increase in cycling over the last 10 years, the main driver being the City of Lancaster and Morecambe's status as a Cycling Demonstration Town (CDT) between 2005 and 2011. During this period, cycle use across the district rose by 25% whilst accidents to cyclists declined by 25%. Although this raised cycling levels above the national average, due to the high proportion of the population who both work and live within the district, there is potential to increase cycle use further.

Figure 8: Our current sustainable transport network



## Travel problems today

The previous sections 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 daily travel, because no one who travels in the district of Lancaster can be in any doubt that there are significant, serious issues that need to be addressed. These fall into four overarching strands that are interrelated.

### Congestion

The three interconnected gyratory systems that form the heart of the City of Lancaster's road network are notorious for congestion. The sheer volume of traffic that needs to travel in and out of the city centre or cross the city to reach Morecambe and Heysham makes congestion almost inevitable, but gyratory systems compound the issues from this congestion.

These one-way systems were typically a 1960s and 1970s solution to the increasing numbers of cars on the roads then. Designed to transport what then seemed like large volumes of motor traffic around urban areas at the greatest possible speed, the systems had limited regard for the impact on people on foot or on bikes.



These gyratories are noisy, polluted and unpleasant places and create a vicious circle where people feel compelled to drive because cycling and walking are

perceived to be too dangerous and unpleasant; this compounds the problem as traffic volumes then reach levels the system was never designed to cope with and so congestion spirals. Buses, too, become less attractive if they are also caught up in the congestion and their timetables are no longer reliable.

Lancaster's gyratory system is effectively throttling the city centre. The A6 rings the main shopping area, making access difficult for everyone and difficult and potentially dangerous for pedestrians and cyclists. Natural connections between the railway station and the castle to the west and the canal and public buildings to the east have been severed; there is no longer any clear way to navigate the city, particularly for visitors, which is a major drawback in a city with such a wealth of historic interest.

There are clear consequences for the economy of the city and of the wider district. The congestion, and the time delays associated with it, costs businesses significant sums of money, both in terms of fleet operation and working hours lost, but also in terms of lost business as customers go somewhere easier to get to. That in turn makes it more difficult for businesses to operate in and around the city and also makes it significantly less likely that businesses will choose to locate there.

However, such issues are not confined to the city centre. The A6 corridor in particular is very busy, with significant congestion at the A6/A588 Pointer Roundabout and at the A6/Hala Road junctions. This limits the potential for growth to the south of the city and makes connections to Lancaster University slow and difficult, particularly for cyclists. Like so many urban arteries, the A6 serves many purposes, with homes, businesses and shops along its length. The on street parking reduces capacity in places and can add to the hazards along the road.

The village of Galgate, to the south of Lancaster on the A6, bears the brunt of Lancaster's traffic to and from points south of the city. Almost 1,300 vehicles in the morning and over 1,500 in the evening have to negotiate the A6 as it runs through the village. Not surprisingly, the traffic lights in the centre of the village cause queues, which in the morning can reach over one kilometre back to M6 Junction 33, with typical speeds of around just 10mph for northbound traffic.

Traffic on the A6 is also the problem for Carnforth, where, like Galgate, a nearby motorway junction (M6 Junction 35) means that traffic has to travel through the town and its central traffic signal junction. Much of the problem in Carnforth is traffic heading to the M6 to travel north, particularly traffic from Heysham that finds it more convenient to reach the motorway via the coast than struggle through Lancaster's gyratory system.

Morecambe to some extent shares similar issues to Lancaster. Traffic congestion is an issue in the town centre and the roads also form barriers to easy movement in and out of the core of the town. However, unlike Lancaster, Morecambe's problems are compounded by the levels of deprivation in parts of the town,

making it all the more important that the town centre works for the many households without access to a car.

Away from the main town centres and villages, traffic levels also present barriers:

- 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 particular places
- local centres cannot become sustainable if busy roads make the area unattractive and potential visitors therefore go elsewhere.

Congestion also has implications for public transport. Rail travellers need to get to and from stations, which often means walking, and in the future will include more cycling, neither attractive when the area around the station is congested. Bus services suffer even more, as the buses that would relieve the congestion if enough people used them are themselves stuck in the traffic and therefore not an attractive alternative to the car.

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 wellbeing in Lancashire;
- support economic development;
- increase community cohesion; and
- provide affordable travel options in the future.



**Road Safety**

Road safety is a key priority for the County Council and as such has its own strategies and policies outside the remit of this masterplan. However, there are particular road safety issues in the district of Lancaster that our proposals could impact on and therefore road safety needs to be discussed in more detail than was the case in previous masterplans.

In the five years between 2010 and 2014, there were 433 people killed or seriously injured on the district's roads. This is an average of 90 people killed or seriously injured every year. Latest data for 2014 shows that Lancaster had the highest number of killed or seriously injured casualties at 114, five of whom were children. In addition 409 people (of all ages) were slightly injured in collisions in Lancaster in 2014.

Lancaster is the worst district in Lancashire for pedal cyclist casualties, both killed and seriously injured, overall and ranks joint second for all pedal cyclist casualties in the 20-25 year age range. The other age group at an increased risk in the district were those aged 65 and over with Lancaster having the joint highest rate in Lancashire of killed or seriously injured casualties in the over 65 years age group.

Of particular concern in Lancaster are the relatively high casualty rates for vulnerable road users:

- Lancaster has the highest rate of pedal cyclist and powered two-wheeler casualties killed or seriously injured for all ages in Lancashire;
- Lancaster has the highest casualty rate for 26-64 year old pedestrians in Lancashire; and
- nearly 55% of children injured on the roads in Lancaster were either walking or cycling.

Work towards fully understanding and addressing these issues is ongoing with our partners, but quite clearly the masterplan has a role to play in seeking to provide highways and transport networks that can be negotiated safely by all users.

**Air Quality**

The impact the quality of the air we breathe has on our health can be enormous.

Generally if you are young and in a good state of health, moderate air pollution levels are unlikely to have any serious short term effects. However, elevated levels and/or long term exposure to air pollution can lead to more serious problems. This mainly affects the respiratory and inflammatory systems, but can also lead to more serious conditions such as heart disease and cancer. People with lung or heart conditions may be more susceptible to the effects of air pollution.

Poor air quality is also unpleasant, even without health problems. Vehicle emissions from traffic sat in congestion make any street look and smell extremely unattractive for everyone, especially those not in a vehicle themselves.

Lancaster City Council has a responsibility under Local Air Quality Management legislation to review air quality and where levels exceed national objectives, declare an Air Quality Management Area (AQMA) and put in place measures to reduce emissions, reported in a local Air Quality Action Plan.

In general across the UK, the biggest problems with air quality are linked to vehicle emissions, usually particulates or oxides of nitrogen. The district of Lancaster is no exception to this and three AQMAs have been declared, all for nitrogen dioxide.

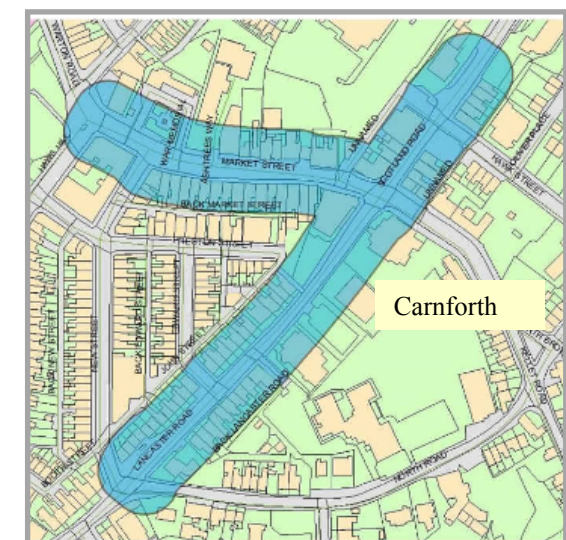
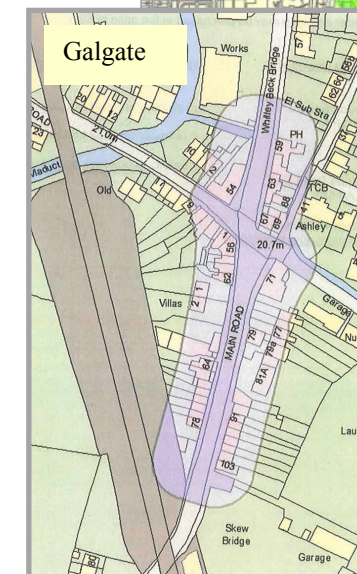
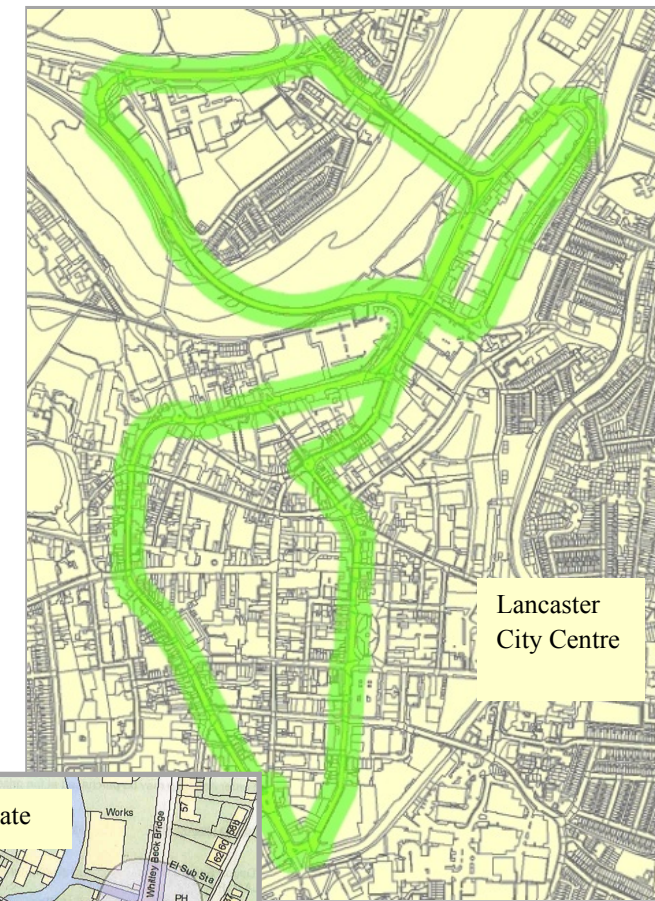
Congestion at three particular places along the A6 has already been discussed and not surprisingly, these coincide with the declared AQMAs:

- The City of Lancaster AQMA (declared 2004)
- Carnforth AQMA (declared 2007) and
- Galgate AQMA (declared 2009)

These areas are shown on the following diagrams.

The Lancaster City Council Air Quality Strategy was adopted in 2013 and sets out a timetable of events leading to the production and monitoring of an Air Quality Action Plan. The Plan will contain physical measures which have been identified to measurably improve the air quality within Lancaster. The opening of the Heysham to M6 Link Road (Bay Gateway) in autumn 2016 will have a significant effect on traffic flows on many of the roads covered by the current AQMAs, and baseline conditions will need to be

monitored for a full year after opening before the effectiveness of any interventions can be assessed. The Action Plan is to be agreed and formally adopted by 2019/20. The timetable to achieve this is set out in the Indicative Milestones table later in the masterplan.





## Rail Travel

Lancaster station provides the district with its connection to the West Coast Main Line (WCML) with Virgin Trains West Coast providing regular services to London, Birmingham, Glasgow and Edinburgh. In addition, Trans-Pennine Express operates an inter-city style service between Manchester Airport/Manchester and Glasgow/Edinburgh using modern electric trains.



Local services also run from the station, to Carnforth and then on the Furness Line to Silverdale and through to Barrow in Furness, on the Bentham Line between Heysham Port, Morecambe and Bare Lane through Lancaster and Carnforth to Wennington and on to Skipton and Leeds. There are also connections to Windermere via the West Coast Main Line and Oxenholme.

Carnforth station offers a range of services linking the market town to Barrow, Skipton, Leeds, Lancaster, Preston and the south. Rail connectivity to the north requires a change of trains at Lancaster.

The Train Service Requirement for the Northern franchise sets out the trains that need to be operated by Northern between Lancaster and Barrow and Morecambe/Lancaster and Leeds. Trains between Barrow and Manchester and Windermere and Manchester will form part of the Northern Connect brand of inter urban express services and will use either highly refurbished or the new rolling stock. The refurbishment of all retained diesel and electric trains should start

in 2016 and be completed by 2018 and the new diesel and electric trains are due to be phased in between 2018 and 2019.

The Furness Line will become part of the Northern Connect network with 21 trains per day between Barrow and Lancaster and fast trains from Barrow to Manchester Airport at least eight times a day from December 2017 using new or highly refurbished rolling stock.

On the Bentham Line, Northern services run from Morecambe, through Bare Lane and Lancaster, to Carnforth, Wennington and continue to Skipton and Leeds using a variety of diesel multiple units of the types common on Lancashire secondary lines. There are five services a day each way Monday to Saturday (only one of which runs to Heysham Port) and four on Sundays. This will increase to six trains a day by December 2017 then seven per day from December 2019. However, the line in fact offers a quicker and cheaper service to Leeds than travelling via Manchester.

Northern also run a Lancaster to Morecambe service which is much more frequent. However, the schedule is irregular, although at peak times services are roughly half-hourly.

In addition, Northern operates a limited direct service between Lancaster and Windermere (the Lakes Line) using modern diesel rolling stock, with a more frequent service available if passengers change trains at Oxenholme. The Government has announced that the Windermere branch will be electrified between Oxenholme and Windermere. Timescales for this have yet to be confirmed and it is not known in what way electrification will affect the service on this line and its links to Lancaster and the south.

The longstanding issue of poor quality rolling stock is being addressed by the new Northern franchise. All retained rolling stock will be fully refurbished as new; new diesel and electric vehicles will be introduced from 2018 and all Pacers will be withdrawn by 2019.

Most of the stations have received investment. Where facilities are missing or need expanding then there will be funding available through the Station Improvement Fund which forms part of the Northern franchise and is set at £38m to be spent in the first 3 years of the franchise. It will cover issues such as passenger comfort, security and revenue protection.

Both the Furness and Bentham lines are covered by active Community Rail Partnerships (CRPs).

The Furness Line CRP covers the service between Lancaster and Barrow in Furness and the stations between Carnforth and Barrow inclusive. The services have been formally designated by the Department for Transport as a community

rail service. The designation covers both services and stations, but not other infrastructure.

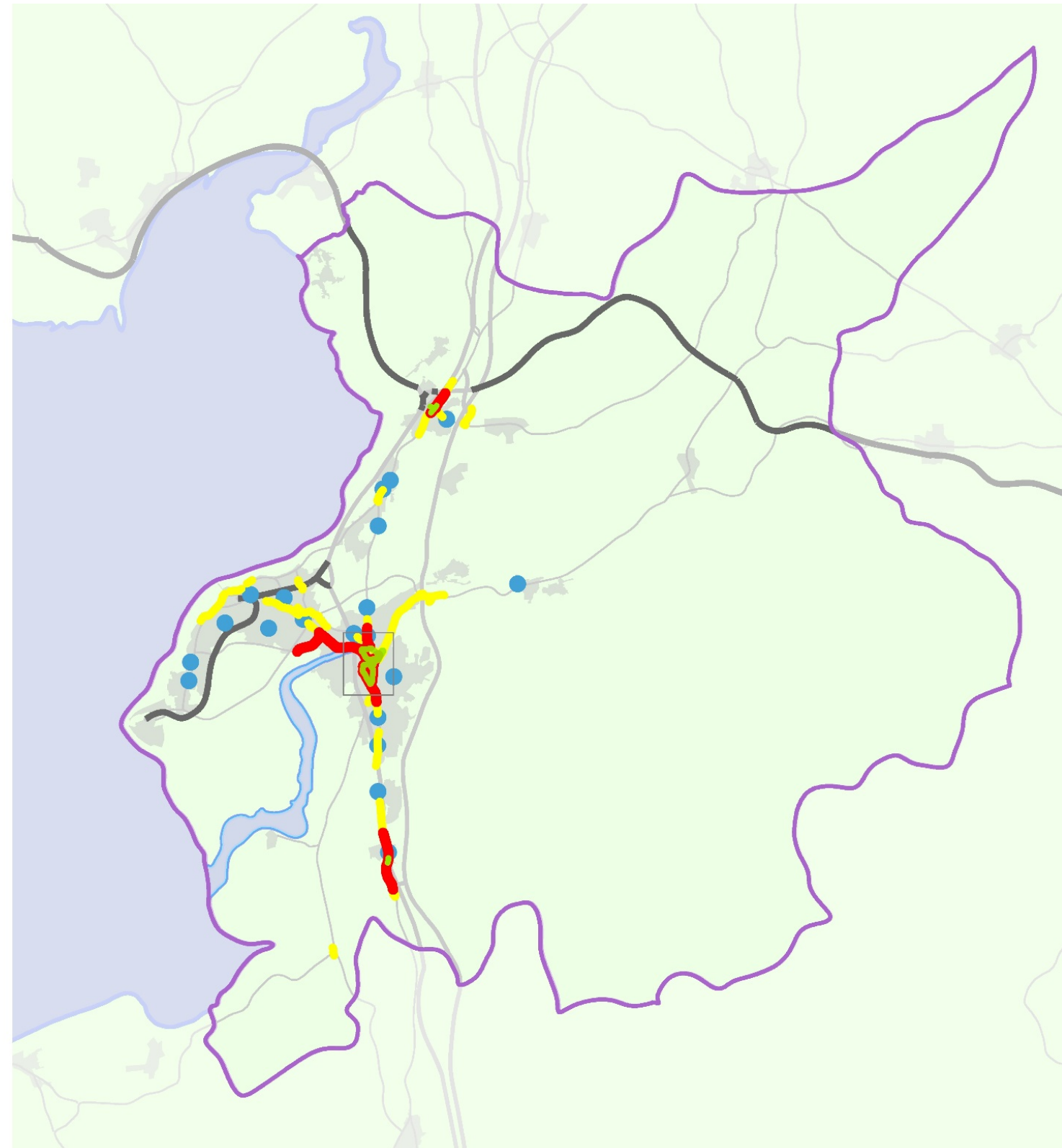
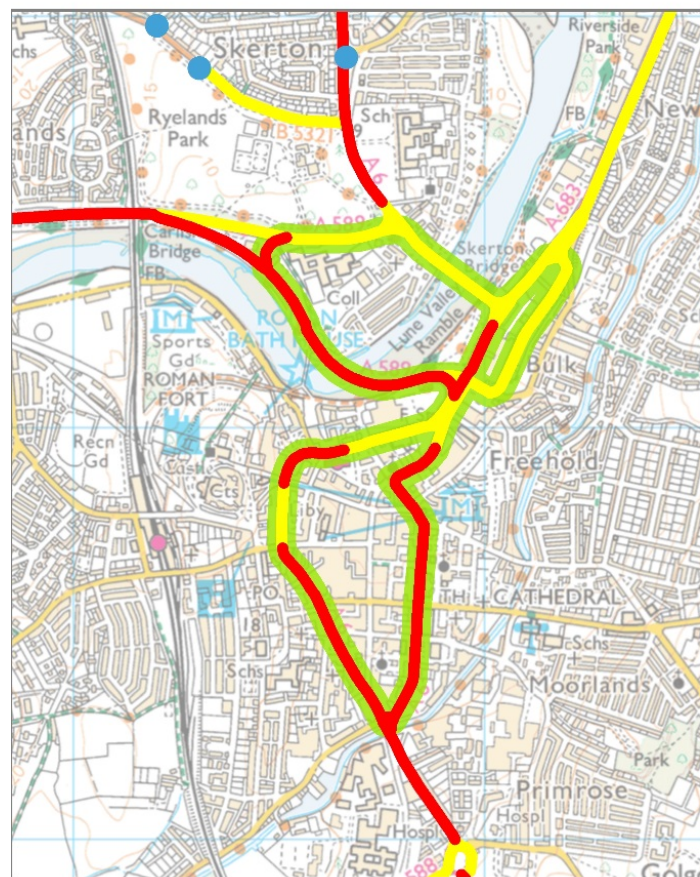
The Bentham Line CRP covers the services and stations between Skipton and Heysham Port inclusive, with the exceptions of Lancaster and Carnforth, and has also been formally designated as a community rail service. This designation does not cover the infrastructure of the line other than the stations.

Designation is a formal process which results in an agreed 'Route Prospectus' for the line which is agreed by the Government. Parliament considers designation to be a permanent arrangement although it recognises that changing circumstances may require a review of the Route Prospectus from time to time. Designation allows CRPs and the railway industry greater freedom to implement innovative solutions that stand outside normal rail industry processes.

Figure 9 shows where the most urgent and significant problems in the district of Lancaster are, not just the congestion, but also where air quality is being affected and where we know that the sheer amount of traffic causes barriers to movement or limits travel choices. It also indicates where we know there are issues relating to rail transport and locations where safety cameras have been installed due to concerns about road safety.

Figure 9: Travel problems today

- Severe congestion (see glossary)
- Congestion (see glossary)
- Rail issues
- Air Quality Management Area
- Safety camera





## The Heysham to M6 Link Road

Completion of the Heysham to M6 Link Road (Bay Gateway) is one of the largest road construction projects currently managed by a local authority in England. At a cost of £128.62 million, it will directly connect the Heysham and Morecambe peninsula to a reconfigured Junction 34 of the M6. The link road is expected to open to traffic in the autumn of 2016, when it will fundamentally change traffic patterns, with huge implications for how we can realise our ambitions for transport and travel in the district.

The primary objectives of the link road are to:

- improve communications between Heysham, Morecambe and the M6 motorway, including improving access to Heysham Port and surrounding areas;
- facilitate industrial and commercial regeneration and provide employment opportunities;
- remove a significant volume of traffic congestion from River Lune bridges in Lancaster city centre; and
- create opportunities for the enhancement of alternative travel modes by relieving the current traffic conditions.

However, these statements hide the real impact of this nationally significant new infrastructure and the area over which it will change both traffic flows and how we can think about our highways and transport networks. Figure 10 below shows the predicted changes in traffic once the link road is opened and the potential of those changes.

The full benefits of a reliable, direct connection between Heysham and Morecambe and the M6 motorway will be dramatic. In economic terms, areas closely linked to motorways do better.

Once the link road is completed:

- Businesses will be closer to consumers and to each other, bringing transport costs down and making businesses more competitive. Businesses will be better connected to the labour market as well.
- Constraints on growth from congestion and unreliable travel times will be removed.
- The peninsula will become more attractive to the transport industry, a major sector of the economy that supports jobs and that across the UK directly contributes billions of pounds to the economy.
- The local economy will be boosted, with an expected £4.40 return on every £1 invested in the road.

These impacts can create agglomeration effects where a range of businesses work closely together to enable higher productivity,

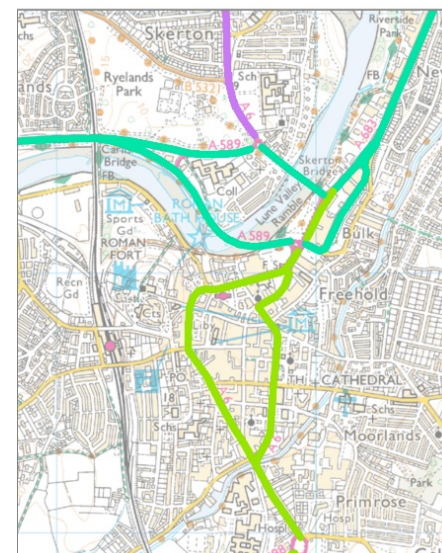
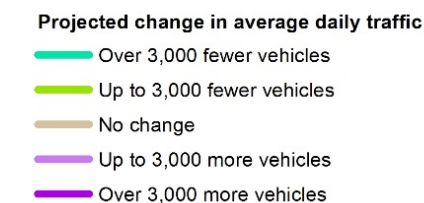
increased innovation and knowledge sharing. This enables specialisation through efficient connections with suppliers and markets, deep and specialised labour markets, knowledge transfer or supporting specialised leisure markets.

These effects will be particularly significant for both Morecambe and Heysham, with economic benefits being seen even before the road is completed.

However, the benefits will also be felt in parts of Lancaster, where the link road will bring improvements in air quality through a reduction in traffic on existing roads, particularly heavy goods vehicle (HGV) traffic. This reduction in traffic, allowing sustainable modes to be encouraged, will benefit those who find the cost of travel prohibitive and will help to open up access to employment and education in the city and across the peninsula.

As part of this, a HGV movement strategy for Lancaster is being prepared. The strategy will pave the way for a series of Traffic Regulation Orders that will limit HGV movements. These will ensure that HGVs make full use of the link road and provide wider environmental benefits across the district.

Improvements in the city centre will also reap economic benefits, and a number of complementary traffic measures are required as part of the development consent order to build the road. These measures are set out in full in Appendix 1 and are effectively intended to ensure that at least the minimum benefits of the link road are felt across the wider Lancaster area.



In summary, they require:

- a Park and Ride to be developed at M6 Junction 34 with suitable measures to support it on Caton Road;
- Heavy Goods Vehicle (HGV) restrictions to make HGV traffic use the completed link road;
- a review of the city centre gyratory system; and
- a detailed feasibility study for a rapid transit service between Lancaster city centre and Morecambe and Heysham.

This masterplan shows how the County Council is meeting obligations under the development consent order. However, our philosophy is to go beyond this 'do minimum' approach and instead to make full use of the potential for transformational change within the district that completion of the link road gives.

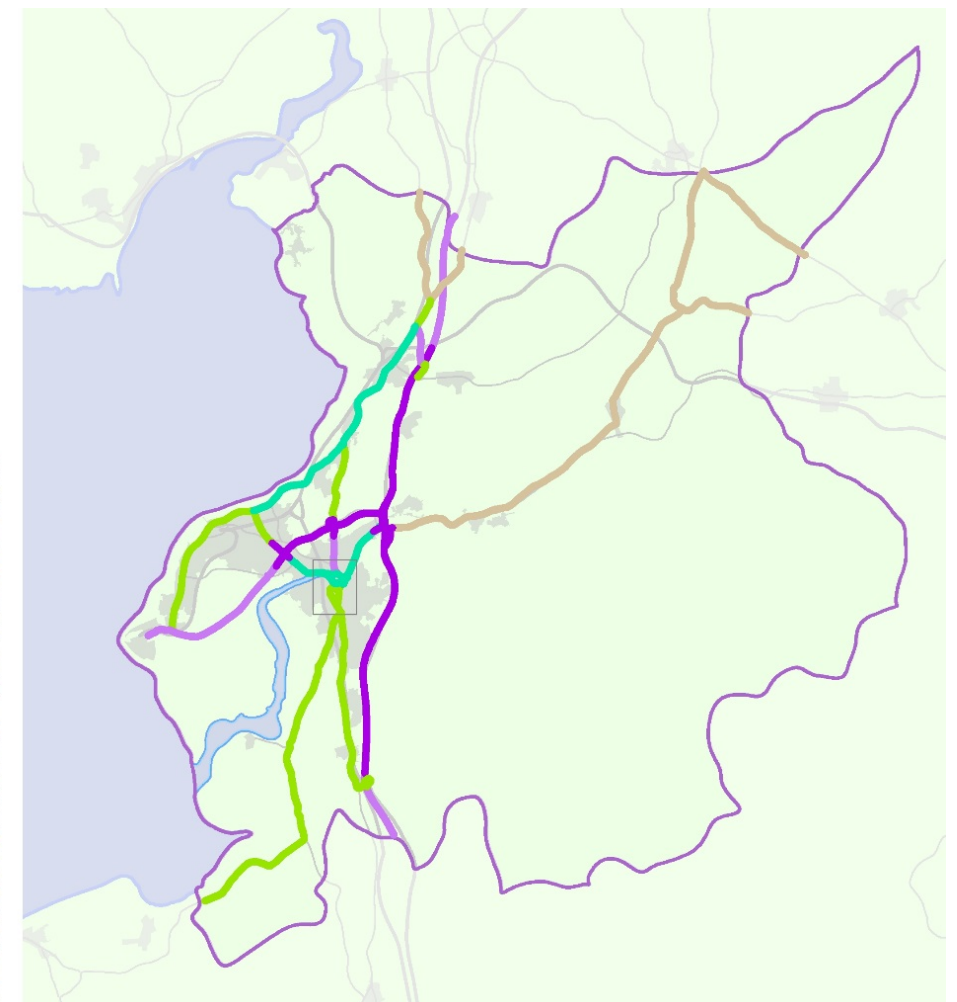


Figure 10: Traffic changes due to the completion of the Heysham to M6 Link Road (Bay Gateway)



## Looking To The Future

We have looked at what we know of our current transport problems, at the wider issues that impact on transport and touched on the impact that the Heysham to M6 Link Road (Bay Gateway) will have. We now need to look at the district of Lancaster 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 the district 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 in the future.

### Growth Deals for the Arc of Prosperity

Key to Lancashire's economic development is the Lancashire Enterprise Partnership (LEP) and the Growth Deals it negotiates with government.

The overarching purpose of the Lancashire Growth Deal agreed in July 2014 is to re-establish Lancashire as an economic powerhouse and a national centre of excellence in advanced manufacturing by maximising its clear competitive strengths and capabilities in the aerospace, automotive, energy and health science related sectors. The Growth Deal is specifically designed to establish a transport investment programme to match Lancashire's economic and housing growth opportunities and challenges.

A key objective of the Growth Deal is to maximise the value of the 'Arc of Prosperity' that sweeps across Lancashire linking key economic assets, high value business clusters, centres of research and training excellence and new housing growth opportunities. The 'Arc' encapsulates the importance of Lancaster district as a major location for economic and housing growth, underpinned by its world-class, research intensive university, a renewed city centre, and the prospect of further growth as an energy centre and port serving Lancashire and the wider North.

Much of this focus is on **Lancaster University** and the area around it. The University is bringing forward major developments to strengthen its core science and technology base, which is underpinned by its leading position in physics and computing sciences. This creates the opportunity to innovate and develop new quantum technologies, a key national industrial objective, and the

prospect of leveraging spin-out opportunities in computing and healthcare sciences.

The University is partnering Sheffield University in a Growth Deal project to develop an Advanced Manufacturing Research Centre (AMRC) in the North

West. The AMRC will increase the productivity of this sector in Lancashire and the North West region, further refining the established model developed at the AMRC Catapult Centre in Sheffield. The proposal is also at the heart of the Lancashire and Sheffield City Region Local Enterprise Partnerships' successful Science and Innovation Audit submission to the Government: the Northern Powerhouse Advanced Manufacturing Corridor. There will be opportunities to integrate with the University of Central Lancashire's Engineering Innovation Centre in Preston to establish Lancashire as a national centre of excellence.

The **Lancaster Health Innovation Campus** will be a new knowledge based initiative on an 11ha site immediately adjacent to Lancaster University. The Campus draws on pioneering developments in North America providing an integrated approach to healthcare and services for people as they grow older. It also integrates and delivers an innovative combination of services applicable to urban and rural environments. At the heart of the Campus is the University's Faculty of Health and Medicine, which will work with international healthcare providers and companies.

The Campus will house innovation buildings providing laboratory and test space for companies carrying out product and service development in collaboration with the University and healthcare bodies, premises for companies working on the Campus and interactive facilities for engagement with the community. This initiative will be the first project of its kind in the North of England.

Adjacent to the Innovation Campus and University in **South Lancaster** is a location that has previously been identified as having the potential to help meet the future housing and employment needs of the district. This area includes sites, identified in 2012, at Bailrigg and Whinney Carr, which could deliver up to 1,500 new homes.

The **University of Cumbria** has also seen investment in its Lancaster campus at Bowerham, close to the city centre. The Lancashire Enterprise Partnership (LEP) is investing £2.5m in facilities on the site which will enable people to acquire skills which directly address skills shortages in the Health and Social Care sector.

Heysham is an important component of both the local economy and Lancashire's Energy offer. The **Port of Heysham** is owned by Peel Ports Limited who support the LEP's growth aspirations and see a strong strategic fit to their ambitions with the Liverpool SuperPort. Following completion of the Heysham to M6 Link Road (Bay Gateway), Peel Ports will invest in underused areas of the existing Port as well as in adjacent land in which they will seek to expand their operation.

Heysham is the only site in the UK that is home to two operating **nuclear power** stations and is one of 10 sites identified nationally for a new build power station, Heysham 3. Heysham 1 and Heysham 2 are estimated to end electricity generation in 2024 and 2030 respectively. Each of these events will have significant economic impacts upon the local community and broader economy.

The Irish Sea is the location for a significant amount of offshore energy generation. DONG Energy is constructing the 660MW **Walney Extension Offshore Wind Farm** comprising up to 90 turbines and expected to be fully commissioned in 2018. When inaugurated, it will be the largest offshore wind farm in the world. The electricity generated will feed into the National Grid at a new substation being constructed at Heysham.

### Lancaster's Local Plan

Whilst the Lancashire Enterprise Partnership 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 other forms of development must support economic growth but also ensure that public health and environmental considerations are taken into account and that development plans are sustainable in providing for today's needs without prejudicing those of future generations.

The key document that sets out how land-use and development will be planned for by a local authority is the Local Development Plan. This is made up of a suite of Development Plan Documents (DPD) that set out a range of planning policies and site allocations which cover the development of housing and commercial, either public or private, along with policies which seek to protect environmental and community assets. Since development should always be in accordance with the Local Development Plan, this provides the key background to the development of our highways and public transport networks.

The current Local Development Plan for Lancaster District 2011 – 2031 comprises the saved policies of the Lancaster District Local Plan (2004), the Lancaster District Core Strategy (2008), the Development Management DPD (2014) and the Morecambe Area Action Plan DPD (2014).

The Development Management DPD sets out generic policies which will be used to determine planning applications. The Morecambe Area Action Plan sets out a series of actions for the central commercial area of Morecambe, including investment in the public realm, to enhance the attractiveness of Morecambe for investment and achieve regeneration.

Following the clear direction in the National Planning Policy Framework that local planning authorities must establish their own housing requirement by determining their objectively assessed need for housing, Lancaster City Council commissioned consultants Turley Economics to prepare a Strategic Market Housing Assessment (SHMA) of the district's future housing needs. This work was completed in October 2015 and recommended that there is an objectively assessed need for 13,000 to 14,000 new homes by 2031 (with a base date of 2011). This equates to an average annualised delivery rate of 650-700 new homes. This housing growth is within the context of economic potential to achieve around 9,500 new jobs over the same period.

Given that the recommended objectively assessed need is greatly increased and must be for a much longer period than that addressed by the Core Strategy in

2008, the City Council is advancing a new strategic approach to establish the quantity of development requirements and the principles of the spatial distribution of development. This new strategic approach will supersede that of the Core Strategy and will be progressed through the Land Allocations document of the new emerging Local Plan; this will be Part A of the new Local Plan. Part A will identify the sites and opportunities needed to meet development needs up to 2031 and also protect areas of environmental, social or economic value.

The City Council undertook an in-principle strategic spatial options consultation "*Meeting Future Housing Needs*" in the summer of 2014, and a further potential strategic sites consultation "*People, Homes and Jobs*" in the autumn of 2015. This masterplan does not propose where development will occur but does make comment on where development could be best accommodated to provide maximum benefit to our current and future highways and transport networks and enhancing accessibility and transport linkages in accordance with Policy DM20 of the City Council's Development Management DPD.

At the same time as the strategic approach and land allocations element of the Local Plan for Lancaster District is prepared, the Development Management DPD will also be refreshed. This is to ensure that its policies take account of changing circumstances, national guidance, and the implications of the new strategic approach and the Land Allocations document. The updated Development Management DPD will then become Part B of the new Local Plan.

A dedicated DPD for the Arnsdale and Silverdale Area of Outstanding Natural Beauty (AONB) is also being prepared jointly by Lancaster City Council and South Lakeland District Council. The DPD, once adopted, will form part of both authorities' local development plans. It will provide bespoke planning policies which seek to protect the Arnsdale and Silverdale AONB whilst identifying sites that offer opportunities to address local housing needs.

The City Council is also continuing to explore the extent of accommodation needs of Gypsies and Travellers, and additionally Travelling Show People.

It is anticipated that consultation will be carried out on all the local plan documents in early 2017 with formal publication and submission later in 2017.

Clearly, exactly where housing is developed will have major implications for our highways and transport networks. If only travel issues are considered, then it is obviously better if new development can use existing transport networks. New housing that allows residents to travel by means other than the private car places less strain on our highways network than developments which are remote from sustainable transport networks. No highways authority wants to see development which will make existing highways issues worse.

However, identifying land for new development is in reality a much more complex matter in which transport and accessibility is only one of many considerations (although a major one). Enabling extra development whilst keeping our highways operating efficiently will be a challenge. Whilst some new road capacity may be needed, we will do all we can to ensure that sustainable

travel options are readily available. We won't, however, rule out major infrastructure improvements if these are required and the funding can be found (although such funding could require a substantial contribution from developers).

Our Highways and Transport Masterplan is therefore not a response to a final Local Development Plan but is part of the conversation that will assist in its preparation.

A number of specific sites have already been identified by the current development plan or have been identified in earlier stages of the Local Plan process:

- **Luneside East** is a large brownfield site with planning permission for 160 dwellings, and an application pending for 400 student flats. The site has received £4 million from the Lancashire Enterprise Partnership through the Growing Places Fund for remediation works to unlock the site.
- Development of a number of major brownfield sites is either underway or nearing completion at:
  - **Luneside West** - 356 dwellings, by Barratt Homes and Redrow Homes;
  - **Lancaster Moor Hospital** - 405 dwellings are being built by Story Homes, alongside the conversion of the Grade II former hospital building by PJ Livesey;
  - **Nightingale Hall Farm** - 164 dwellings by Barratt Homes.
- The retail led redevelopment of the **Lancaster Canal Corridor North** site remains a key element in plans to boost Lancaster's attractiveness to shoppers, visitors and residents. Working in partnership with British Land and Lancaster University, plans are being advanced for the comprehensive redevelopment of this key area which will provide modern facilities for retailers and food and drink operators currently lacking in the city centre. Building on the site's existing heritage assets, the scheme will also aim to significantly improve the facilities for arts and culture as part of the overall offer of the area. The opportunity also exists to provide an element of high quality student accommodation which will help bring vitality and life into the area and broaden its round the clock appeal. Integration of the scheme into the existing city centre is a key issue to be addressed as plans develop.
- The City Council's draft Land Allocations document (2012) identified significant new green field development sites in east and south Lancaster. These have no formal development plan status at present.

## Health and Wellbeing

Public Health Profiles for 2014, produced by Public Health England, show that there is significant work to do in some areas. In particular, the number of people killed or seriously injured on the district's roads is categorised as 'significantly worse than the national average'. However, within the district there are other issues that have a significant impact on health outcomes, including the levels of deprivation experienced in parts of the district and the poor air quality in others.

Lancashire County Council is now responsible for much of the Public Health work that was previously carried out by the NHS. The Lancashire Health and Wellbeing Board gives public health experts a greater input to many of the different council services that impact on people's health including education, housing, transport and the local environment.

The Boards vision is that every citizen in Lancashire will enjoy a long and healthy life. As part of achieving that vision, three programmes of interventions are set out for delivery by 2016 which will improve health and care services, improve health behaviours and address the wider determinants of health and wellbeing.

- |                      |   |
|----------------------|---|
| <b>Starting well</b> | <ul style="list-style-type: none"> <li>• To promote healthy pregnancy</li> <li>• To reduce infant mortality</li> <li>• To reduce childhood obesity</li> <li>• To support children with long term conditions</li> <li>• To support vulnerable families and children</li> </ul>                                   |
| <b>Living Well</b>   | <ul style="list-style-type: none"> <li>• To promote healthy settings, healthy workforce and economic development</li> <li>• To promote mental wellbeing and healthy lifestyles</li> <li>• To reduce avoidable deaths</li> <li>• To improve outcomes for people with learning disabilities</li> </ul>            |
| <b>Ageing Well</b>   | <ul style="list-style-type: none"> <li>• To promote independence</li> <li>• To reduce social isolation</li> <li>• To manage long term conditions and dementia</li> <li>• To reduce emergency admissions and direct admissions to residential care settings</li> <li>• To support carers and families</li> </ul> |

Scratch below the surface of these priorities, and all have links to travel and transport:

- Active travel is key to tackling obesity and encouraging healthy choices for all ages.
- How our streets and public spaces look and function is not only key to encouraging active travel, but to promoting wellbeing for everyone.
- A lower life expectancy is closely related to deprivation; addressing deprivation requires addressing the social determinants of deprivation and that includes access to employment and to education among other factors.
- Reducing road injuries and deaths and improving access to transport are clear and specific transport issues.
- Safe and effective transport is crucial in helping older people and others at risk of social isolation stay independent and live well.

Providing both real and perceived safety fears about them can be allayed, active travel modes can improve the health of people and reduce their healthcare costs. For example, if 1 in 10 journeys were made by bicycle, the NHS could save £250 million a year. The prevalence of many of the major health issues facing the population, including obesity, diabetes and coronary heart disease, would be reduced if more people of all ages were active. For instance, each additional kilometre walked per day is associated with a 4.8% decrease in the likelihood of obesity.

## 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.

- As a Highways Authority the County Council has had a duty to manage roads to ensure that flooding does not represent a nuisance to road users. However, under The Flood and Water Management Act 2010 (FWMA) the County Council has now also been designated as a Lead Local Flood Authority (LLFA). The FWMA places a range of new powers, duties and responsibilities on the LLFA and its partner Flood Risk Management Authorities (RMAs). Each LLFA has to produce a Local Flood Risk Management Strategy (a 'Local Strategy').

A sizeable proportion of the district of Lancaster is at risk of flooding from a number of sources including tides, rivers, local sources, the Lancaster Canal and the sewer network. There are also two reservoirs in the district which pose a medium risk of flooding. Many of the towns and villages are next to either the coast or the River Lune and its tributaries. The greatest consequences of flooding in the recent past have come from two sources, tidal and then fluvial flooding.

As LLFA, the County Council is therefore working with our RMA partners to develop options for water management in rural areas, with a view to balancing the needs of agricultural productivity, flood risk management and sustainable drainage practices. We will therefore make sure that proposals put forward under this masterplan fit with our Local Strategy and that issues of flooding and drainage that could affect a proposal are taken into account in the development of schemes and business cases.

- 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.
  - There are many rural areas of the district that are remote from employment and services. 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.
  - 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.
- The landscape of the district is particularly diverse, ranging from the wooded hills and limestone of the Arnsdale and Silverdale Area of Outstanding Natural Beauty (AONB), through drumlins and reclaimed mossland, the river valleys of the Lune and its tributaries and then rising up to the Forest of Bowland AONB. As well as supporting the agricultural sector, the landscape provides an important recreational resource supporting the visitor economy. Providing good transport links that do not damage that environment will therefore be crucial to the masterplan.



- Lancaster district's historic environment includes a wealth of historic buildings, archaeological sites, townscapes and landscapes and is a highly significant cultural and economic asset which should be protected and enhanced wherever possible. Public realm and transport improvements can make positive contributions to this environment, with the potential to boost the visitor economy and provide better opportunities for people to access local heritage and participate in cultural and leisure activities.

The city of Lancaster itself is widely recognised as a city with exceptional architectural heritage. The Lancaster Cultural Heritage Strategy (2011) identified how Lancaster could make the most of its heritage for the benefit of local people, visitors and the economy. Lancaster has recently joined the England's Heritage Cities group to promote its culture and heritage to visitors. An attractive and functioning city centre environment with reduced traffic congestion will encourage people to visit Lancaster's historic attractions, shops, cafés and other services, stimulating economic growth, increasing employment opportunities and helping to secure the viability of the city centre.

Historic townscapes could be improved by reducing intrusive traffic, and a reduction in pollution and vibration caused by heavy traffic and congestion may slow down the deterioration of the fabric of historic buildings. However, we must take care not to damage historic buildings and structures (such as the Lancaster Canal), archaeological sites, townscapes and their settings by changes to the public realm. Measures such as road layouts, traffic calming and pedestrianisation could have an adverse impact on the historic environment.

- 'Green' tourism could be a vital component of the district's future visitor offer. By actively seeking ways to reduce the negative impact of business operations on the environment, green tourism aims to ensure that economic development as a result of tourism is a positive experience for everyone; local community, tourism businesses and visitors. Businesses benefit by conserving resources, reducing waste, reducing costs through efficiencies and staff awareness, attracting new customers and improve their public image. The wider benefits are the positive impact on the local community, support for the local economy and reduction of congestion and pollution.

As well as future development, Figure 11 shows how the environment of Lancaster impacts on development:

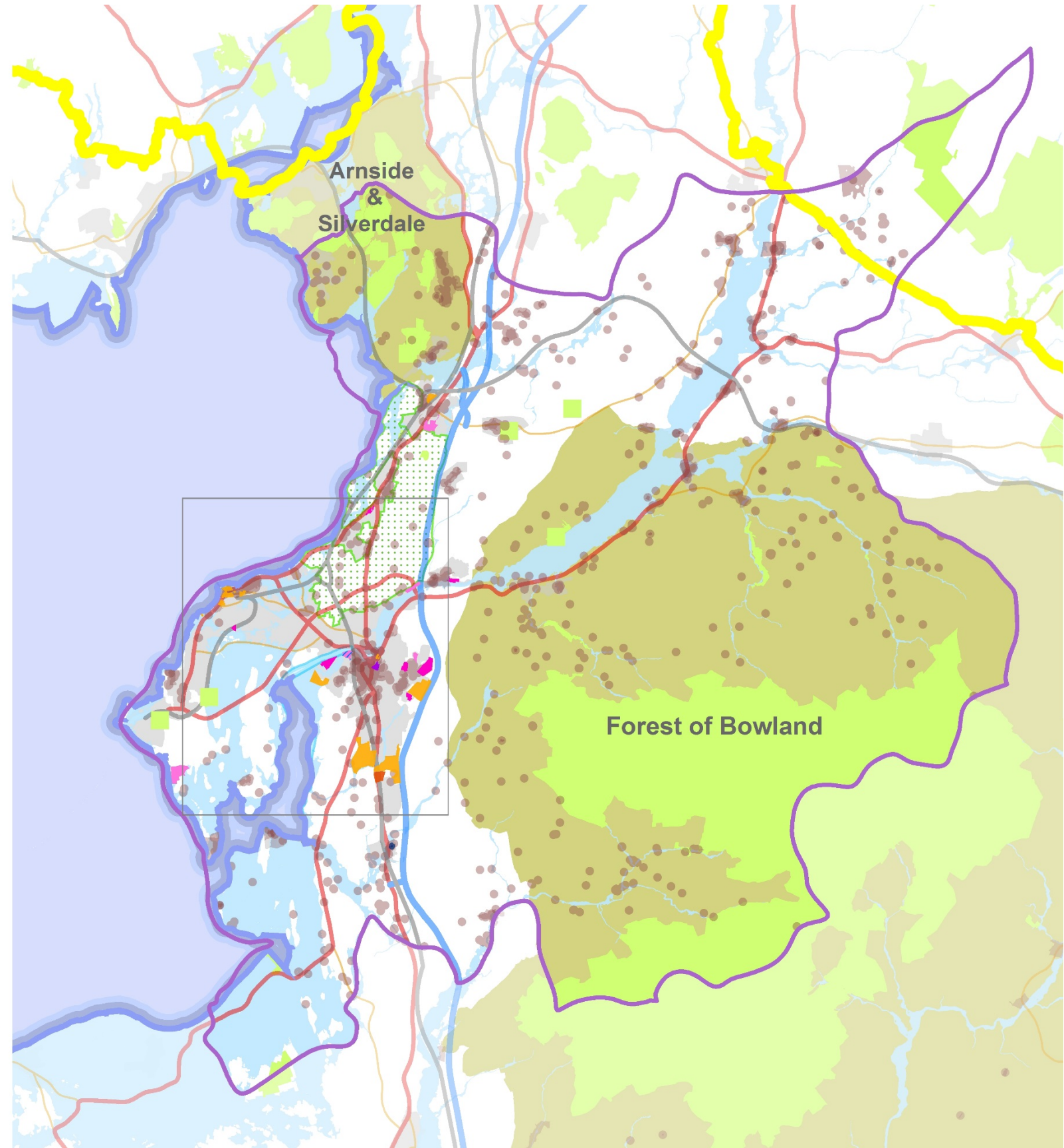
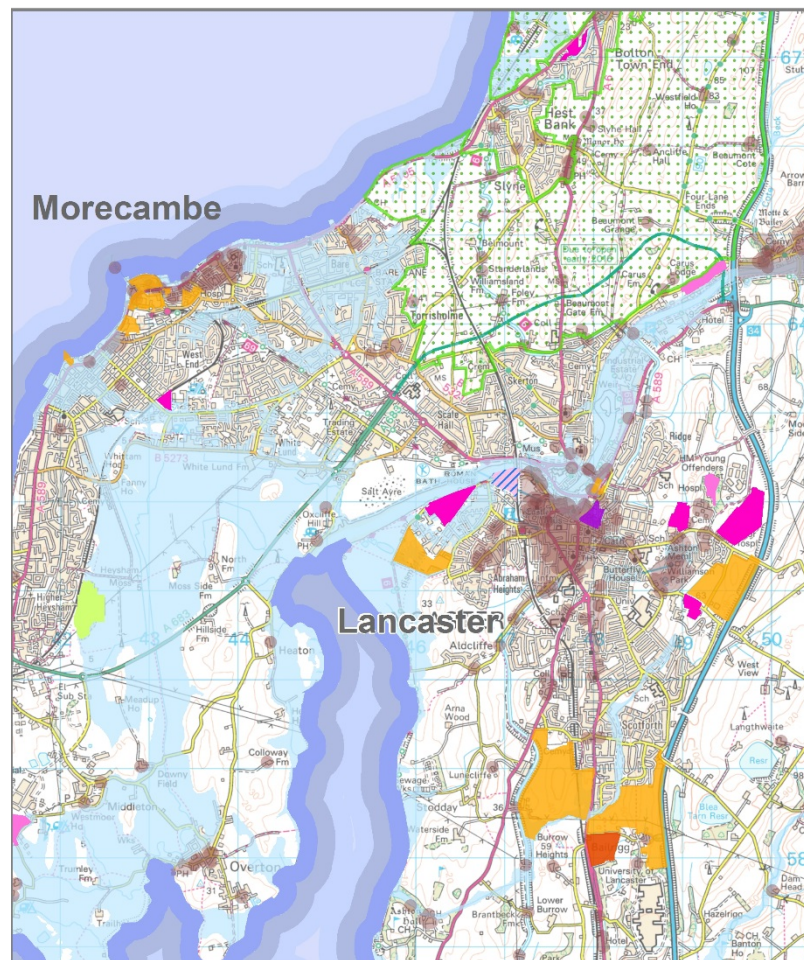
- the Areas of Outstanding Natural Beauty
- the Green Belt, put in place to prevent the merging of neighbouring towns and to direct investment to the older parts of the urban areas
- features of the historic environment
- the areas at risk of flooding and
- the areas of nature conservation value.

These constraints, together with the people, land and economy of Lancaster today, are shaping both the local plan and this highways and transport masterplan.



Figure 11: Development and constraints

-  Morecambe Bay Special Area of Conservation
-  Area of nature conservation value
-  Area of Outstanding Natural Beauty
-  Flood risk area
-  National Park
-  Green Belt
-  Historic environment feature
- Development Sites**
-  Development opportunity site
-  Housing development in progress
-  Potential housing site
-  Housing/commercial
-  Retail and Leisure
-  Health Innovation Park
-  Student accommodation





## Funding

### Government funding

Major changes to the way transport infrastructure is funded came into effect from 2015/16. Local Enterprise Partnerships are now responsible for delivering a £12bn Local Growth Fund (LGF) budget devolved from various Government departments including the Department for Transport. This has for the first time created the opportunity to integrate key economic and transport priorities and plans. Almost £8bn has already been allocated to over 900 projects across England to build vital infrastructure, improve skills and create thousands of jobs. The Lancashire Enterprise Partnership is responsible for the review and approval of individual major scheme business cases and ensuring effective delivery of its programme.

The LGF is a single pot with no internal ring fencing and access to it is through a 'Growth Deal' negotiated between the Government and Local Enterprise Partnerships. The LGF includes a significant amount of local transport funding. In addition to funding for local major transport schemes, from 2015/16 the LGF includes over 40% of the Integrated Transport Block (IT Block) funding previously received directly from the Department for Transport by local transport authorities. This reduction in the amount of IT Block funding received directly by the County Council from 2015/16 means that there will be less direct guaranteed funding for smaller scale local transport schemes going forward.

In the March 2016 Budget, the Government announced the opportunity for LEPs to bid for a share of £1.8bn from the LGF to support projects in their areas that boost economic growth and create jobs. The Lancashire Enterprise Partnership's bid submitted to the Government in July 2016 includes the Advanced Manufacturing Research Centre North West at Lancaster University and South Lancaster supporting infrastructure as priority projects for this round of Growth Deal funding.

### 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 public 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 started in April 2014, with CP6

starting in April 2019. In order to achieve infrastructure improvements in Lancashire, we need to be in a position to influence the development of the strategies that will determine activity in CP6.

Rail North, a consortium of 29 local authorities across the north of England, is now working in partnership with the Department for Transport to manage the Northern and Trans Pennine Express train franchises. The franchises came into operation on 1 April 2016 and over the next four years will bring 140 new trains onto the network as well as improving facilities at stations.

On the roads, the Highways England is responsible for operating, maintaining and improving the strategic road network in England, which includes major trunk roads and most motorways. Highways England is responsible for delivering the Government's vision for the network. The Company has published its Strategic Business Plan in answer to a clear brief set out in the Government's Road Investment Strategy (RIS) and has committed funding for a five year period to meet the performance expectations set out in that strategy.

### Developer contributions

When development is proposed, the developer is often required to make funding contributions towards any infrastructure improvements needed to support the proposals. For development proposals where significant infrastructure is required these contributions can be substantial. These developer contributions are in the form of section 106 and section 278 agreements within the Lancaster district.

Another potential developer contribution is the Community Infrastructure Levy (CIL). Since 2010, local planning authorities have been able to charge a CIL on certain developments. In introducing CIL, local planning authorities need to prepare a 'charging schedule' which forms part of the Local Development Plan. This 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 charges, planning authorities need to balance the level of charge with the potential impact on the economic viability of development. To date, Lancaster City Council has yet to introduce a CIL charge.

If the resources are to be available to fund the initiatives set out in this masterplan, the County Council believes that developer

contributions will need to be an essential part of the funding mix and supported through the Local Development Plan.

This in turn will require housing to be located in areas where the economies of the development process can sustain developer contributions.

Across Lancashire, this need for balance between developer contributions and development viability is a key issue. Securing developer contributions through

planning obligations as private sector investment will be crucial to delivery of the District of Lancaster's masterplan.

## Looking to the Future – What are the challenges?

As the previous pages show, the district of Lancaster faces considerable opportunities and challenges in its future development. These challenges are summarised here showing the strengths, opportunities, weaknesses and threats. Appreciating these provides us with an understanding of what will influence and shape our highways and transport network.



### STRENGTHS

- Widely recognised as a city with exceptional heritage
- Two leading UK universities with an emphasis on research and vocational training
- Retail mix in the city attract large numbers of shoppers
- Significant increase in cycling over the last 10 years
- Excellent location on main north-south road and rail corridors
- Outstanding natural landscapes including Morecambe Bay
- Port of Heysham
- Strong energy sector – nuclear and renewable

### OPPORTUNITIES

- Heysham to M6 Link Road (Bay Gateway)
- Lancaster Castle and other heritage visitor locations
- Health Innovation Campus and other University led activities
- Morecambe Area Action Plan
- Expanding trade across the Irish Sea
- Demand for renewable energy
- 'Greenest' population in the county
- Locating new housing and commercial development in areas capable of generating Community Infrastructure Levy (CIL) funding

### WEAKNESSES

- Traffic congestion particularly around the city's gyratories
- Limited accessibility between Morecambe seafront and the town centre
- Pockets of deprivation in Morecambe and the City of Lancaster
- Three AQMAs declared across the district
- High quality rail connectivity limited to Lancaster
- Serious issues of safety for vulnerable road users
- Large rural area from which access to services is difficult for non-car owners

### THREATS

- Increase of pressure on traffic due to significant urban development
- Current financial climate
- Lack of knowledge of the district of Lancaster nationally
- All day congestion on the Lancaster gyratory system





## Developing Our Transport Vision

In seeking a solution to the district's future challenges, it is clear that there are four development priorities that must be accommodated:

- The knowledge sector (Lancaster University, University of Cumbria, Innovation Campus);
- Enhancing the role of the city of Lancaster as a key cultural, leisure and service centre;
- Regenerating and reinventing central Morecambe; and
- Developing the energy and logistics sector in and around the Port of Heysham.

However the development required to meet the future needs of the district must take place without making life worse for existing residents and businesses, at a time when critical problems such as congestion and associated poor air quality in the city centre must also be resolved.

We will capitalise on the opportunities the completed Heysham to M6 Link Road (Bay Gateway) will offer and fulfil our obligations with respect to opening the new link. Appendix 1 sets out these requirements for complementary measures as specified in the development consent order for construction of the link road. These measures include:

- Specific local traffic management measures.
- An operational Park and Ride site within 1 month of the link road opening.
- Supporting 'appropriate' bus priority measures for the Park and Ride service within 12 months.
- An action plan timetabling measures to be completed within 10 years which will prevent traffic in the city centre returning to the levels we would have seen in 2030 if the link road had not been built. The action plan must cover:
  - (a) a review of the city centre gyratory system;
  - (b) an investigation into further Park and Ride sites
  - (c) a detailed feasibility study for a rapid transit route from Lancaster city centre, rail station and bus station to Morecambe and Heysham

Once the Park and Ride site is operational, the development consent order acknowledges that further work needs to be done, but does not prescribe in detail what the outcomes of that work should be.

Traffic reduction in the heart of the city centre was never the main aim of the link road. Furthermore, future housing and employment growth in the district will place additional pressures on the local road network. Increasing congestion would again make journey times unreliable, which will in turn would make it difficult for public transport and logistics to operate effectively. Road safety and air quality would also worsen, with traffic levels making walking and cycling increasingly

unpleasant on many roads. Where the link road has provided less benefit, these pressures will be greater.

The consultation on the masterplan that took place in 2015 showed most support for Option 3 – Improve and Extend. In line with this option, we will deliver the projects that are already programmed, fulfil our obligations under the link road development consent order and continue to manage the network to make it as effective as possible. But we will also develop and implement a radical programme of measures that will deliver a fundamental and permanent transformation of sustainable transport across the district.

Experience from elsewhere shows that even major programmes of sustainable transport improvements are unlikely to have a significant impact, so we face a major challenge. Nevertheless, through this masterplan we will make changes to the city centre road network to favour walking, cycling and public transport, creating a vibrant, healthy city centre but ensuring that local traffic can still get to where it needs to go. Elsewhere, our transport measures will support development at South Lancaster and Heysham and the regeneration of Morecambe, and will relieve Carnforth and Galgate of unnecessary traffic.

Our proposals support the County and City Councils' strategic vision of a sustainable future where transport is fully integrated and where walking, cycling and public transport are an effective and obvious alternative to the private car.

It is an accepted part of the legal framework that governs new development that developers are asked to contribute to the new public infrastructure, of any type, that their development may require. This will most certainly be the case in the District of Lancaster.





## Our Transport Vision

The district of Lancaster is a unique place and is at what could be a pivotal point in its history, with significant decisions required about the scale and location of new development, particularly housing.

The combination of heritage, environment, academic excellence, research innovation and outstanding connectivity that the city has is shared by only a few places in the country. The City of Lancaster is now building even greater strength in its retail, leisure and employment offer, with major developments planned in both the city centre and around Lancaster University.

With a rich and varied retail offer and diverse employment opportunities, the city will become even more attractive. But this attraction will need to be matched by the right infrastructure, both in terms of housing and transport.

National, and indeed global, evidence shows that areas such as Lancaster need the highest levels of sustainable transport provision to match the aspirations of an advanced heritage/retail/leisure and business offer. The need for this provision sets the scene for future infrastructure provision.

Away from the city, there is the same need for sustainable transport.

- In Morecambe both the visitor economy and local residents and businesses would benefit from much better sustainable connections and from the regeneration opportunities those connections would bring. Heysham, as a gateway to the port and to the energy sector, needs not only good links for people, but also for freight. Across the peninsula, it is vital that the full potential of the new link road is developed.
- Carnforth and Galgate both need long term solutions to the congestion at their centres, whilst rural areas need to be assured that access to services will not depend on owning a car. Given the district's heritage and countryside, the increase in green tourism could also benefit the district's economy.

We are at a point in time that gives us all the opportunity to make Lancaster an exemplar of how an unashamedly 'green' district can also be an outstanding and sustainable success for everyone. In essence, the question is: For how many of our journeys are we prepared to leave the car at home?

Our Vision for the district is one where the answer to that question is 'as many as possible'.

### In 2031:

Lancaster city centre is a vibrant and successful core to the district, where earlier issues of poor air quality and congestion have been tackled. Pedestrians and cyclists can move around easily and freely, through safe and attractive public spaces. This is because the centre is largely free of traffic. There is much less through traffic and most of the vehicles that do need to be there are ultra-low emission. The city has become an attractive destination for visitors from near and far.

Away from the city centre, the residential roads, old and new, are quiet as traffic no longer rat runs trying to escape the gyratory system. Walking and cycling are now the norm for many local journeys and car clubs mean that there is far less need to own a car. Ultra-low emission cars are now commonplace as charging is straightforward wherever the car is kept, on or off road.

Public transport is also far more reliable and new links to South Lancaster mean that Lancaster University has been able to expand and maintain its prestigious reputation. Those who work in the area almost all commute by sustainable modes: on foot, cycle or using the 'Lancaster Reach' bus rapid transit services.

Morecambe is thriving again: a revitalised town where everyone can get to where they want to go easily on foot or by bike and where the amazing promenade gives way seamlessly to an attractive and strong commercial centre. The town is now a 'must visit' attraction on the Lancashire Coast and Morecambe Bay tourist trails.

In Heysham, the old village is an attractive tourist destination now readily accessible without a car. South Heysham and the Port are a thriving focal point for industry, with the link road providing superb access to the motorway network, complemented by improved access by public transport and by cycle.

Carnforth is a hub for the north of the district, with redesigned public spaces making the centre a much more attractive place to visit. The station is now integral to the town centre and improved rail links provide easy access to jobs around Morecambe Bay and

across into Yorkshire. The town is also a gateway for visitors coming to enjoy the countryside and wildlife of the area, as well as its railway heritage.

Galgate is a quiet village, no longer straddling the city's main link to the motorway.











The rail network provides high quality, fast services to and from Morecambe and rail travel around the Bay is straightforward. Many more passengers use the Bentham line as well. Public spaces around stations are now attractive and it is easy to walk and cycle to stations or to leave an electric car on charge.

Buses aren't held up in Lancaster city centre, so they are used extensively for travel between South Lancaster, the city centre and the other main urban areas. The 'Lancaster Reach' bus rapid transit services linking Heysham and Morecambe to South Lancaster and Lancaster University to M6 Junction 34 via the city centre are particularly popular, not least because they use ultra-low emission vehicles, which are quieter and smoother than conventional buses.





The 'Lancaster Links' network for non-motorised users is now comprehensive. For those who want direct routes, the roads are much quieter and safer for cyclists on the main radial routes in the district. For those who don't want to ride on the roads, there are dedicated links for all users between the main urban centres with quiet routes linking to them.

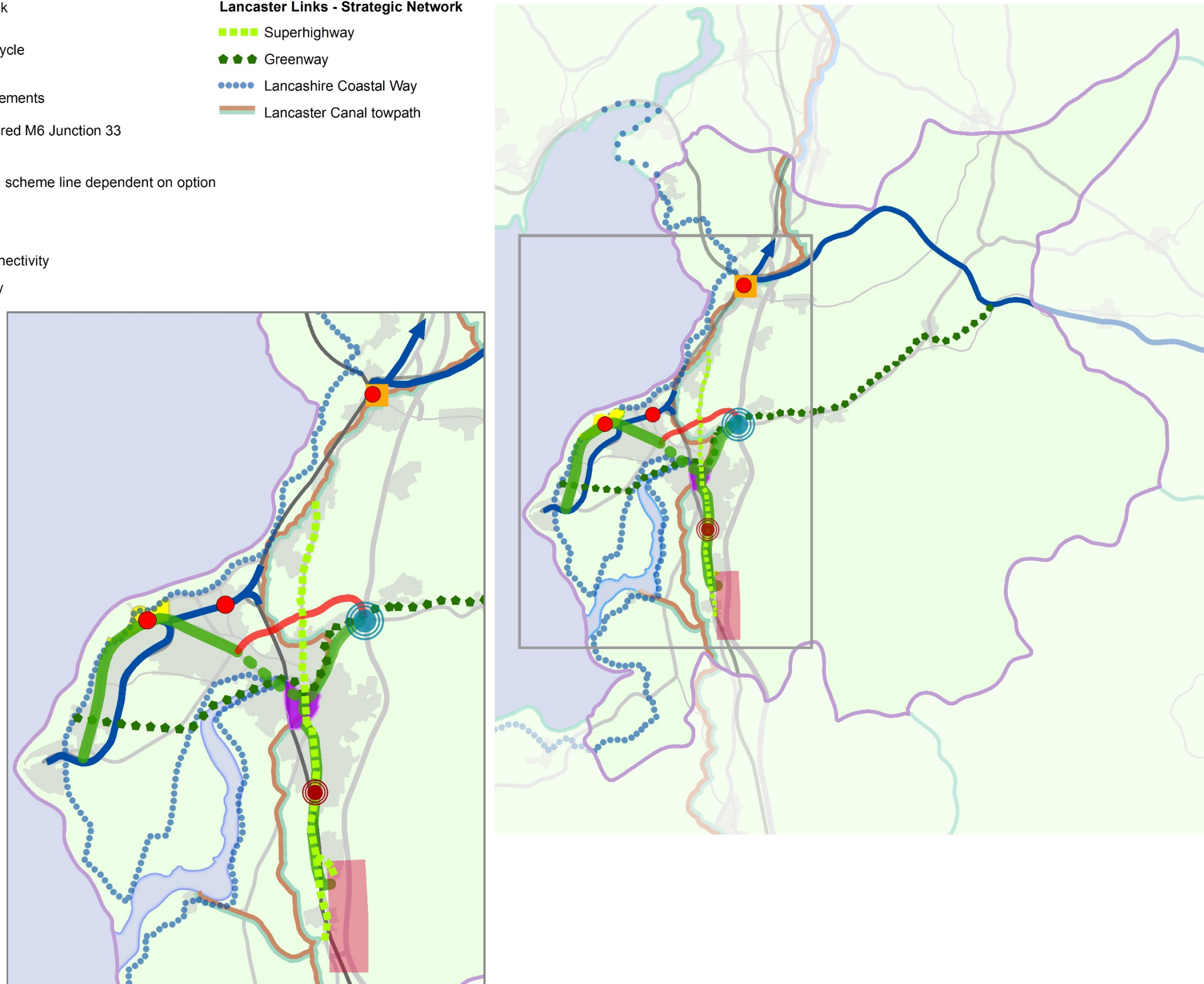
The 'Links' network also connects the district to its neighbours to north and south through the long distance trails that bring a significant number of visitors to the district to explore the coast, the Lancaster Canal and the valley of the River Lune.

Figure 12: Our Transport Vision

- Completed Heysham to M6 Link
-  M6 Junction 34 Park & Ride/Cycle
-  A6 Hala Road Junction Improvements
-  Indicative corridor for reconfigured M6 Junction 33
- Bus Rapid Transit service**
-  Indicative corridor only - Actual scheme line dependent on option
-  Potential on-road section
- Rail improvements**
-  Rail station improvements/connectivity
-  Line improvements/connectivity
- Place Shaping**
-  Lancaster Place Shaping
-  Morecambe Place Shaping
-  Carnforth Place Shaping

**Lancaster Links - Strategic Network**

-  Superhighway
-  Greenway
-  Lancashire Coastal Way
-  Lancaster Canal towpath



## Lancaster City Centre

The City of Lancaster should be one of the jewels in the North's crown and has recently joined the England's Heritage Cities group, working with the tourist authorities of 10 other historic cities to promote its culture and heritage to visitors.

With outstanding heritage, and with a developing retail and leisure offer, Lancaster city centre has all the components to be an outstanding success. Combine this with its universities' pedigrees, the nationally significant Health Innovation Campus planned for South Lancaster and the potential for further growth through the allocation of land to meet future housing requirements and the city's future looks bright.

To achieve all this, though, there are two significant problems to be overcome. The city's existing transport networks are struggling now, so they cannot possibly be expected to cope with the future demand that would be put upon them. Then there are the health implications of the city centre's air quality problems, caused by transport, which are unlikely to improve without intervention.

At the heart of both problems is the city centre gyratory system, both the traffic that currently has to negotiate it and the way it operates. Solve this and Lancaster has the breathing space to develop and grow as a 'green' city where everyone's travel needs can be accommodated as sustainably as possible.

Without a congested gyratory system, all sorts of things become possible:

- Air quality stops being a problem and it is pleasant and healthy to be in the city centre. This is a key requirement for the increasing number of city centre residents, for all those who use the city centre, and for the businesses that rely on both to create a vibrant commercial and social environment.
- The physical environment changes for the better, with roads and public spaces becoming pedestrian focussed, high quality spaces where people want to linger.
- Walking around and across the city becomes a pleasure, and the history and architectural heritage of the city can be enjoyed by everyone as part of their journey as well as a series of destinations linked in a coherent way.
- Cycling becomes the normal way to travel around the area and no one thinks twice about whether cycling is convenient or safe as there are dedicated facilities and the roads are quieter.

- Public transport can be fast and reliable, with services running from South Lancaster through the city centre to Morecambe and Heysham and M6 Junction 34 using smooth running, quiet low emission vehicles.
- Wider aspirations for improving the cultural offer in Lancaster and expanding the city centre physically via the Lancaster Canal Corridor North site become easier, with major attractions linked within a pleasant, traffic free, environment.

To achieve this we need to remove as much traffic as we can from the city centre. Completion of the Heysham to M6 Link Road (Bay Gateway) will reduce through traffic on the northern, river crossing loops of the gyratory system by up to 40%, however it will have limited impact on the city centre.

Through traffic isn't the only problem, though. There are large numbers of cars coming into the city each day, many from local areas. We also need to remove as many of these as we can by providing alternatives that really work for people, offering genuine convenience beyond that of the car. Then those cars that still head for Lancaster need, where possible, to be intercepted before they reach the city centre.

By making more space available for buses, cyclists and pedestrians on the existing network, the city centre will become more attractive. Users of public transport will find their journeys become quicker and more reliable, and the city will be able to achieve its potential as a visitor destination.

The city centre can never be vehicle free. Businesses need vehicles for transport and there are plenty of people for whom the car, whether privately owned or a taxi, is their only option for mobility. However, making as many of these vehicles as possible low emission as quickly as possible will start the process of improving air quality however.

## South Lancaster

Lancaster City Council needs to plan for around 13,000 to 14,000 new homes in the district over the 20 year period from 2011 to 2031. One of the options suggested to meet this requirement would involve an urban extension of Lancaster to the south of the city, including land already identified at Whinney Carr. Around 3,000 new homes could be built over the next fifteen years on a very large site that, in addition to the Whinney Carr site, would comprise land to the west of the A6 opposite Lancaster University. Land would also be identified for further development beyond 2031. A further 750 homes are also planned off Bailrigg Lane between Scotforth and the University.

In addition to its potential as a strategic housing location, South Lancaster is also home to Lancaster University, a world renowned academic institution consistently ranked amongst the top 10 UK universities for research and teaching. The University continues to grow and now has over 11,000 students, with an international profile that will see the University establish industrial links with key international markets. Through the Lancashire Growth Deal, the University has an ambition to develop a £170m world class Health Innovation Campus on an 11 hectare site adjacent to the main University campus, the first project of its kind in the North of England. The University is in the process of refreshing its Campus Masterplan to accommodate the Health Innovation Campus and potential development to the east of the M6. Development at the University is currently restricted due to the congested nature of the surrounding road network.

Lancaster City Council is also exploring the possibility of developing a 'Garden Village' as an alternative to a traditional urban extension. This would incorporate the existing University campus, along with the land referred to above, to create a high quality residential environment integrated with the University. The Bailrigg Garden Village is expected to be included in the deposit draft Land Allocations Development Plan Document as part of the Council's new draft Local Plan to be consulted on in early 2017.

The potential scale of development in South Lancaster will see a significant increase in the number of journeys, both local and longer distance, generated by the new housing and University expansion. To enable and support these transformational proposals, we have concluded that major improvements to the existing transport infrastructure that serves South Lancaster will be necessary. However, we also consider that they present an opportunity to support delivery of our proposed 'once in a generation' improvements to Lancaster's transport network, for example through a Community Infrastructure Levy. Furthermore, providing attractive alternatives to the car for local journeys could make the traffic generated by the new houses and jobs in the area potentially far less than would otherwise be the case.

### How do we make it happen?

Before the Heysham to M6 Link Road (Bay Gateway) is fully open, we are required to publish a **Lancaster City Action Plan** setting out how we will



manage traffic in the city centre. The Action Plan, which is a requirement of the development consent order for construction of the link road, must set out the short, medium and long term interventions that will need to be put in place to deliver our final vision for Lancaster city centre.

This masterplan presents our ideas for making the city centre work more effectively for public transport users, pedestrians and cyclists in the longer term. We will consider how these sustainable transport measures can be developed in stages that align with funding opportunities.

The point has been made already that no one element of the district's future highways and transport network can be appraised without consideration of the rest, in particular, the roads that make up the current city centre gyratory system, which is the key that unlocks Lancaster. However, until we have accurate information on how traffic patterns have changed following the opening of the link road, we cannot say with certainty that our plans will be viable or cost effective.

The masterplan therefore set out an indicative timetable for the further work needed to finalise all our options and to consult on detailed plans. This consultation is likely to take place in late 2018 or early 2019.

However, the opening of the link road does allow us to start the process of changing how traffic is routed around the district.

### Caton Road Gateway

Key to this will be the positioning of **Caton Road** as the principal **Gateway** into the city centre for traffic from the M6, from both north and south. This will allow us to capitalise on the benefits of the link road and introduce a heavily managed environment for traffic in the city centre.

At Junction 34, we are building a **Park and Ride/Cycle facility**. Catering for just over 600 cars, the Park and Ride will intercept traffic coming from the motorway and from both sides of the Lune Valley. This site will open shortly after the link road. As well as catching a bus into the city centre, users will also be able to park and either walk or cycle, with a new link to the Lune Valley Ramble and Lune Millennium Park giving a direct and pleasant walking or cycling route into the city centre.

Initially, the site will concentrate on providing parking. However, we expect to gradually increase facilities at the site as more cyclists use it and there is sufficient demand for extra provision.

To fulfil our long term vision for the city, we need to make sure that the Park and Ride operates as effectively as possible. That will mean making the bus the quickest and most convenient way to get into the city centre. We will therefore put in place appropriate bus priority measures where we can as soon as we can,

including on Caton Road. These measures will need to be tied to and inform our work on the city centre gyratory system.

### Heavy Goods Vehicle Movement Strategy

Heavy Goods Vehicles (HGVs) are a major cause of poor air quality and add to congestion. The management of HGVs forms part of the complementary measures required for the opening of the Heysham to M6 Link Road. The opening of the link road will mean that HGVs no longer need to travel through the city centre or along Caton Road and across the Lune bridges, except for those that require access to locations in the immediate area. A Movement Strategy for HGVs across Lancaster District is being prepared and this will pave the way for a series of Traffic Regulation Orders that will limit HGV movements. These will ensure that HGVs make full use of the new link road and provide wider environmental benefits across the district. Consultation on the strategy took place in summer 2016.

### Lancaster Reach – Bus Rapid Transit Network

The development consent order for construction of the Heysham to M6 Link Road required "a detailed feasibility study for a rapid transit route from Lancaster city centre, rail station and bus station to Morecambe and Heysham". We now consider this geography is in reality too limited.

The core corridor of the district, both in terms of residents and jobs, stretches from Heysham, through Morecambe to Lancaster city centre and on to South Lancaster. At each end of the corridor are large numbers of jobs, with the key retail and visitor destinations in Lancaster city centre and Morecambe. With current and potential development, both jobs and housing are likely to increase significantly along this corridor, especially in South Lancaster.

However, the reality of travel along the Heysham to South Lancaster corridor is that, despite every choice being available, there is no one option that allows for a fast and convenient journey its length. Rail doesn't serve South Lancaster and barely serves Heysham.

Buses run on many routes, with frequent services in places along the corridor but experience lengthy delays at a number of locations. Cars likewise get stuck in the city centre or crossing the river, and cyclists currently have limited direct routes that are safe to use.

Improvements to travel between South Lancaster, the city centre, Morecambe and Heysham are therefore urgently needed and whilst we wish to encourage cycling as much as possible, not everyone can cycle or wants to cycle all the time, particularly over longer distances. Lancaster therefore needs a high speed, direct public transport link along this core corridor once traffic in the city centre is reduced.

Improved public transport connections between Lancaster railway station, the Royal Lancaster Infirmary and the city's universities would also make travel to these sites much more convenient for people travelling from outside the district.

We therefore commissioned a detailed feasibility study for a rapid transit route between Heysham, Morecambe, the city centre and South Lancaster via Lancaster University; a much wider scope than the requirements of the development consent order. The study has taken into account the findings of the July 2008 Lancaster District Transport Vision and Strategy report, though no detailed feasibility or appraisal work was done at that time and a number of the options proposed clearly required significant and costly new infrastructure.

Things have changed significantly since 2008, however, and we can now make a much clearer assessment of the transport challenges and opportunities in the area across all modes of travel, linked to the wider economic and planning issues summarised elsewhere in this masterplan.

The study looked at several methods of providing a rapid transit route and clearly identified two options, Bus Rapid Transit and Tram/Train, which both scored significantly higher than the other four. Whilst Tram/Train performed well against most objectives, there are significant feasibility, deliverability and cost issues. In conclusion, it was agreed that the Bus Rapid Transit option would be taken forward for further investigation.

This has helped us to develop the 'Lancaster Reach' bus rapid transit concept further, incorporating the Park and Ride service from M6 Junction 34 to Lancaster city centre to create a 'Y'-shaped network of two routes, one linking Heysham and Morecambe to South Lancaster via the city centre, the other linking M6 Junction 34 to Lancaster University. Both routes will operate between the city centre and Lancaster University via the Royal Lancaster Infirmary, presenting us with a genuine opportunity to create a sustainable transport corridor linking the city centre and the Bailrigg Garden Village.

The next stage is to analyse the options that would allow improved public transport services that offer a competitive journey time compared to the private car. This would significantly increase the attractiveness of public transport, which would contribute to meeting our objective of reducing through traffic in Lancaster city centre as much as we can. Once we have completed this further work, we will be in a position to consult on detailed proposals.

The development of the bus rapid transit concept will also inform, and be informed by, the Lancaster City Movement Study outlined below, as how bus rapid transit services negotiate the city centre will be critical to its success.

One particular option we wish to pursue is the potential use of Ultra Low Emission Vehicles (ULEVs) on these routes, given that the corridor runs through urban areas and includes the city centre gyratory system, which is currently an Air Quality Management Area.

### Lancaster City Centre Place Shaping

Lancaster City Council is developing a City Centre Masterplan and Investment Framework, which will evaluate Lancaster's key strengths and highlight opportunities to raise the city's profile and improve its attractiveness to residents, visitor and investors. We will work with the City Council to ensure that the masterplans complement each other and provide a unified direction for development and improvement of the city centre.

Completion of the Heysham to M6 Link Road (Bay Gateway) is expected to reduce traffic around the main city centre gyratory system by up to 10%. Whilst this is not a huge reduction, when coupled with managing Lancaster's approaches, it does offer the opportunity to begin the process of **Place Shaping** the city centre, which will ultimately include reconfiguring the city centre.

It must be remembered however, that at this early stage, the city centre will still need to accommodate some through traffic, including bus services, and this must be allowed for in any proposals brought forward in the short term. For this reason, we propose to look at options for changes to how the city centre gyratory system works but we do not propose any major, expensive changes to the roads and public spaces until we are sure these will still be needed.

A number of alternative ways the gyratory system could work were suggested in the 2008 Lancaster District Transport Vision and Strategy document, together with a very basic appraisal of how well they might work. We also received a number of responses to the consultation document that offer suggestions for practical ways to manage the existing network more effectively.

The River Lune is fundamental to Lancaster's history and its sense of place, but also affects how people and vehicles move into and out of the city centre today. Assessing the influence and potential of the river crossings will be an essential consideration in our plans for the future. We will also need to address urgently major maintenance issues relating to Greyhound Bridge.

Before we make any substantial or long term changes to the gyratory system or to city centre parking, we will need to be sure that those changes will work and not lead to rat-running of through traffic. We therefore need to do a more detailed appraisal of our options. Since the link road will fundamentally change the distribution of traffic in Lancaster, we can only do this work after the link road is open and our approach to managing Caton Road has been established.

Whilst this work will focus on the city centre, it will need to address issues in the wider area. As well as a core area in which we propose to make changes, there will be a much wider buffer area where the impact of changes will be assessed and where we will also look to resolve local access/safety issues that have arisen over the years. The influence of a number of critical destinations, including the hospital, universities and industrial areas close to the city centre, will be considered as part of this work.

Some problems arise directly as a result of the city centre gyratory and the road network that feeds it:

- There are safety concerns on streets that are used as rat-runs
- Cross-city movements are difficult without a car
- There are problems with severance that make access to local employment more difficult than it should be and
- Access to and from areas further from the centre can be difficult.

Changing how the gyratory system works cannot be done without detailed consideration of a number of other factors. How public transport, including the proposed 'Lancaster Reach' bus rapid transit services, will operate through the city centre is one. How the city centre supports walking and cycling is another.

If we are to encourage people to choose cycling or walking as their preferred way of travelling to and around the city centre, we must make sure that the facilities are in place to allow them to do so conveniently and safely. We intend to put in place a district wide network of strategic and local routes through the 'Lancaster Links' project, which is described in detail later in this masterplan. The city centre will be the hub for many of these routes.

We therefore need to improve routes for pedestrians and cyclists across the city centre, including from the Canal Corridor in the east to the castle, the railway station and St George's Quay in the west. We will build on the 'Square Routes' project, initiated by Lancaster City Council in 2008 and running since then. This project aims to rejuvenate the city centre's public realm in order to make it a more attractive location to visit and in which to do business. In particular, we will look to improve pedestrian provision at specific points on the gyratory system to link the Square Routes.

How parking operates is also critical. As well as needing to ensure that parking is available, reconfiguring the gyratory system gives us the opportunity to reduce traffic going into the city centre by

making it more attractive to park further away and then catch the bus, walk or cycle.

Without removing through traffic, the city centre will remain dominated by the car, although to a lesser extent than now. There will also be little prospect of providing truly world class public transport as the city centre roads will not have sufficient spare capacity to enable the introduction of public transport priority measures that such systems need.

Clearly this could mean changing where people are able to park; in doing so, we will make sure that those people who need to drive into the city centre and park can still do so. We will also be able to use these changes to make it easier for

ultra-low emission vehicles to park in or close to the city centre, encouraging up take of these cars and also reducing city centre pollution.

With the increasing promotion of Lancaster as a tourist destination, there must also be provision for coach parking and convenient drop-off points for visitors.

We will bring all these elements together and look at them in detail in a **Lancaster City Movement Study**, which will give us a clear understanding of our options for transforming the city centre.

Running in parallel to the Lancaster City Centre Place Shaping work are two further programmes: 'Lancaster Links' and Ultra Low Lancaster. These are described later in this masterplan and will both inform and benefit from our place shaping work in the city centre.

### Reconfiguration of M6 Junction 33

Our vision includes the reconfiguration of M6 Junction 33 to support the significant growth potential of South Lancaster including developments such as the proposed Health Innovation Campus at Lancaster University and housing at Whinney Carr and Bailrigg.

The existing road network providing access to South Lancaster is constrained; in particular, the A6 where it passes through the village of Galgate. Here the traffic lights at the junction with Salford Road and Stoney Lane in the village centre lack the capacity to accommodate existing traffic flows, with long queues forming frequently on both A6 approaches. Consequently, the area around the junction is a declared Air Quality Management Area. Without any significant improvement, the additional traffic generated by the new developments in South Lancaster will only exacerbate these problems.

A completely new motorway junction so close to the existing M6 Junction 33 would not be acceptable to Highways England, so we are investigating options to reconfigure the existing junction by relocating part of it further to the north. Such an arrangement would enable residents and businesses in South Lancaster to access the motorway network without having to travel through either the city centre or Galgate. A significant amount of traffic will also be removed from Galgate, resolving the issue of poor air quality in the village centre.

The slip roads on the south side of the existing junction would remain where they currently are, meaning that traffic travelling between the north of Wyre district and the M6 south would not need to pass through Galgate.

However reconfiguring the junction will be expensive. It will not be affordable by either the County or City Council without Government support. The Lancashire Enterprise Partnership has included the reconfiguration of Junction 33 as a priority project in its bid for Growth Deal funding submitted to the Government in July 2016. A substantial private sector contribution from developers will also be necessary to secure its delivery.

### A6 South Lancaster to City Centre Corridor

The A6 corridor linking South Lancaster with Lancaster city centre will become increasingly important as housing developments and the expansion of Lancaster University begin to take effect. Delivery of housing growth in South Lancaster will be more acceptable if we can demonstrate that a reconfigured M6 Junction 33 will be accompanied by significant investment in developing attractive, sustainable alternatives to the car, particularly for local journeys and for trips between South Lancaster and Lancaster city centre.

There will be some reduction in traffic on the A6 through South Lancaster as a result of the opening of the Heysham to M6 Link (Bay Gateway) and the establishment of the Caton Road Gateway as the key access route to the city centre from the M6. This will facilitate the introduction of better provision for cyclists and public transport in the corridor, including the proposed bus rapid transit services. This will be critical to the development of South Lancaster, whether to the University's Innovation Campus with its need for better links to the Royal Lancaster Infirmary and other health facilities in and around the city centre, or to future housing growth and the development of the Bailrigg Garden Village.

We will produce and consult on a **Route Management Plan** for the A6 corridor between the city centre and South Lancaster, linked to further work on developing the bus rapid transit services outlined earlier, to create a genuine sustainable transport corridor.

The **A6/Hala Road** junction in Scotforth, south of the city centre, is already a significant problem to negotiate for cyclists and pedestrians as well as for motorised vehicles. By encouraging traffic accessing the city centre from the M6 onto the Caton Road Gateway, we will free up some road space on the A6, which allows us to begin the process of changing the A6 to a local distributor road.

As a first stage, we intend to reconfigure the Hala Road junction to work better for vulnerable road users and provide dedicated cycling provision for the direct Lancaster to University/South Lancaster route along the A6, as well as giving crossing options for current off-road routes such as the official signed route from Lancaster promoted by Lancaster University to its staff and students. The redesigned junction will also provide opportunities to incorporate bus priority measures in support of our proposed 'Lancaster Reach' bus rapid transit services.







Once a route management plan for the A6 through South Lancaster is in place, we will consider whether **renumbering the A6** between Junction 33 and the Pine Lake roundabout north of Carnforth would

be helpful in further discouraging through traffic. The classification and number of a road gives a powerful message about what traffic is expected on it and how that traffic will be accommodated. Anyone looking at a map of an unknown area expects 'A' roads to be more important and better to use than 'B' roads, with lower numbered roads more important than higher numbered ones.





Figure 13: What we need to do - Lancaster

**Lancaster Action Plan**

-  Completed A683 Heysham to M6 Link Road
-  M6 Junction 34 Park & Ride
-  A6 Hala Road Junction Improvements
-  Proposed HGV restricted road
-  Proposed HGV restricted area
-  Indicative corridor for reconfigured M6 Junction 33



**Rapid Transit service**

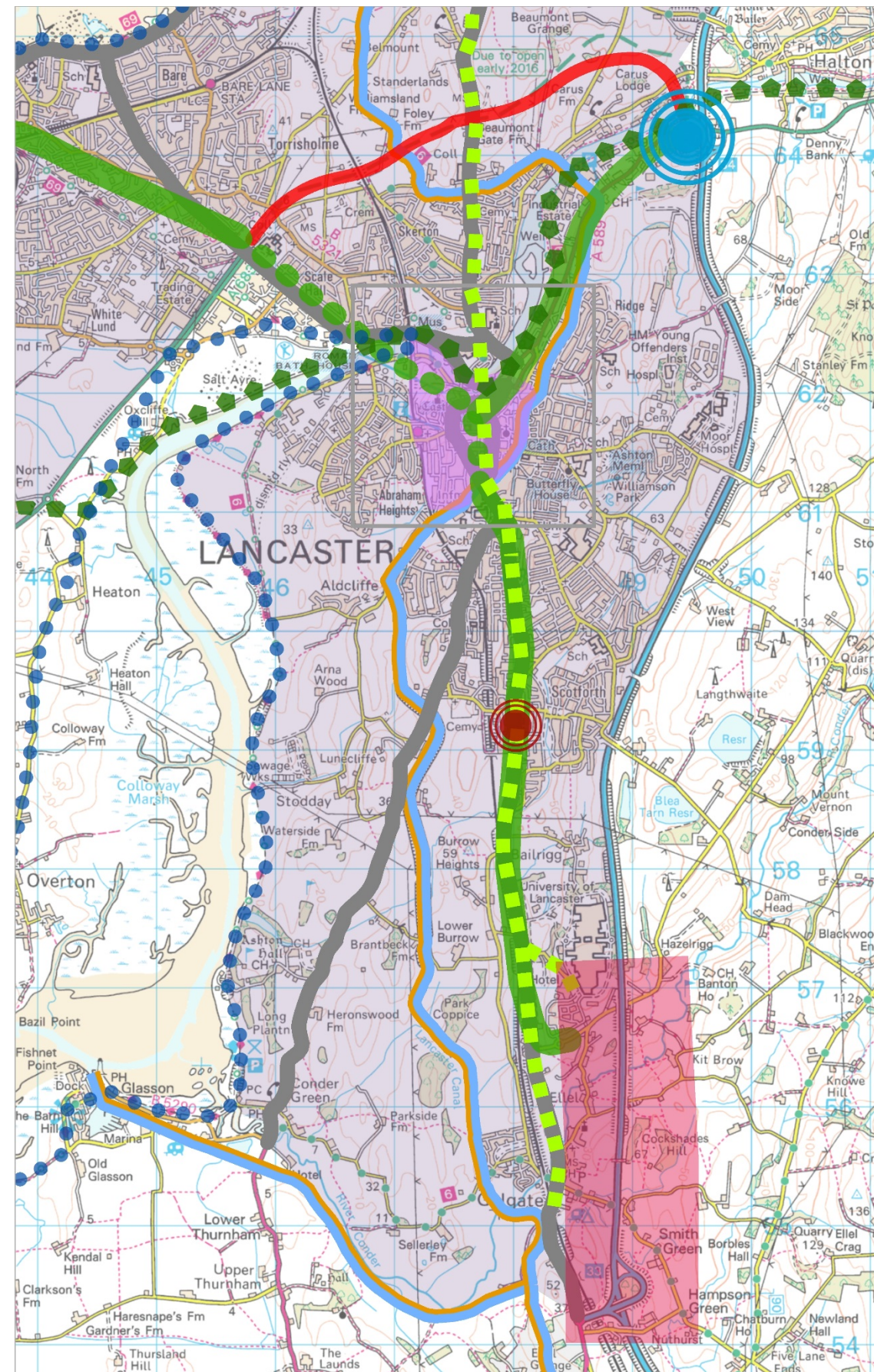
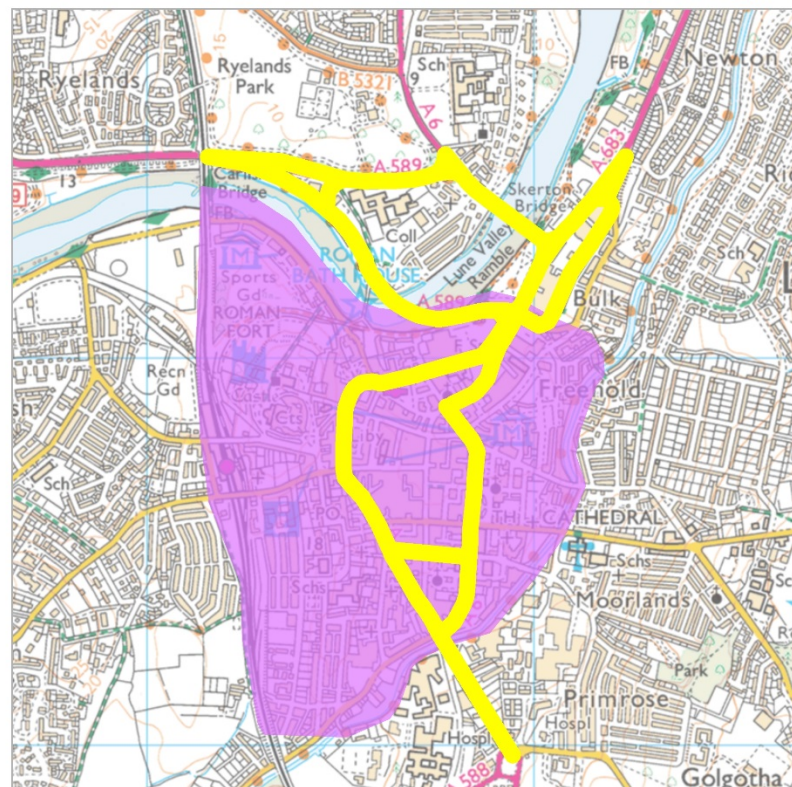
-  Indicative corridor only - Actual scheme line dependent on option
-  Potential on-road section

**Lancaster Links - Strategic Network**

-  Superhighway
-  Greenway
-  Lancashire Coastal Way
-  Lancaster Canal towpath

**Lancaster Place Shaping**

-  Reconfigured road space
-  Lancaster Place Shaping area





## Morecambe

Morecambe has possibly the most spectacular coastal view in the country, which should make the town a key visitor destination. However, the reality is far from this and although day visitor numbers are increasing, far more could and should be done to make Morecambe the successful and lively town it should be, for both residents and visitors.

At the moment, though the seafront and some of the shopping areas are often busy, this footfall doesn't actually benefit the town centre as much as it might, because many people who come to Morecambe don't spend much time actually in the centre.

Creating an environment where people want to spend time will therefore be critical to Morecambe's rejuvenation. More time spent in the town centre will generate more demand for Morecambe's businesses, which will lead to more investment, making still more people want to come to Morecambe and so on. This is the focus of Lancaster City Council's Morecambe Area Action Plan (MAAP), which sets out what needs to be done to make central Morecambe flourish.

Key to the MAAP is connectivity. The seafront needs to be better connected to the town centre. The town centre needs to be less fragmented. Poulton is too separated from the West End. The whole town needs to be better connected to the rest of the district and to the rest of the country.

Producing this transformation in connectivity for Morecambe will mean that changes, some of them major, need to be made to the travelling experience of both residents and visitors. The Morecambe of the future will see:

- A welcoming arrival (and pleasant departure) for everyone whether they arrive on foot or by cycle, or by car, train, bus or coach;
- Pleasant, easy to follow connections for pedestrians helping concentrate footfall and activity in the heart of the town centre;
- Clear signing of vehicle routes to and from Morecambe and well located long and short stay parking options in central Morecambe;
- A modern rail station which is easy to get to by all modes, and which has regular, high quality services to Lancaster and beyond;
- High quality, rapid public transport links to Heysham and to Lancaster, with proper facilities for passengers;
- Well integrated coach facilities, with passenger facilities integrated into the town centre and well placed layover facilities;
- A seamless join between the town centre and the seafront which makes it much easier, more pleasant and inviting for people to walk between the two;

- A town centre that is well structured and connected, that is easy to understand and navigate, with high quality roads and public spaces that people enjoy spending time in;
- Better connections for pedestrians to and from adjacent residential areas (including the West End) so these increase numbers of people and activity into the centre; and
- Easy access to employment and education.

Whilst the MAAP focuses on central Morecambe, the scope of our highways and transport masterplan is wider. Changes to the town centre, particularly changes to how traffic is routed, will have implications across a much wider area. Improving access to education and to employment will need improvements outside the MAAP area.

Transforming the internal and external connectivity of a town is not a quick process. The MAAP, which sets the stage for this

Figure 14: The Morecambe Area Action Plan

transformation, has a plan period of the six years until 2021, but the actual programme set out in this masterplan is longer. However, with the opening of the Heysham to M6 Link Road (Bay Gateway) in autumn 2016, the first step in Morecambe's regeneration will have been taken.

For the first time, the link road will provide a direct connection between the M6 and Morecambe and Heysham, with no need for traffic to fight congestion on the Lancaster gyratory system. This direct, reliable route will make journeys to the peninsula much quicker and easier, making it much more attractive for businesses to locate there, for residents to live and work and for visitors to come for the day or longer.

With this direct connection in place, traffic that currently uses the coastal route (A589/A5105/A6) between the peninsula and the M6 at Junction 35 (Carnforth) and vice versa will be redirected via the link road, removing HGVs and other traffic from Marine Road and making it easier to integrate the town centre and the seafront. Removing HGV traffic in particular from inappropriate roads will enable a new approach to traffic management that is more fitting for what we want Morecambe to become.

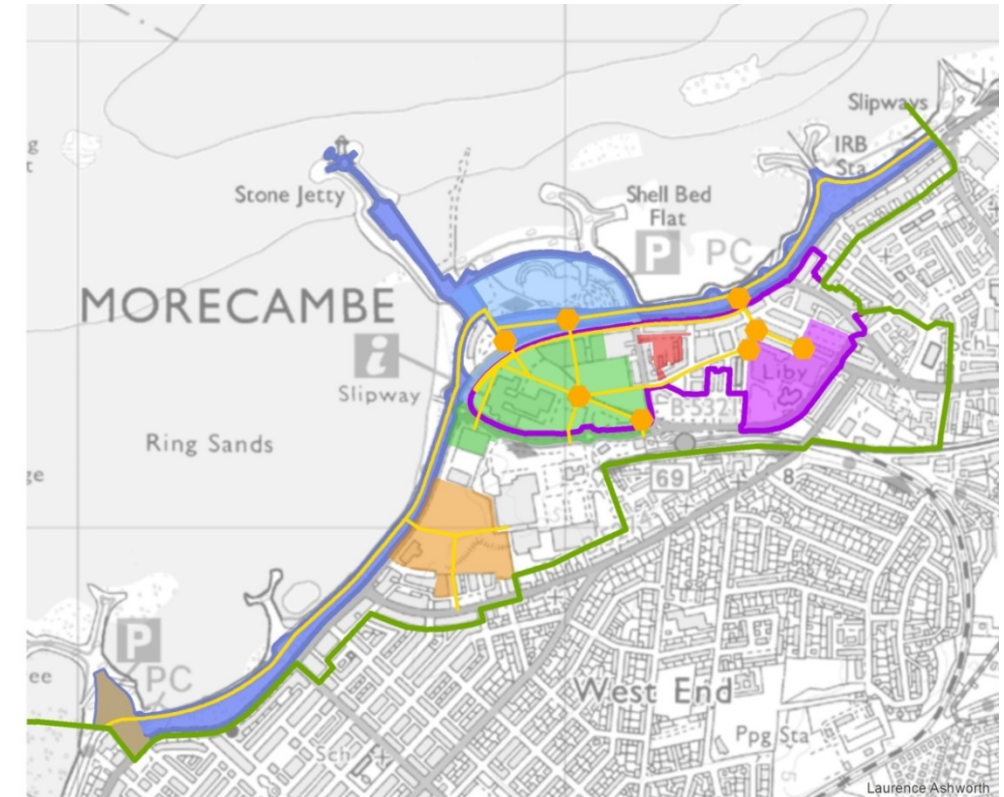
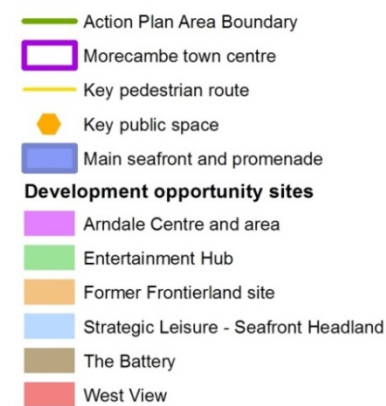
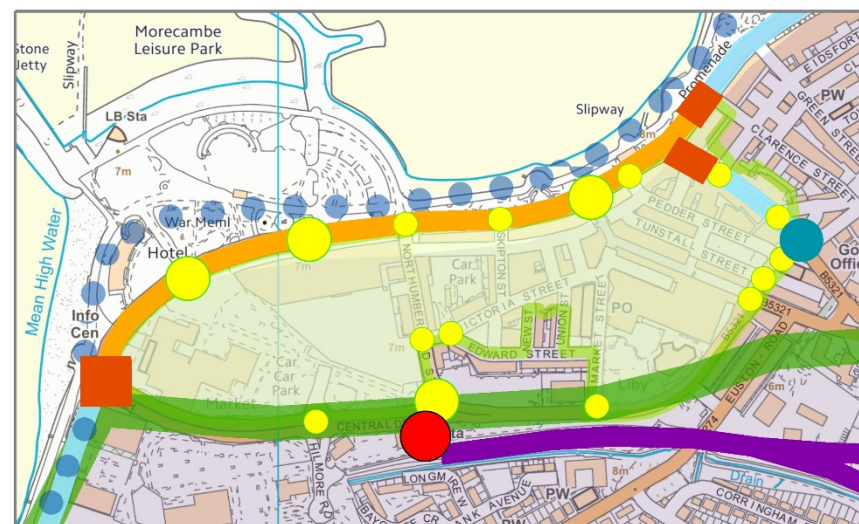
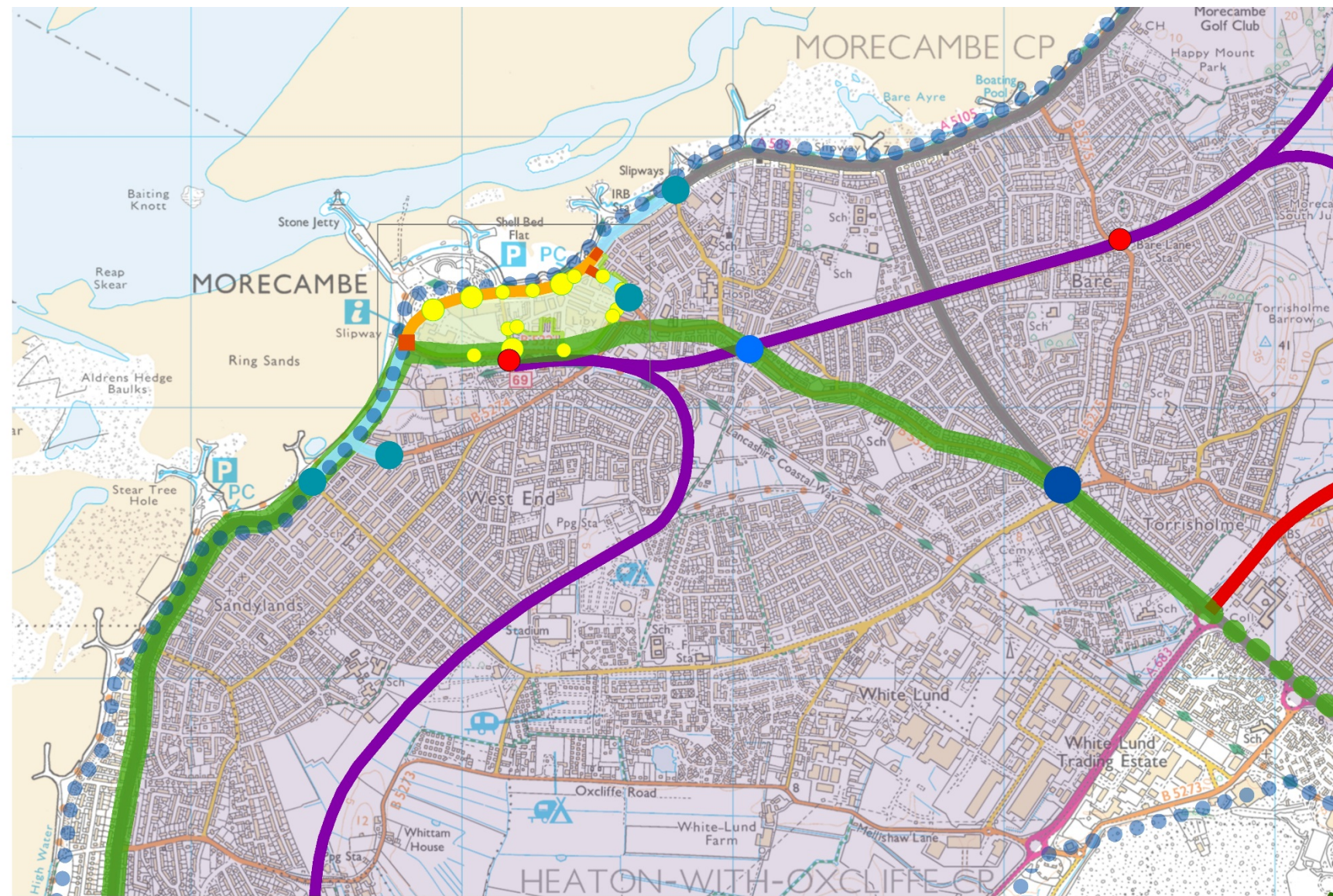




Figure 15: What we need to do - Morecambe

- Morecambe Place-Shaping**
- Main pedestrian gateway
  - Pedestrian gateway
  - Morecambe Town Centre
  - Rail station
  - Limited vehicle access
  - Limited vehicle access gateway
  - Changed vehicle priority
  - Coastal Gateway
  - Central Gateway
  - Morecambe Gateway
  - HGV Management

- Completed Heysham to M6 Link Road
  - Proposed HGV restricted area
  - Rail connectivity
- Bus Rapid Transit Service**
- Indicative corridor only
  - Potential on-road section
- Lancaster Links - Strategic Routes**
- Lancashire Coastal Way





### How do we make it happen?

As in the City of Lancaster, the opening of the Heysham to M6 Link Road (Bay Gateway) in autumn 2016 will be the point at which we can start to make significant changes to how travel and transport work in Morecambe. However, we haven't been waiting until then to begin the process of changing Morecambe's roads and public spaces to fit their future role.

'Place shaping' is about linking all aspects of a community; social and cultural, economic, environmental, services, housing and the built environment and most importantly travel and transport, to build sustainable places where people want to live and work, now and in the future. Our **Morecambe Place Shaping** programme will focus on the highways and transport elements to put in place the fundamental changes needed to make the vision of the Morecambe Area Action Plan (MAAP) a reality.

The first strand of the programme is the seafront. The seafront is Morecambe's unique selling point and how the seafront works must reflect that. It must first and foremost be a place to enjoy the views, a place predominantly for people not vehicles. We will therefore work with the City Council and other stakeholders to put in place definite proposals for how the promenade will be developed as a shared space.

This work will need to include the role the seafront plays in wider networks such as the Lancashire Coastal Way, the Bay Cycle Way (launched in June 2015) and as the starting point for the Way of the Roses coast to coast cycle route. The Silverdale to Cleveleys section of the new England Coast Path passes through Morecambe and is expected to be ready in 2018. The programme will also need to consider the future role of the seafront as a place for events.

The potential redevelopment of the old Frontierland site offers the first opportunity to start the transition from through route to leisure space and we are working with the developer both to improve how Marine Road West looks and also how it functions for pedestrians, including lowering the speed limit to 20mph.

Once the link road is open, we will be able to consult on and then put in place restrictions on vehicles, to prevent through traffic using the seafront as a route between Heysham and the A6. Use of the promenade by heavy vehicles will also be addressed as part of the HGV Movement Strategy mentioned above.

How the seafront links to the town centre and how the town centre can be reinvigorated to be at the heart of a reinvented Morecambe is the second strand of the place shaping programme.

The MAAP vision is for a town centre with, at its eastern end, traditional streets with a distinctive offer, including many independent retailers, and anchored by the Arndale Centre. This is complemented by areas to the west across

Northumberland Street that are more contemporary in character but with heritage assets incorporated. Woven into this is a range of town centre uses, including offices, to give a thriving service centre.

Marine Road Central and Victoria Street respectively will be the axes that bind this town centre together for pedestrians, with Marine Road Central being the seafront experience and Victoria Street, one block back, offering an alternative more sheltered route and a quality experience more akin to that of a traditional high street.

Critical issues to be addressed in this vision cover all aspects of travel and transport in Morecambe; it is not possible to make significant improvements to the look and feel of the town centre without making changes to how vehicles use it.

We will therefore work with the City Council and other partners to develop a comprehensive town centre place-shaping programme that supports and links to the development of the seafront and which will include:

- Enhancing the town's natural gateways to give a fitting sense of arrival for all modes, including Central Drive as the main vehicle approach, the rail station and key points of approach for pedestrians and cyclists. Other arrival points for public transport or for a future bus rapid transit service would also be vital gateways.
- Managing how vehicles reach the town centre, including how they are signed and where they park. This will not only mean that we can keep traffic away from central pedestrian areas but that, where appropriate, current car parks can be used for other purposes. Fundamental to this will be maximising the benefits of traffic reductions from the new link road and ensuring that extra traffic that results from the economic benefits of the new road is catered for.
- Making sure parking provision is fit for purpose, so that it is easy to park quickly on arrival, with high quality pedestrian and cycle links into the town centre and on to the seafront. This will reduce the number of vehicles that currently circulate to find preferred parking locations and ultimately can be used to encourage more sustainable modes of arrival.
- Ensuring that coaches have high quality drop off/pick up points that are well integrated to Morecambe's leisure offer, with appropriate, well located layover facilities. Goods servicing also needs to be managed to ensure that it is efficient for business without compromising pedestrian routes and areas.
- Connecting the seafront and neighbouring areas to the town centre by clearly signed, attractive direct routes that will encourage people into the town centre and when there, to spend time in attractive roads and public spaces. In

particular, there needs to be a clear pedestrian gateway from the seafront into Euston Road as the main approach to the town centre from the east.

- Key routes for pedestrians and cyclists through high quality public spaces which look attractive and feel safe to be in, both during the day and in the evenings, with well maintained and lit roads and footways that tie in to wider pedestrian and cycle routes.
- Better facilities for public transport, both bus and rail, with proper interchange between the two and good links into the town centre and the seafront. Readily available information and safe, well-lit waiting areas will need to be part of this; the rail station in particular does not offer an attractive arrival experience.

### Morecambe Bay Connectivity

Morecambe is Lancashire's major gateway to Morecambe Bay and should be at the heart of connections around the Bay. The town's external connectivity is therefore vital to our place shaping programme.

Whilst access by road will be transformed with the opening of the Heysham to M6 Link Road (Bay Gateway), other connections by rail, bus and cycle will not be. In particular we need to understand what benefits improving connectivity around the Bay would bring for Morecambe and the coastal towns and villages between the Heysham peninsula and Silverdale, including links into the Lake District National Park.

We will therefore undertake a **Morecambe Bay Connectivity Study** which will explore whether there is a strategic case for improvements to be made across all modes of sustainable transport around the coast of Morecambe Bay. Working with our partners, including Cumbria County Council, Lancaster City Council, Wyre Borough Council, South Lakeland District Council and Barrow Borough Council, we will seek to establish what evidence there is for improving connections around the Bay so that the whole Bay area benefits. The study will look at what enhanced connectivity could achieve as well as options for delivering it.

### Rail

We need to address the issue of poor rail connectivity around the Morecambe Bay area. The Morecambe Bay Connectivity Study will therefore examine the issue of Morecambe's rail connectivity. We believe that, given the increasing demand for travel on the Lancaster to Morecambe line even at its current standard of operation, there is the potential to make much more of the line if it could be improved. This will be particularly important to ensure that job opportunities further afield are accessible and that Morecambe can capitalise on increasing tourism in the North West as a result of the increasing popularity of Manchester Airport and potentially the High Speed 2 rail route.

This study will quantify just how enhanced rail connectivity can support Morecambe's regeneration and therefore how the Morecambe line needs to improve. Options for improvements to the service between Morecambe and Lancaster could include making it easier to get to stations, better station facilities, better rolling stock and service frequency and electrification of the line. Electrification would potentially make it easier for the resort to benefit from the wider electrification of routes across the North

West in future rail service franchises with direct services to places such as Manchester and Liverpool.

Once we have evidence of the benefits of improving the line will deliver, we will be in a better position to influence future rail industry plans and programmes.

### Bus services

Access to and from Morecambe by bus will be enhanced significantly through the development of the 'Lancaster Reach' bus rapid transit services discussed earlier. This is particularly important given that Morecambe does not have high car ownership, particularly in more deprived areas where, in the absence of a car, access to education, employment and healthcare can be an issue.

There may also be potential for better connections by bus around Morecambe Bay and into the Lake District National Park. We will explore whether a case can be made for improvements through the Morecambe Bay Connectivity Study.

### Cycling and walking

The potential for improvements to active travel facilities in the Morecambe Bay area will also be explored through the Morecambe Bay Connectivity Study. The 'Lancaster Links' network outlined later in the masterplan will be integral to this and will form part of the **Cycling and Walking Delivery Plan for Lancashire**. For the whole of the Bay area, there may be opportunities to improve public access to the coast with links to the Lancashire Coastal Way and the new England Coast Path.

The launch of the Bay Cycle Way provides enhanced leisure links around the bay, but no real increase in connectivity around the bay. With no crossing of the River Kent below Levens, cyclists have a long detour between Arnside and Grange-over-Sands; what is 5km for the train, is over 20km for cyclists.

Whilst this might appear to be a Cumbrian issue, providing a cycle crossing of the River Kent alongside the Arnside railway viaduct could have significant benefits for the whole of Lancaster district. For Morecambe, it would dramatically increase the attractiveness of the Bay Cycle Way and bring visitors to the town. For Carnforth and the north of the district, it would also increase visitor numbers, but could also open up further commuting options for at least part of the year.

## Heysham

South of Morecambe lies Heysham, which is the third largest settlement in the district after Lancaster and Morecambe. It is a local service centre, with an historic village core located close to the sea. The old village is picturesque and has a number of notable historic features such as St Patrick's Chapel and the rock hewn graves located on the headland.

However, away from the historic core, the main features of Heysham are economic, in particular the Port of Heysham, Heysham nuclear power stations with their associated National Grid infrastructure and large tracts of brownfield land. The port is Lancashire's key link for traffic across the Irish Sea to Ireland, Northern Ireland and the Isle of Man, handling bulk cargo and Ro-Ro (roll on roll off) traffic. There is also a regular passenger service to the Isle of Man. Historically, growth at the port has been constrained by access problems but this will be addressed with completion of the Heysham to M6 Link Road (Bay Gateway).

Heysham 1 and Heysham 2 Power Stations have been supplying electricity to the National Grid since the 1970s and 1980s respectively. Decommissioning of both reactors is due to take place by 2030, however, Heysham remains a nominated site for a new nuclear reactor via the National Planning Policy Statement on Energy. Beyond nuclear energy, the South Heysham area is increasingly providing opportunities for a wide range of renewable energy projects and ancillary businesses. This includes servicing Irish Sea offshore wind farms.

Away from the port and the power stations, the wider South Heysham area is a key location for business and employment and a number of sites have been identified within the City Council's development plan for economic development and growth. The improved access to the South Heysham area on the opening of the link road gives potential for significant economic growth to be achieved.

As part of the local development plan, the City Council will be looking at further locations for economic growth within the district. With improved accessibility and the existing mix of uses, it is likely that the further growth required will be delivered in the South Heysham area through the 'Heysham Gateway' project, which seeks to regenerate and where appropriate expand existing employment areas to make them more attractive to the market.

There are also a number of allocated and proposed residential developments. In particular, given its isolated location, development of the former Pontins Holiday Camp at Heysham Towers will need to consider how sustainable transport can be provided. Further to this expected development, the Strategic Options consultation of 2014 identified a series of options to meet future development needs in the district, which included an option of delivering development across all rural

settlements within the district (such as Overton and Middleton) to meet future housing requirements.

The development of Heysham as a whole will therefore require a number of transport solutions to be in place:

- Significant volumes of freight traffic must be able to move easily to and from the link road without adversely affecting residential areas. The opening of the link road will ensure excellent, direct, reliable connections by road to the motorway network, but we must ensure that freight vehicles can readily access the link road from the local network.
- Sustainable commuting to Morecambe and Lancaster will need to be supported, particularly in the light of this masterplan's proposals to reduce car traffic. Rail travel could be part of this picture and will be considered in the **Morecambe Bay Connectivity Study**.
- New employment in Heysham must be able to be accessed readily by sustainable modes where possible, without reliance on car ownership. The proposed 'Lancaster Reach' bus rapid transit services and the 'Lancaster Links' cycle programme will provide much of this access, but we will need to ensure that local public transport supports development.
- Leisure traffic to Heysham will likewise need to complement other masterplan proposals. In particular, the 'Lancaster Links' and Lancaster Ultra Low programmes described later offer opportunities to capitalise on Morecambe Bay's unique geography and the district's potential green tourism offer.

### How do we make it happen?

Much of what we need to do to support Heysham's future is already set out in this masterplan. However, we also need to ensure that the local road network fully supports the Heysham to M6 Link (The Bay Gateway) and allows vehicles, especially HGVs, to, where possible, access the link road without travelling through our communities. To this end, we will undertake a review of the highway network around the South Heysham area and put in place a programme of measures to ensure that HGV traffic is using the network appropriately and can access the link road quickly and conveniently in order to reach the M6 regardless of whether intending to travel north or south.

This could include connecting Imperial Road with Middleton Road and Main Avenue, thereby improving access to Heysham Business Park. Imperial Road currently only serves the Middleton Waste Transfer Station, but opening up this road would provide direct access to the M6 link road for a number of other businesses, removing the need for HGVs to access this area via Middleton Road and the Trumacar Roundabout and supporting delivery of the Heysham Gateway project.

We will then continue to monitor development proposals to ensure that any increase in HGV traffic does not cause future issues in the local area. As part of this, we will continue to review sustainable transport to and from Heysham, Middleton, Overton and local employment areas. We will, if and when appropriate, work with rail industry partners and relevant businesses to look at the potential to transfer freight onto the rail network.

These measures will complement the HGV Movement Strategy for Lancaster described above.

### Heysham to Lancaster Greenway

There is already evidence of significant demand for a cycle link between Heysham and Lancaster. The completion of the Heysham to Lancaster Greenway will be the first of the new 'Lancaster Links' strategic cycle routes, described below.



## Carnforth

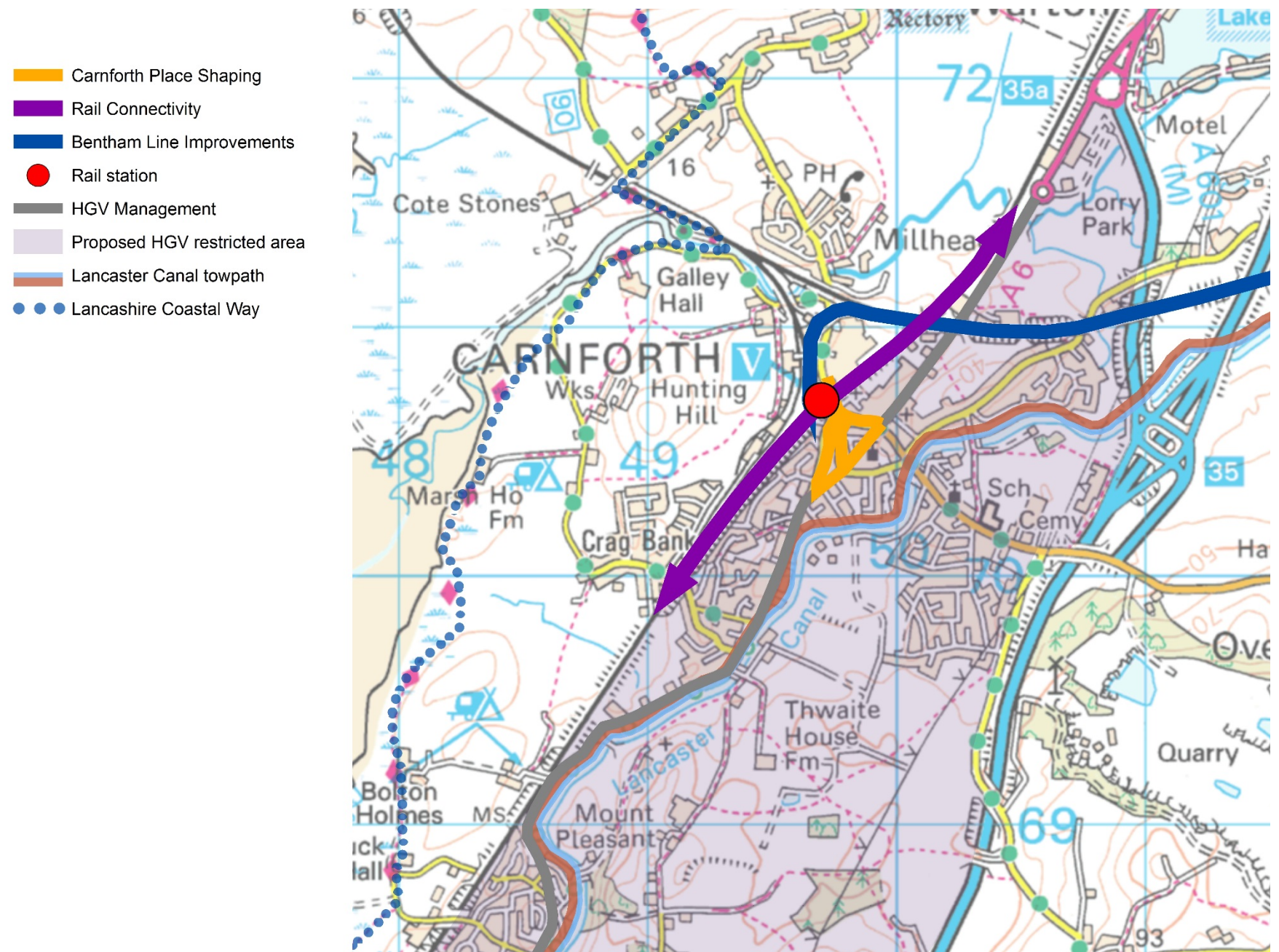
Carnforth is the key small town serving the north of the district. It developed as a railway town and although the station is still served by the Furness and Bentham lines, West Coast Main Line trains no longer stop there. Congestion in the town centre is currently made worse by traffic to and from the north travelling between the M6 and Morecambe and Heysham. This has led to issues with poor air quality at the centre of the town.

Lancaster City Council needs to plan for around 13,000 to 14,000 new homes in the district over the 20 year period from 2011 to 2031. One of the options suggested to meet this requirement would involve a large extension of Carnforth southwards into the Green Belt that could provide for more than 1,250 new homes and employment land.

Should development on this scale take place, the town's role as a key service centre would become all the more important to both new and existing residents.

Our vision for Carnforth is therefore that it will become a hub for the north of Lancashire, with more pleasant public spaces and improved air quality making the town centre a much more attractive place to live and visit. The railway station will be integral to the town centre with improved rail links providing convenient access for commuters to jobs around Morecambe Bay and across into Yorkshire. The town will have become a gateway for visitors coming to enjoy the countryside and wildlife of the area, as well as Carnforth's important railway heritage, with easy access for walkers and cyclists using the Lancaster Canal towpath, the new England Coast Path and the proposed 'Lancaster Links' network.

Figure 16: What we need to do - Carnforth



## How do we make it happen?

### Carnforth Place Shaping

Like so many small rural towns, Carnforth is becoming more reliant on the visitor economy, particularly given its proximity to so many outstanding natural landscapes. With its focus on the touring market, which by its nature tends to be car dependent, it is ever more vital that the town provides an attractive and welcoming centre to encourage visitors to shop locally rather than drive to the large superstores in Lancaster or Kendal.

However, the centre of the town around the signalised A6/B6254 junction sees very heavy traffic. It has been declared an Air Quality Management Area and is not a pleasant environment for pedestrians or cyclists, although with the completion of the Heysham to M6 Link Road (Bay Gateway), much of the heavy goods vehicle traffic currently on the A6 should be removed. Market Street, the main shopping street that runs between the A6 and the station, will see no direct benefit though.

We therefore propose to pursue a programme of pedestrian and traffic improvements to the centre of Carnforth, focusing on Market Street, with a view to creating a space which, whilst allowing traffic to flow, is far more user friendly for those on foot or on cycle. As well as making the shopping area itself more attractive, it will help to ensure that people feel comfortable travelling by more sustainable modes.

When we know how traffic volumes have changed once the link road is open, and we have greater certainty as to what development will happen in the area, we will consult further on options for the town centre's roads and public spaces. These options will set out alternative ways that traffic will be routed in the town centre, including HGV traffic from Warton Road, and how much extra provision there will be for cyclists and pedestrians.

However, we would want to complement the work done in Lancaster city centre and so our preferred option is likely to be a managed space where pedestrians are able to cross the road where they want to and traffic travels slowly through the area, in a manner similar to Fishergate in Preston.

These changes will complement both the cycle and electric vehicle strategies for the district and help improve Carnforth as a hub for interchange with the rail network.

### Carnforth rail connectivity

The main line platforms at Carnforth railway station were largely removed in 1970, prior to the electrification of the West Coast Main Line (WCML) leaving the station with working platforms for the Furness and Bentham lines only. Despite this, 204,000 passengers used the station in 2014-15 to start or end their journeys, and although this was a decrease of 2,000 on the previous year but 27,000 higher than in 2009-10. Some of this patronage is due to the popularity of the station's 'Brief Encounter' café and visitor centre, and also the railway heritage infrastructure around the station. However, with an attractive market town and walks into the outstanding countryside around it, Carnforth could be far more of a visitor destination, to the economic benefit of the town.

Carnforth offers good services to Lancaster and the south with connections into London and Birmingham services possible at either Lancaster or Preston. Whilst the WCML passes through Carnforth station, passengers have to travel to Lancaster first for services to Kendal, Windermere and Scotland.

There is local support for the reinstatement of the main line platforms to improve connectivity to the north. Whilst it is currently extremely unlikely that trains bound for Scotland would stop at the station, the key service would be that linking Manchester with Kendal and Windermere. There is already a strong commuting movement between the Carnforth area and the South Lakes and this could increase if Carnforth or the surrounding area sees significant housing growth.

Given the limited parking at Carnforth and the undesirability of drawing more car traffic into the town, Carnforth would not necessarily function as a Park and Ride for the wider area, but the ability to change to northbound services from both the Bentham and Furness lines could be attractive.

However, the decision to stop trains at the platforms if they were reinstated is one that the rail industry would take and which would require operational trade-offs; the journey time of a service that called at reinstated platforms would be increased and there could also be implications for other services using the WCML, which is already a very busy track and will become busier on the opening of the HS2 high-speed railway.

There are a number of changes affecting the routes through Carnforth over the next few years:

- New Northern and Trans Pennine Express franchises started in April 2016.
- Electrification of the Oxenholme to Windermere line is planned but there is no fixed date for completion.
- Northern Hub Phase 1 completion, due to be completed by December 2017, will result in changes to service patterns across the North West. Northern

Hub Phase 2 completion is expected by December 2019 and will result in further changes.

- The Furness Line will become part of the Northern Connect network with fast trains from Barrow to Manchester and Manchester Airport at least 8 times a day from Dec 2017 using new or highly refurbished rolling stock.

What the impact of all these changes will be on the potential for WCML trains to call at Carnforth in the future is not currently clear, and will not be so for several years. Furthermore the future pattern of new housing development could also have a significant impact on the potential viability.

Whilst work has been done on the viability of reopening the main line platforms in the past, such work would need to be refreshed in order to put forward a case for reinstatement to Network Rail. There is also a potential alternative to reinstating the main line platforms which would allow services to stop at the current platforms before rejoining the WCML. Whichever solution was pursued, there would be substantial capital and revenue costs involved and so a strong economic case would need to be demonstrated to secure funding.

At a time when the County Council's resources are tightly stretched, we do not feel it would be appropriate to produce a business case for northwards connectivity at this moment in time, given there are so many unknowns affecting what could be expected of the station.

However, we do feel that improved northbound connectivity is worthy of further investigation and we will take the lead on this.

There have also been long standing aspirations to develop better linkages between Carnforth and both Barrow and Ulverston to benefit from the economic growth potential at the proposed Sellafield (Moorside) Nuclear Power Station and at the GlaxoSmithKline site in Ulverston. The north of Lancaster district could provide a residential base to some of the workers employed on these sites and so could add further impetus to enhancing connectivity at and services through Carnforth.

We will therefore look at both these issues as part of the **Morecambe Bay Connectivity Study** described earlier, which will consider the evidence and potential for improvements across all sustainable transport modes around Morecambe Bay, including at Carnforth.





## Rural Lancaster

By their nature, the rural areas of Lancaster tend to be very dependent on the car, which can not only lead to local problems on the highways network, but makes life very difficult for those who, for whatever reason, do not have their own transport:

- Rural isolation and an ageing population both present health and wellbeing issues for the health sector, so there is a real opportunity to work together to maximise the benefits of reducing social isolation for organisations as well as individuals.
- Young people who don't have access to a car can find it very challenging to reach education and employment, to the point that they may be forced to leave their own community to find suitable work and housing.
- Car dependence is unlikely to be sustainable in the longer term, both on cost grounds and through the need for carbon reduction. Car ownership in rural areas is likely to become increasingly unsustainable, so alternatives need to be in place sooner rather than later.
- More than in any other area of the county, visitors need to be able to travel without a car and there is a definite need to support a sustainable visitor economy to ensure that the natural environment is protected while its economic benefit is maximised.

These problems could be compounded in the future if consideration is not given to sustainable access when considering the scale and location of future housing and employment needs within existing rural communities.

We therefore need to do what we can to make more sustainable modes available where possible, both for those who don't have the choice of a car and for those who would want other options, whether through age or cost. However, the car will remain a vital part of rural transport and we therefore need to do what we can to make car ownership itself as sustainable as possible.

### How do we make it happen?

**Maintaining rural connections** will require an integrated approach across all modes of transport to make rural travel as sustainable as possible in the future.

Both walking and cycling have a definite role to play in supporting rural travel. Both have the potential to provide the start and finish of longer journeys if there is a truly convenient option for longer distance travel that doesn't involve the private car. The 'Lancaster Links' programme outlined later in the masterplan is not

intended to be purely urban, but to provide both links into the rural area and support for interchange to other modes.

However, those other modes are currently limited, whether bus or community based transport or, for those close enough to a station, rail. Furthermore, funding for conventional subsidised bus services is difficult in the current economic climate, which adds further urgency to our need to find the most cost effective solutions to ensure access to and from the rural area.

Work set out in other masterplan areas will provide evidence on where the need for intervention is greatest and we will extend this work to include the district of Lancaster. In line with likely future funding requirements, the study will focus on where the greatest benefits can be achieved by using public money to maintain access to services.

One of the most important questions this work will inform is what genuine long term alternatives to conventional public transport, that will be sustainable into the future, might look like. Providing public transport to sparse rural areas is a problem in many other areas of the UK and in many other countries worldwide; we need to understand whether their solutions could be applicable in Lancashire and in particular in the rural areas of Lancaster District.

The demands placed on a transport network by the economy of the rural area, its residents, businesses and visitors are complex; there are a wide range of starts and destinations, of times and days of travel and of demand for travel. Any rural transport system therefore needs components that can deliver a wide mix of journey types, both regular trips on fixed days (e.g. students going to college 5 days a week in term time from one rural community) and also sudden demand for transport from any number of people, from one person needing to reach a job interview, to visitors coming into the area because it is the school holidays and the weather is good.

There are models for how community transport could evolve to meet at least some of this demand. This could include Parish bus services or social enterprises such as The Little Green Bus in the Ribble Valley. Little Green Bus is a vital transportation service in the

Ribble Valley and surrounding areas providing sustainable community services to elderly, isolated and often vulnerable members of the community.

Other options include not for profit car clubs that operate from communities. As an example, a vehicle and parking/charging point is provided to a community not for profit group. Members can hire the vehicle for those trips the group decide are important, e.g. four people needing to travel to work who have no alternative transport and can car share. Car clubs could contribute to reducing emissions if set up with an ultra-low emissions vehicle, a definite consideration where trips could be into Lancaster city centre.

The concept of car clubs could also be tied in to the development of rural transport hubs in places such as Silverdale, Over Kellet, Hornby, Wennington and Cockerham, to name but a few possible locations. With other transport modes available such as rail and/or cycle, the addition of car share clubs at these points could offer a great deal of flexibility. Parking and charging provision in small local park and ride areas at the same location and facilities for secure cycle storage could also start to provide the numbers of passengers making a regular journey that conventional public transport is good at supporting.

Rail stations are another potential local transport hub. However, that presupposes that the rail service itself is adequate to support regular use, particularly by commuters. The **Bentham Line** between Carnforth and North Yorkshire currently has low passenger numbers, but it also has the potential for significantly improved patronage.

From Carnforth, the Bentham Line runs eastwards to join the Settle-Carlisle line just south of Settle. Of the four stations on this part of the line, only one is in Lancashire, at Wennington, with a station at High Bentham just outside the county.

Services on the line have been discussed, and it is not surprising that patronage is low, with fewer than 3,500 journeys to and from Wennington station in 2014/15. Whilst current use would suggest that the line serves little purpose other than as a scenic leisure route for those who know of it, even now the line offers a faster, cheaper route to Leeds from Carnforth station than travelling via Preston and Manchester. This gives the line the potential to play a bigger role in both Lancashire and North Yorkshire than it currently does:

- There is a clear leisure market that could be reinforced by both increasing the attractiveness of Carnforth as a destination in its own right and by easy onward connections to Cumbria and the Southern Lake District as well as the Yorkshire Dales.
- The line might also be able to play a bigger role in local travel, particularly if more housing were to be located in the Carnforth area.

We will engage with our rail industry partners, the Community Rail Partnership and North Yorkshire County Council to consider the implications of new development on the line and therefore how the line and the services on it can be improved in the future.

For areas around Morecambe Bay, we will look at the rural transport issues as part of the **Morecambe Bay Connectivity Study**. This will consider the evidence and potential for improvements across all modes of sustainable transport around Morecambe Bay, including the Arnsdale and Silverdale Area of Outstanding Natural Beauty.

## Lancaster Links

### An integrated multi-use/cycling network for the district

As well as reducing traffic and therefore improving air quality, the economic and health case for cycling and walking is now well established:

- An active population is a healthier one, leading to significant reductions in cost for the public sector, particularly the NHS, and also for businesses, which lose fewer staff days to ill health.
- The community also benefits as more people are out and about so perceptions of wellbeing and personal safety improve.
- The economy benefits as footfall is increased; shoppers on foot tend to spend more in town centres than those who come by car and
- Evidence now shows that more and more inward investors are attracted to those areas where high quality sustainable travel options exist, particularly among high tech firms.

However, if we want to see more people cycling and walking, then making everyday journeys by cycling and walking has to be as ordinary and normal as going by car, and we need to treat them as such when we plan for them.

Car drivers expect to go door to door or if they interchange to have convenient parking. They expect direct connections that are well maintained. They expect to be able to leave the car conveniently at their destination and find it there when they get back. They expect to make the journey in safety.

Why should cyclists and pedestrians expect less? Cycling in particular shouldn't be a minority pursuit or something just for a family day out. Like walking, it should be part and parcel of everyday life, so if we want it to be seen that way, we need to plan it that way, regardless of current levels of use.

We need to plan our active travel (predominantly cycling and walking) network around and with the people who use it - the dedicated cyclists who want a direct on road route, the less confident who want quiet roads or off road facilities and the families who need a wholly safe environment for leisure.

But in the planning we need to acknowledge that we work with limited resources, so we need to prioritise what we deliver on the

ground, making the best use of funding as and when it becomes available.

All active travel offers health benefits, so we need to focus on where we will get the biggest return on funding beyond just health:

- Improving road safety
- Improving air quality and, in some ways the most important,
- Supporting access to economic activity, including urban centres, employment and education and the leisure economy.

### Lancashire Cycling and Walking Strategy

The Lancashire Cycling and Walking Strategy is being developed by a partnership of local authorities, public health, recreation, cycling and walking organisations. The strategy will be aligned to the five Highway and Transport Masterplans and cover all 12 districts of Lancashire and the two unitary authorities of Blackburn with Darwen and Blackpool. The aim of the 10 year strategy will be to promote active and sustainable travel behaviour to help deliver economic prosperity and growth whilst supporting physical and mental health and improving local air quality.

The vision of the strategy will be for 'More people walking and cycling for everyday and leisure journeys in Lancashire'. It will set out how the level of active travel can be increased through investment in network infrastructure, behaviour change activities and strong promotion of our walking and cycling assets. These measures will ensure our urban and rural neighbourhoods and towns are pedestrian and cycling friendly and that our residents and visitors have access to high quality training, support and information. The strategy will be setting bold targets on increasing the number of people cycling and walking, the number of children walking to school and also increasing physical activity levels.

The strategy will give us more opportunities to obtain future government investment to create safe, attractive and well connected networks, which will help support the creation of good quality public realm and liveable communities. The strategy will also help us focus on where to target investment through the preparation of active travel implementation delivery plans for each of the five Highway and Transport Masterplan areas. 'Lancaster Links' will be part of this **Cycling and Walking Delivery Plan for Lancashire**.

The City of Lancaster with Morecambe was one of the original six places in the country to be named a 'Cycling Demonstration' Town, back in October 2005. Since then, it has also received funding through the Local Sustainable Transport Fund. Lancaster's track record with cycling makes it the only possible district where we can develop cycling by building on extensive work already done to create a step change in cycle usage.

The potential for significant traffic reduction due to the short distance of many journeys also makes it imperative that cycling and walking become the obvious and most convenient choices for these journeys.

This is not just about painting lines on a road though. The network will look to provide significant provision where it is needed and many good suggestions for new routes and support measures have already been proposed which will all be carried forward into the development of this strategy.

Using best practice from around the country and working with our partners, including Lancaster City Council, Dynamo, Sustrans and Living Streets, we will design a complete active travel network together with a scalable package of measures to support the network's users. We will then do what we can, when we can, to deliver the strategy, with public sector and developer money going into those schemes that bring benefit the quickest.

We want the district to develop as an exemplar of active travel for rest of county, demonstrating the widespread benefits that cycling and walking bring when they are the day to day choice for shorter journeys.

### The Network

- **Strategic Routes** connect key destinations, typically between the main centres (South Lancaster, the city centre, Morecambe, Heysham, Carnforth, and Hornby/Wray). There are three main types of strategic link, each of which will have a common design and maintenance standard so that users know what to expect of each type of link:
  - **Superhighways** will be on road or pavement, dedicated routes aimed at confident cyclists who are likely to be travelling to employment or education, where speed and convenience are the primary concern.
  - **Quiet roads** will be just that, on road routes chosen to be safe, with limited traffic on them and which will be suitable for less confident cyclists or those who are in less of a hurry.
  - **Greenways** will be dedicated multi-user off road routes which can be used by everyone as by their nature they will be free from motorised traffic; greenways will provide a key leisure and tourism facility.

Each strategic route will be designed to use the most appropriate type of link and may use more than one type. As examples, from Heysham to Lancaster, a superhighway would be less direct than a combination of greenway and quiet road, whilst between Lancaster city centre and the university there is already sufficient volume of traffic to justify a superhighway as well as the existing combination of off road and quiet road provision. Existing provision will be brought into the network and where necessary be brought up to strategic link standards.

Strategic routes will include the Lancashire Coastal Way and the Lancaster Canal towpath long distance paths. These will continue to be developed as greenways, although in the case of the Coastal Way there may need to be sections of quiet road.

The first of these new Strategic Routes will be the **Heysham to Lancaster Greenway Route**. There is already evidence of significant demand for this





link and it will, with other work to be carried out in Morecambe, allow the creation of a complete loop of attractive off-road/quiet road links. Since the Heysham to Lancaster link is at a more advanced stage than other parts of the proposed multi-user network, it provides an early quick win for the whole strategic multi-user network concept in the district.

- **Local Links** allow the short journeys in the local community to take place. Active travel to school, to the shops or just to enjoy being out and about, are key to local economies and also facilitate any journey involving public transport, even if that is simply walking to the bus stop. Local Links will be absolutely fundamental to achieving the vision of this masterplan.

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 issues. In other areas, we can only identify where problems may be occurring. 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. 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

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

'Lancaster Links' will form another element of the **Lancaster City Movement Study** mentioned above.

For both Strategic Routes and Local Links:

- The level of cycle use has a crucial impact on the safety of the route. We need to engender a critical mass of cyclists, for as more people cycle, so more people understand cycle safety, so cycling becomes safer, so more people cycle, so there are fewer cars, so cycling becomes safer, and so on.
- Cycling infrastructure can work both ways; not only should it make cycling safer and more attractive, it can make driving the same route less convenient, thereby encouraging a shift to active travel.

- All evidence shows that for active travel modes to become everyday choices, routes must be the most convenient available, they must be well maintained and they must be, and feel to be, safe to use.

**Network Access and Support**

The network will only function if everyone who wants to can access it. Using Local Links to access Strategic Routes should be straightforward, but the network is also intended to enable active travel to be a sensible option for parts of longer journeys.

This is a particular issue for cyclists, so key to network access will be to ensure that Park and Ride sites and railway stations have suitable provision for those who arrive by and want to travel on by bike or who arrive by bike and want to travel on by car or train, possibly leaving their bike behind in secure storage.

However, park and pedal provision doesn't need to be at conventional destinations; with suitable agreements in place, leisure centres and even small car parks that would otherwise not be used during the day can be successful.

Provision needs to reflect use and demand. That means that over time, as there is more demand for a specific location, what is provided there can become more comprehensive, providing long term funding solutions can be found. What initially might start as simply the ability to bring your bike with you, park up and then cycle could be developed by adding further facilities such as secure lockers, cycle hire, secure delivery service lockers, repair shops and so on, up to bespoke, dedicated cycle hubs with shower facilities and cafes.

Securing good network access will involve investigating which of the many bike hire schemes that are operational could best work in Lancaster, as well as working with partners to build existing schemes such as Northern Rail's Bike & Go. However, given current limited public finance, any such scheme would have to be self-sustaining.

We will also need to consider how 'Lancaster Links' could enable access to employment and education for those who would otherwise struggle to reach it, whether by some form of longer term bike hire or by working with partners.

Lastly, we will need to work with all our partners to make sure that we are promoting cycling effectively and that we are training people to cycle, both future generations and those adults who have perhaps never cycled or who need a confidence boost to do so again.

Figure 17: Lancaster Links – Strategic Routes

- ■ ■ ■ ■ Superhighway
- ◆ ◆ ◆ ◆ ◆ Greenway
- Lancaster Canal towpath
- ● ● ● ● Lancashire Coastal Way
- ● ● ● ● Potential Coastal Way extension



## Ultra Low Lancaster

### A district wide Ultra Low Emission Vehicle (ULEV) Strategy

To complement our proposals for better public transport and cycling/multiuser networks, we want to make the district an exemplar of why ULEVs must also be a core part of any local transport strategy. Whilst ULEVs may not reduce traffic numbers, they will be vital in reducing the emissions from the residual traffic in the city centre; a major factor in improving air quality and making the city centre a healthier and more pleasant place for people.

There are now few people who would argue that our society's current dependence on the car is sustainable. However, there will always be people who need to use a car and for who it would be difficult if not impossible to provide other transport that was as cost effective and functional, particularly those with mobility issues and those who live in very rural areas.

The car is therefore a crucial part of any sustainable highways and transport network, whether for private or business use. Likewise, vans and HGVs will be irreplaceable forms of transport for the foreseeable future and we are encouraging bus use.

All these vehicles have the same issues though; they cause congestion, they are resource hungry in their construction and they cause significant pollution. We therefore need to view all motor vehicles, regardless of how they are powered, in the same way we regard other undesirable but inescapable aspects of society and establish a hierarchy of use minimisation.

The hierarchy that has driven transport strategy in Lancashire for many years is:

- 1) Minimise use – walk or cycle where possible
- 2) Use public transport where possible
- 3) Use motor vehicles only when there is no choice.

However, at least as far as local pollution is concerned, not all vehicles are created equal. ULEVs may be no better than their more traditional cousins in most regards, but they do at least have few or no tail pipe emissions.

The other major benefit of ULEVs are that, although they are currently more expensive to buy, they are much, much cheaper to run; pure electric vehicles in particular cost a fraction of what it costs to keep a conventional car on the road and fuelled. In the

longer term electric vehicles could keep car ownership affordable for those who need them if the relatively expensive purchase cost reduces and oil prices increase again.

The existing hierarchy therefore needs to be modified:

- 1) Don't use a motor vehicle unless you need to
- 2) Use ULEV public transport (buses then taxis) if you can
- 3) Use any other public transport (buses then taxis)
- 4) Use a ULEV
- 5) Use conventional vehicles only if there is no choice.

ULEVs are a new technology and as with anything new and a bit different, it takes time and patience to make adopting the new a routine choice. Getting to the point at which ULEVs are normal on our roads will not happen quickly without help.

However, by making ULEV vehicles a) more common and b) giving them preferential treatment, we want to dramatically increase their uptake.

There are a number of potential strands to this:

- Buses – ULEVs on services working in the city centre, particularly on the Park and Ride service and future 'Lancaster Reach' bus rapid transit services;
- Taxis – ULEV taxis supporting access to the city centre, with local policies favouring them;
- Vans and fleet vehicles – ULEVs working in the city centre for maximum visibility and maximum benefit to reduced emissions;
- Car clubs in areas of Lancaster dependent on access via the city centre – access that other vehicles could potentially be denied;
- Car clubs to provide access across the city centre;
- Car clubs tied to Park and Ride and to rural centres, to make commuting as sustainable as possible – potentially with free Park and Ride use;
- Infrastructure - Charging points are key to establishing the market and are needed at car parks, rail stations and key business locations, but also at key locations in the rural areas;
- Infrastructure – the district's residents and businesses don't just travel in the district; key areas of influence including
- 

Preston and South Lakes (for tourism and the domestic market) will need to have infrastructure in place as well;

- Infrastructure – households need to be able to charge vehicles at home; and
- Education – we can't rely on just making ULEVs more common, we need to actively make the case for change and make it easy for people to switch, via dedicated media and events.

Like all public sector initiatives, implementation of much of the strategy will be dependent on what funding we can source, but of all the proposals in the

masterplan, this strategy probably has the widest range of partners who can bring resource to the projects. We want to work with our partners in local government, in health and with central government. We also want to work with private sector partners in the automotive industry, in public transport and with taxi operators and fleet managers.

Our engagement with a variety of partners has already begun. In December 2015, along with Lancaster City Council and Stagecoach, we were successful in securing a bid for £288,150 from the Department for Transport's Clean Bus Technology Fund. The bid aims to modify 17 buses with new technology to reduce NOx emissions by at least 50%. The buses that will be modified will operate on the 2, 2A, 2X and 3 services operating from Heysham/Morecambe to Lancaster University. These services provide a service every 10 minutes and travel round the Lancaster gyratory system, as a result of this, the modifications will impact the most on the Lancaster Air Quality Management Area.

The County Council has until now watched the developing ULEV market in order to ensure that our limited resources were not spent on infrastructure that was underutilised and, potentially, out of date when the ULEV did finally take off.

Record sales of electric cars now being recorded quarter by quarter. We therefore feel that, in Lancaster, the time and place are right to develop a strategy that will eventually help to guide the take up of ULEVs across the county and our own take up of electric fleet vehicles.

Lancashire County Council has secured funding from the Department for transport to install 150 electric vehicle charging points across Lancashire by March 2018, some of which will be located in Lancaster district.

## Next Steps

This masterplan represents the beginning of a programme of highways and transport infrastructure delivery to serve the district of Lancaster over the next 15 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 England, Network Rail - and the support of the private sector and developers as well.

To stand the best chance of delivery, we must get these proposals ‘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.

The proposals in this masterplan will affect us all. They will support and safeguard Lancaster’s economic ambitions, relieve congestion, offer real choice in the way we travel, improve our health and enrich our experience in our city and town centres.

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 the district of Lancaster’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.

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.

The speed and certainty with which we will be able to implement new infrastructure will be directly linked to developer contributions.



## Indicative Milestones

(LCC = Lancashire County Council)

Project	Delivery Agency	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024 and beyond
<b>Heysham to M6 Link Road (Bay Gateway)</b>	LCC	Road Open Autumn 2016								
<b>Lancaster City Action Plan</b>	LCC	Action Plan produced	On-going Implementation through works arising from Lancaster City Movement Strategy							Works complete 2025/26
<b>Caton Road Gateway: M6 Junction 34 Park and Ride/Cycle</b>	LCC/Operator	Open Autumn 2016								
<b>HGV Movement Strategy</b>	LCC	Strategy Consultation	Strategy Implementation							
<b>Lancaster City Council Air Quality Action Plan</b>	LCC/City Council	Air Quality Study initiated	Baseline assessment	Identify measures/ evaluate impacts	AQAP adopted	Monitor outcomes				
<b>Lancaster City Place Shaping: Lancaster City Movement Study</b>	LCC/City Council		Data Collection, Options Identification and Appraisal, Consultation		Design, Business Case and Funding		Works start			Works complete in 2025/26
<b>Lancaster Reach Bus Rapid Transit Network</b>	LCC/PT Operators	Feasibility Study completed	Project Development and Consultation		Design, Business Case and Funding		Works start		Works complete and services operational	
<b>Lancaster South Supporting Infrastructure: Reconfiguration of M6 Junction 33</b>	LCC/HE	Initial feasibility completed	Data Collection, Options Appraisal and Consultation		Design, Business Case and Funding		Works start	Works complete		
<b>Lancaster South Supporting Infrastructure: Local Road Network</b>	LCC	Local Plan Consultation Early 2017	Local Plan Submission to SoS November 2017	Local Plan Adopted September 2018	Progress dependent on development of Bailrigg Garden Village concept					
<b>A6 Hala Road Junction Improvement</b>	LCC	Design and Consultation	Works completed							
<b>A6 South Lancaster to City Centre Route Management Plan</b>	LCC	Options Identification and Appraisal, Consultation		Design and Funding	Works start		Works complete			
<b>Ultra-Low Lancaster: A district wide Ultra Low Emission Vehicle (ULEV) Strategy</b>	LCC/City Council	Clean Bus Technology Implementation Starts							Implementation complete	
<b>Greyhound Bridge Major Maintenance Scheme</b>	LCC									
<b>Morecambe Place Shaping</b>	LCC/City Council/ Developer	Implementation starts							Implementation complete	
<b>Morecambe Bay Connectivity Study (including Carnforth Railway Station)</b>	LCC/Cumbria CC/ Network Rail/ Train Operators		Study completed	Implementation will depend on an assessment of potential options						





Project	Delivery Agency	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024 and beyond
Heysham to Lancaster Greenway Route	LCC		Works complete							
South Heysham Highway Network Review	LCC		Review completed							
Carnforth Place Shaping	LCC/City Council				Option Identification and Consultation	Design and Funding	Works complete			
Lancaster Links Integrated Multi-use/Cycling Network	LCC/City Council									

## Funding

(All figures £m and indicative)

Project	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Total	Comments
Lancaster City Action Plan	Revenue Funding									Implementation through works arising from Lancaster City Movement Strategy.
Caton Road Gateway: M6 Junction 34 Park and Ride/Cycle										Infrastructure cost included in Heysham to M6 Link Road scheme.
HGV Movement Strategy		0.25							0.25	LCC commitment.
Lancaster City Council Air Quality Action Plan	Revenue Funding									
Lancaster City Place Shaping: Lancaster City Movement Study		Revenue Funding		3.5	4.0	c10.0	c10.0	c10.0	c57.5	Works to continue in 2024/25 and 2025/26 at c£10m per annum. Final outturn cost dependent on scale of works and full delivery dependent on securing future Department for Transport local major transport scheme funding.
Lancaster Reach Bus Rapid Transit Network		Revenue Funding		0.75-3.0	0.75-3.0	7.5-15	7.5-15		c16.5-36	Final outturn cost dependent on scale of works and full delivery dependent on securing future Department for Transport local major transport scheme funding.
Lancaster South Supporting Infrastructure: Reconfiguration of M6 Junction 33		Revenue Funding		1.4-2.5	1.4-2.5	c18.6-27.5	c18.6-27.5		c40-60	Final outturn cost dependent on option and delivery subject to securing Growth Deal, developer and/or Road Investment Strategy funding.
Lancaster South Supporting Infrastructure: Local Road Network				Spend profile dependent on development of Bailrigg Garden Village concept					c22.0	Final outturn cost subject to Garden Village design considerations and delivery subject to developer funding. Assumes two crossings of the West Coast Main Line required.
A6 Hala Road Junction Improvement		0.7							0.7	LCC commitment.
A6 South Lancaster to City Centre Route Management Plan			1.0	3.0	3.0	3.0			c10.0	Final outturn cost dependent on scale of works and full delivery may be dependent on securing developer contributions and future integrated transport block allocations.
Ultra-Low Lancaster: A district wide Ultra Low Emission Vehicle (ULEV) Strategy	On-going revenue and capital requirement. Cost subject to final design and delivery dependent on securing funding									Final outturn cost unknown.
Greyhound Bridge Major Maintenance Scheme										
Morecambe Place Shaping	0.2								0.2	LCC Commitment 2016/17, full delivery subject to developer commitment and future integrated transport block allocations.
Morecambe Bay Connectivity Study (including Carnforth Railway Station)		0.15							0.15	Funding not yet committed. Potential for a financial contribution from Cumbria CC. Any interventions requiring capital funding to be included in a future revision of this masterplan.

Project	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Total	Comments
Heysham to Lancaster Greenway Route	0.4								0.4	LCC commitment
Carnforth Place Shaping					1.0	1.0			2.0	Delivery subject to securing developer contributions and future integrated transport block allocations.



<b>Total</b>	<b>0.6</b>	<b>1.1</b>	<b>1.0</b>	<b>8.65-12.0</b>	<b>10.15-13.5</b>	<b>c40.1-56.5</b>	<b>c36.1-52.5</b>	<b>c10.0</b>	<b>c149.7-189.2</b>	<b>Includes £20m post 2023/24</b>
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## Appendix 1: Heysham to M6 Link Road Complementary Measures

### The Lancashire County Council (Torrisholme to the M6 Link (A683 Completion of Heysham to M6 Link Road)) Order 2013

#### Schedule 2: Requirements

##### Highway approvals and complementary measures

10 – (1) No part of the authorised development is to commence until details of the proposed improvements to Junction 34 of the M6 Motorway as shown in outline on the special roads plan have been submitted in writing to, and approved in writing by, the Secretary of State for Transport.

(2) The details to be submitted under sub-paragraph (1) must include:

- (a) details of the interface between the link road and the existing highway alignment;
- (b) details of the carriageway markings and lane destinations;
- (c) details of drainage, maintenance access, visibility zone requirements, service ducts, signage and lighting;
- (d) confirmation of compliance with the current Design Manual for Roads and Bridges (DMRB) and all other Department for Transport standards or with approved relaxations or departures from such standards;
- (e) independent stages one and two road safety audits carried out in accordance with current DMRB standards and advice notes, stage two to take into account any recommendations of the stage one road safety audit; and
- (f) a project appraisal report pursuant to the New Approach to Appraisal guidance.

(3) No part of the link road is to be opened to vehicular traffic until the highway works approved in accordance with sub-paragraph (1) have been constructed.

(4) The link road must not be opened to vehicular traffic until gateway markings or rumble strips have been marked out on the surface of the A6 to the south of Slyne with Hest village in a position to be first approved in writing by the relevant planning authority.

(5) The Park and Ride site at Junction 34 of the M6 motorway must be completed and available for use before the link road is fully opened to vehicular traffic. The Park and Ride site is to be brought into use when available road space is created on Caton Road but not more than 1 month after the link road has been fully opened. Appropriate supportive priority measures for bus services linking the Park and Ride site to Lancaster City Centre must be implemented within 12 months of the link road being fully opened to traffic.

(6) The link road must not be fully opened to vehicular traffic until an action plan of complementary traffic measures has been submitted to and approved in writing by the relevant planning authority, which must have regard to the findings of Lancaster and Morecambe Vision Board Study and include:

- (a) a review of the City Centre gyratory systems;
- (b) an investigation into the extension of the proposed Park and Ride network beyond the site at Junction 34 of the M6 Motorway;
- (c) a detailed feasibility study for a rapid transit route from Lancaster city centre, rail station and bus station to Morecambe and Heysham; and
- (d) a schedule of those measures that are to be implemented.

## Appendix 2: Glossary

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

**Air Quality Management Area** – This is a location where pollutants in the air exceed those stated within the National Air Quality Strategy for England and Wales.

The action plan must aim to prevent road traffic growth within the central Lancaster area increasing to predicted “do minimum” levels between the opening and design years of the link road (thereby negating planned relief) and contain a timetable for implementation of the measures to be carried out.

(7) The complementary traffic measures set out in the schedule to the action plan approved in accordance with sub-paragraph (6) must be carried out in accordance with the approved timetable or no later than 10 years of the opening of the link road whichever is the earlier.

(8) The link road must not be fully opened to vehicular traffic until the undertaker has completed statutory consultation upon a proposal to make a traffic regulation order prohibiting HGVs from roads forming part of the A6 in central Lancaster and along the A589 Morecambe Road east of the link road, except for access.

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

**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).

**Congestion**

The definition of congestion used in this document is shown in the table below and is based on the comparison of observed average peak hour speeds (Monday to Thursday during term time) and off-peak (00:00 to 05:00) free flow speeds.

Peak hour speed <30% of free flow speed	Severe congestion
Peak hour speed between 30 and 60% of free flow speed	Congestion
Peak hour speeds >60% of free flow speed	No congestion

**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.

**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.

**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'.

**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.

**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.

**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.







# District of Lancaster Highways and Transport Masterplan

## **Consultation Report – Draft Masterplan**

September 2016

## **1. Introduction**

- 1.1 This report provides details of the consultation and engagement of the draft Lancaster Highways and Transport Masterplan. The draft Lancaster Highways and Transport Masterplan sets out the County Council's ideas for a future highways and transport strategy for the Lancaster.

## **2. Main Points Arising from the Consultation**

- 2.1 Across all consultation groups support was given to the Lancaster Highways and Transport Masterplan.
- 2.2 There were calls for an additional crossing of the River Lune to ease and congestion and aid developments on Luneside.
- 2.3 There were various suggestions made for new infrastructure, corrections and additional references to be included.
- 2.4 There were various suggestions made for rail improvements including, electrification, increased services and additional stations.
- 2.5 There was support for proposals to reconfigure the gyratory and a number of suggestions as to how this could be achieved, however there were concerns expressed that this could lead to localised 'rat running' and limit connectivity between south Lancaster and Morecambe and Heysham.
- 2.6 The proposals to integrate the prom and town centre at Morecambe were welcomed
- 2.7 The proposals for a rapid transit system were welcomed.
- 2.8 The proposals to reconfigure J33 of the M6 were welcomed and a number of suggestions were proposed in terms of how traffic could bypass Galgate.
- 2.9 A number of cycling infrastructure suggestions were proposed to link the city and major employers.
- 2.10 Whilst a park and ride at J34 was welcomed it was emphasised that this must be priced realistically, offer regular services and incorporate bus priority measures
- 2.11 Calls for joined up working between the various planning authorities
- 2.12 A full list of all comments received as part of the consultation are included as Appendix 1.

## **3. Consultation and Engagement**

- 3.1 A nine week consultation on the draft Lancaster Highways and Transport Masterplan was carried between 23 March and 22 May 2015. Views were sought from District Councils, Members, Stakeholders, District and Parish Councils and members of the public.
- 3.2 Consultation and engagement was sought with a wide variety of stakeholders. Consultation events, with staff on hand to answer any queries relating to the draft Lancaster Highways and Transport Masterplan were held at various locations throughout the Lancaster district; these included: Lancaster, Morecambe and Carnforth.

3.3 To publicise the masterplan two news releases were issued with details of the consultation period (18 March 2015 – PR15/0133) and one with details about the time extension of the consultation (24 April 2015 – PR15/0186). The two press releases generated seven articles printed in the local media and was mentioned six times on BBC Radio Lancashire. For each story we create a total score depending how positive or negative the story is and how widely the story appears. This total score can range from -8 to +8 for each story with any positive score representing a positive story. The average score for all Lancaster masterplan related articles is 4.8 (fairly positive).

3.4. For more details relating to media activity see appendix 2.

## 4. Questionnaires

4.1 A key consultation exercise was a questionnaire relating to the proposals outlined in the draft Lancaster Highways and Transport Masterplan. This identified key aspects and sought views on whether the masterplan captures the issues and challenges facing the Lancaster.

4.2 Key findings included:

- For developing the masterplan, respondents were most likely to agree with option 3 – improve and extend (74% agree).
- For developing the masterplan, respondents were most likely to disagree with Option 1 – do only what we need to (78% disagree).
- Around two-thirds of respondents (65%) agree with our intention to make Caton Road the principal gateway into the city for traffic from the M6, from both north and south.
- Around three-fifths of respondents (59%) agree with our proposals for Lancaster city centre place-shaping.
- Around three-fifths of respondents (61%) agree with our intention to remove traffic from the city centre to make it a more attractive and healthier place to be.
- Around nine in ten respondents (87%) agree that it is important to make sure that traffic doesn't run through residential areas.
- Around two-thirds of respondents (67%) agree that Junction 33 of the M6 should be relocated to north of Galgate to enable the removal of through traffic from the city centre and make sustainable modes of travel viable.
- Around seven out of ten respondents (68%) agree with the proposal for a South Lancaster Park and Ride/Cycle facility at the relocated junction.
- Around three-quarters of respondents (74%) agree with the proposal for a rapid transit service between Heysham and South Lancaster.
- Around four-fifths of respondents (81%) agree with the proposal for an integrated multi-use/cycling network for the district.
- Three-fifths of respondents (60%) agree with the proposal for a district wide Ultra Low Emission Vehicle (ULEV) Strategy.

- Around three-fifths of respondents (58%) agree that traffic on part of Marine Road Central Morecambe should be limited to make the seafront a more attractive public space and better link it into the town centre.
- Around three-fifths of respondents (59%) agree that Carnforth town centre should be made more pedestrian friendly.
- Respondents were asked how strongly they agree or disagree that there needs to be better connectivity around Morecambe Bay by rail, cycle and road. Respondents were most likely to agree that there needs to be better connectivity around Morecambe Bay by rail (87% agree) and least likely to agree that there needs to be better connectivity around Morecambe Bay by road (66% agree).
- Three-quarters of respondents (75%) agree that Morecambe needs better rail connectivity.
- Around two-thirds of respondents (63%) agree that the Bentham line needs to be improved.
- Around seven out of ten respondents (71%) agree that there should be northbound connectivity from Carnforth station.
- Around all respondents (96%) agree that connections into and out of the rural area for people without a car must be maintained.

4.3 Further detail and analysis from the questionnaires are included as Appendix 3.

## **5. MPs, Councillors and Political Parties**

5.1 A briefing for County Councillors was held on the draft Lancaster Transport and Highways Masterplan during the consultation. For those councillors who were unable to attend, the event was webcast and documents were posted on the members' portal. A briefing was also given to the MP for Lancaster and Fleetwood and to Lancaster councillors. Representation was also received from 2 political parties. Issues to emerge include:

- Calls for a new bridge of the Lune linking major employment sites
- A new railway station at Lancaster University
- Calls for an additional junction rather than relocate J33 north of Galgate
- Concerns expressed in terms of how the masterplan will be delivered and calls for more detail proposals and funding information
- Support offered for the Caton Road Gateway, emphasising the need for dedicated bus priority, with additional suggestions to improve the built environment along this corridor.

## **6. District Councils**

6.1 Responses were received from 3 District Councils; Lancaster City Council, Wyre Borough Council, and Ribble Valley Borough Council. Issues raised include:

- Concern that the proposals to relocate junction 33 will impact on travel from Wyre.
- Calls for a railway station at Garstang and Lancaster University.



- Calls for the masterplan to explore increased connectivity between areas in the South Lakes.
- Suggestions for a bridge over the River Lune to serve the ongoing Luneside development.
- Calls to commence the Lancaster City Centre Action Plan as a matter of urgency.
- Calls for elements of the Masterplan to be accelerated to ensure full compliance with the EU air quality standards by 2020.
- Calls that the evidence work which will underpin the Masterplan is prepared at an appropriate time to coordinate with the preparation of the local development plan.

## **7. Town and Parish Councils**

7.1 Town and Parish councils within and adjacent to the Lancaster were consulted.

## **8. National Stakeholders and Local Stakeholders**

8.1 Emails were sent to a wide range of stakeholders informing them of the consultation. Guidance from the Local Transport Plan 3 was used in terms of identifying recommended statutory and no statutory stakeholders.

8.2 Responses from stakeholders were received by letter, email, and online questionnaire. Responses were received from both national bodies and local stakeholders. The responses varied depending on the type of organisation represented and often related to the interest the group represented; issues raised included:

- Requests made from specific stakeholder groups for their interests to be more widely represented within the masterplan.
- Calls from various stakeholders to be informed as the masterplan progresses.
- Concern expressed at the lack of focus on the needs of bus passengers.
- Emphasise the need to address access to and from the motorway at J33 of the M6.
- Disappointed at lack of reference to the role of heritage.
- Detailed infrastructure improvements to enhance cycling between the city centre and the university.
- Concerns expressed in terms of securing funding for the projects outlined within the masterplan.
- Calls for the development proposals at Whinney Carr to be incorporated into the masterplan.

## **9. Members of the Public**

9.1 78 comments came via letter, printed and online questionnaires. Issues raised included:

- Calls to reopen the mainline platforms at Carnforth.
- Calls for a new crossing of the Lune.
- Specific infrastructure suggestions.

- Calls for a Galgate bypass with detailed route suggestions.
- Concern expressed in terms of connectivity between South Lancaster and Morecambe and Heysham if the gyratory is severed.
- Suggestions given in terms of reconfiguring the gyratory system

## 10. Conclusions

10.1 Consultation has been undertaken to gain a wider understanding of the important travel and transport issues and challenges in the Lancaster. Consultation has taken place with a wide range of interested parties, including district councils, town and parish councils, stakeholders, and the general public.

10.2 Due to the wide geographic spread and strategic nature of the proposals outlined in the draft Lancaster Transport and Highways master plan many of the responses received are very detailed and not all points can be covered in this overarching report. Many of these comments provide important and valuable suggestions and local intelligence and will be considered and taken forward as the master plan progresses.

10.3 Appendix 1 to this report sets out in summary tables the main issues raised in the consultation by members, district councils, town and parish councils, stakeholders and members of the public.

10.4 Further consultation in relation to individual schemes will take place as the master plan process progresses and respondents to this consultation process will be informed.

## Appendix 1: List of Comments Received

<b>DISTRICT COUNCILS</b>	
Lancaster City Council	<p>With regard to the current consultation taking place on the above document.</p> <p>Due to the full-authority local elections on 7 May Lancaster City Council is unable to obtain the approval of elected members in order to provide a formal response before the conclusion of your consultation period on 22 May. Following the election of a new Mayor and Deputy Mayor on the 22 May the council will meet to allocate portfolios and committee memberships on the 26 May.</p> <p>The City Council fully recognises the importance of this document of this document in addressing transport and highway matters within Lancaster District and welcomes the opportunity offered to submit a detailed formal consultation response once the new Council administration is formally in place.</p> <p>Following discussions with Hazel Walton, Transport Planning Manager, the City Council welcomes an extension of time in submitting comments on this document until the end of July 2015.</p>
Lancaster City Council	<p>With regard to the above document. As advised by your email of the 13th May, Lancaster City submitted a holding response, stating that due to local elections Lancaster City Council was unable to submit a formal representation by the close of the consultation period (22 May) but would seek to provide formal comments as soon as possible, no later than the end of July. The Council is now in a position to submit a formal representation on the Draft Masterplan following its discussion at Council's Business Committee on Thursday, 25 June.</p> <p>The Council welcomes the opportunity to comment on the Draft Highways and Transport Masterplan and recognises the importance of this document in its ability to address transport and highway matters in Lancaster District. The City Council has now had chance to consider the content of the Draft Masterplan and would wish to offer in principal support to the Transport Vision set out and agree that the most appropriate way of achieving this vision is through the delivery of Option 3 – to improve and extend our</p>

existing transport network.

Whilst the City Council supports the overarching principals in this document, there are a number of issues that should be given due consideration when finalising the Masterplan and implementing its content. The Masterplan needs to consider how faults in the system can be fixed, given the financial constraints under which we must operate and it needs to indicate prioritisation within the actions under consideration.

The City Council acknowledges that the development of the Heysham/M6 Link Road provides not only improved accessibility to Morecambe and the Heysham Peninsula, but also the chance of a generational opportunity to influence changes within the local transport system, using the road capacity created by the new link road to incentivise other forms of sustainable travel which are integrated, user friendly and offer environmental improvements for the busy centres of the district. These alternatives should be provided at the same time as the opening of the Link Road to support the changes to people's travel habits, delay in providing such alternatives may result in lost opportunities.

We accept the multiple advantages of the ongoing enhancement of junction 34, and the potential for reducing congestion of the City's gyratory system – but we would encourage urgent investigation of apparently simple "fixes" for the perceived problems, such as:

- A short link from Willow Lane to Aldcliffe Lane and a reconfiguration of the south end of the gyratory system to permit a right turn from Aldcliffe Lane and
- A reconfiguration of the approach from the north so as to permit a right turn into the Sainsbury car parking area.
- Permitting traffic from the north and east and from the Bus Station to turn right down Damside Street to access St Georges Quay with its expanding housing area.

These modifications would allow many vehicles to avoid going round the entire circuit and would ease

the congestion currently experienced. Changes to the City's gyratory should also be considered against the creation of any potential rat-runs through residential areas as drivers seek alternative routes. Such rat-runs should be avoided through appropriate traffic management measures.

We also advocate detailed consideration of a two-way bridge for private vehicles over the Lune from the ongoing Luneside development area to the M6 Link which would further reduce pressure on the gyratory system from the housing developments across the district.

The opportunities for shifting towards more sustainable modes of transport should not be lost and to achieve such change the outcomes of some of the forthcoming studies will be vitally important, in particular the preparation of Lancaster's City Centre Action Plan. We support moves away from carbon-based fuels for both private vehicles and public transport, but provision of charging points for electric vehicles is not an immediate priority. We are concerned about the likely delay before funding is available to implement any as yet unspecified rapid transit system.

The Action Plan should seek to address the challenges of providing a positive change to traffic movements in Lancaster City Centre in the long term, but also look at how the impacts that such changes will have in the short-term on peoples travel habits on route to achieving the positive vision sent out in the Masterplan.

It is the view of the City Council that work should commence on this Action Plan as soon as possible in order to have a clear understanding of how long terms shifts to sustainable forms of transport and improvements to air quality can be achieved. This should gather evidence of all types of traffic movement, including commuter movements, leisure trips, commercial deliveries, hospital appointments and visits, the journeys to and from schools including taking children to breakfast clubs before commuting and all the journeys by residents of rural areas to access the urban centres in the district. The problems for rural residents are not solved by promoting a



modal shift from cars to cycling and walking, but could be relieved by a modal shift to the use of rail, in turn facilitated by the re-opening for passengers and electrification of the line to Heysham, when public funding is again available. Greater provision of rail services could in the long term include new stations for commuters but more services from Carnforth in the near future would enhance links to the north of the district and to Cumbria.

The delivery of an effective Transport Masterplan is fundamental to the improvement of air quality in Lancaster District, this document will form a key element of Air Quality Action Plans in the district and is therefore welcomed in principal. However, it is difficult to assess the likely impact of the plan due to the reliance on future evidence. This reliance of future evidence does not provide the urgency needed to address air quality issues. It would therefore be welcomed if the elements of the Masterplan can be accelerated to ensure full compliance with the EU air quality standards by 2020. The Masterplan should also seek to reference the City Council's Air Quality Strategy which was adopted in 2013. In particular, it was anticipated that the opening of the M6 Link would both improve air quality at the junction of Market Street with Lancaster Road and Scotland Road at Carnforth and reduce the numbers of HGVs and other vehicles using the Coastal Road and the main roads through Morecambe to access the port of Heysham. These predictions and possible sources of pollution need to be tested and the effect of the backing up of traffic from the Tesco traffic lights needs to be considered before alternative plans in the Carnforth area are evaluated.

There is concern that the Masterplan, as currently written, is over-reliant on the preparation of future evidence-based work and that it currently does not provide sufficient interventions which will introduce long-term change and address short-term interim challenges. Whilst this concern exists it is accepted that a number of variables exist which restrict the ability of the Masterplan to directly address transport matters. These variables include the stage of preparation of the City Council's own development plan and the implications of the opening of the M6/Heysham Link Road. Given these variables it is

important that the evidence work which will underpin the Masterplan is prepared at an appropriate time to coordinate with the preparation of the local development plan and to understand the short and long term impacts of the Link road on the existing transport network. Once such issue is the development of plans for the construction of a bypass for Galgate, linked to a reconfiguration of junction 33 with an additional access point to the M6 (33A) between the main Lancaster University campus and Galgate, a commitment to which would address existing issues in Galgate but could also facilitate potential new housing development in south Lancaster should it be identified in the City Council's Local Development Plan.

Lancaster City Council recognises that the role of the Masterplan will be to address both the existing transport issues and also the impact of future development within the district, as planned for via the local development plan which will be prepared by the City Council. It will be important for the Masterplan to adapt flexibility to the direction of future growth within the district to ensure that the local planning authority can appropriately meet its future development needs in accordance with national planning policy. In order to ensure synergy between the Transport Masterplan and the Local Development Plan the City Council would welcome a close working relationship with the County Council.

Given the issues raised above and the localised matters which will arise from the implementation of specific highways and transport schemes it is very important that a continuing dialogue is established between authorities – both at Member and Officer level to discuss the future assessment and study work which will underpin this Masterplan and delivery of specific schemes. It is therefore recommended that formal mechanisms are agreed to establish future involvement and address issues of governance.

For your reference and information I have also attached a note from the City Council's Political Group Leaders who met and discussed the Masterplan document on 18th June.

I trust this information will be of assistance and look

forward to your response on this matter.

- M6 Link road is not open yet, so not possible to accurately predict how it will interact with the existing network, change traffic movements and influence people's choices in movement.
- The County Council will be commissioning a number of reports and studies over the next 12 months that allow the development of projects and interventions. These should be listed and described.
- More detailed action plans describing projects and interventions for Lancaster and Morecambe will come later as formal appendices to the adopted Masterplan.
- The potential for re-working the gyratory system in Lancaster.
- The challenge of having a Park and Ride Service at Junction 34 operable by the time of the opening of the M6 Link as required by a condition of the Development Consent Order (the planning permission).
- Possibility of significantly revising Junction 33 of the M6 to accommodate housing allocations at south Lancaster, facilitate the growth at Lancaster University and the Innovation Park, and address congestion and air pollution issues in Galgate. How these could be funded.
- The order in which things happen – whether houses would be built first and the junction changed later, or should the infrastructure be in place before building new homes; or can development proceed on the basis of commitments to provide improved infrastructure
- The Masterplan's commitment to the investigation into a Rapid Transit System (for example guided buses) to provide fast and dependable transport from the University to Heysham.
- Would like to see improvements to rail network with improved services Morecambe and Heysham.
- Implications for transport on planned investment decisions including the recent decision by National Grid to transmit power from proposed new power plants at Moorside (Cumbria) via a tunnel under the bay.
- Would be useful to link Middleton Road to the existing Heysham bypass by completing a short

	<p>new link piece of road.</p> <ul style="list-style-type: none"> <li>• Need to make sure that the M6 link will remove heavy traffic out of town through the use of Traffic Regulation Orders, road signage and naming and Sat Nav.</li> <li>• Need for plans that are flexible enough to adapt to changing circumstances.</li> <li>• Proposals to re-route traffic from Morecambe promenade are not at a detailed stage yet, desire to see proposal and detail when available.</li> <li>• Would like to restrict HGVs on Marine Road.</li> <li>• Links between the local plan and the Transport Masterplan' must fit together.</li> <li>• Problem with the condition of Skerton and Greyhound Bridges, vital links between Morecambe and Lancaster, to be assessed after the M6 link settles in.</li> <li>• Will the park and ride have spaces for travellers who wish to car share, a 'park and share' section?</li> <li>• Whether there are plans for a 'low emission zone'.</li> <li>• The traffic model in Preston, Fishergate has had a positive effect on footfall and there are few empty shops since it was introduced. Could something similar be adopted here that allowed similar easy access to car parking on the perimeters?</li> <li>• Park and Ride in Exeter was an excellent example.</li> </ul>
Wyre Borough Council	<p>Thank you for contacting Wyre Council in relation to the public consultation on the above document. The Council's observations regarding the District of Lancaster Highways and Transport Masterplan are as follows.</p> <p>Page 38 of the Masterplan considers a relocation and reconfiguration of junction 33 of the M6 which is currently located approximately one mile north of the Wyre Borough boundary at Hampson Green. This would entail moving the existing junction to the north of Galgate whilst potentially leaving the south facing slip roads of the existing junction operational (loop allowing traffic on to the motorway in a southerly direction and the slip road allowing traffic off travelling north). Whilst this would have some remaining benefit for traffic to and from Wyre, even if existing south facing slip roads remained operational it would mean that some journeys for Wyre residents would become less convenient. Those travelling south on the M6</p>

may either need to exit at new junction 33 and travel through Galgate or exit at junction 32 and then travel northwards back into the borough. Meanwhile, those wanting to travel north on the M6 may need to drive through Galgate to new Junction 33 or go south to Junction 32.

Given that there is no existing motorway junction within Wyre Borough and that there are congestion issues around the southern part of the A6 which links to M6 junction 32 it is important that the consequences of relocating junction 33 are considered upon the wider highway network and not simply the benefits from such a proposal for Lancaster City Centre, south Lancaster and Galgate. Wyre Council therefore objects to the proposal as it stands because in our opinion it would disadvantage Wyre residents and consequently we would wish to be involved in future discussions with partners on this matter under Duty to Co-operate requirements. In this respect, there is a need to understand the level of Wyre traffic accessing junction 33 and travelling north and exiting at Junction 33 to travel south into Wyre.

Page 38 of the Masterplan also mentions the possible need for a new heavy rail station at south Lancaster. Wyre Council has previously had unsuccessful discussions with Network Rail regarding a new station at Garstang. Any discussions regarding connections to the West Coast Mainline need to consider those rail network connections holistically across Masterplan area boundaries, if necessary to decide priorities. In view of road capacity issues on the A6 which is constraining future growth potential in the wider Garstang area, the need for a railway station to serve Garstang and the surrounding rural areas needs to be weighed in the balance against other potential connections to the West Coast Mainline.

Page 46 of the Masterplan promotes partnership working to establish evidence for improving connections around Morecambe Bay. This would include improvements to the Bay Cycle Way between Walney Island and Glasson. The draft Fylde Coast Highways and Transport Masterplan proposes the completion of the Fylde Coastal Way, which will be part of a multiuser route linking with the Bay Cycle Way and therefore a cross reference to this as well as



	<p>consideration of links to the wider network in Lancashire would be appropriate in the Lancaster Masterplan. Further communication and co-operation with Wyre Council on this matter is also considered necessary.</p> <p>Finally, as there has been very limited previous communication with Wyre in relation to the above we consider that it is essential that Wyre Council are involved in future discussions with partners on these matters under Duty to Co-operate requirements established by paragraph 110 of the Localism Act 2011.</p> <p>Please do not hesitate to contact me if you wish to discuss further.</p>
<p>South Lakeland District Council</p>	<p>As a Local Authority area bordering the District of Lancaster, South Lakeland District Council has formulated a response to the draft Lancaster District Highways and Transport Masterplan. The response includes input from the Development Strategy Group and Economic Development Group at SLDC, and looks to highlight a number of areas that we feel should be addressed in the final version of the Masterplan document.</p> <p>While we feel the document is comprehensive in addressing many of the issues surrounding traffic and travel within the Lancaster District, there is also a feeling within SLDC that a more outward look to the document would make it even more useful for strategic planning. At present, there is only limited information included on the present, and future, connectivity of Lancaster District with surrounding areas, including South Lakeland. With South Lakeland identified as a key neighbouring Local Authority, and considering there are repeated mentions of high level external flows, particularly with regards to commuting (2011 census data indicates 2000 people commute from South Lakeland to Lancaster and 3000 people commute in the other direction), it is felt within SLDC that a greater focus on this element would provide a more detailed insight.</p> <p>There is also lack of information regarding the inward flows of people from outside the area into Lancaster District. The majority of information regarding the connectivity with Lancaster and the surrounding</p>

districts is focused on flow from Lancaster outwards, rather than inwards movement. However, there does appear to be considerable movement in the opposite direction, particularly from the southernmost areas of South Lakeland, either into or through Lancaster for work. If this has been assessed, it would be useful to see what potential outcomes there could be. There may also be a requirement to include scope for future adaptations with regards to inward flow from South Lakeland to Lancaster should all proposed housing schemes in the Kendal area be completed.

It is certainly a positive to see reference to the DPD for the Arnsdale and Silverdale AONB within the document. However, there seems to be little information regarding transportation within the AONB itself, as well as inward and outward movement. Section 5.2d of the Arnsdale and Silverdale AONB Management Plan (pg. 56) refers to 'Sustainable and integrated transport?', and includes a number of challenges and opportunities related to transportation into and out of the Area. It would be beneficial to see references to these challenges and opportunities, as well as ways in which they could be addressed to make transport within the AONB sustainable and integrated.

There seems to be a limited scope within the document for working between Lancashire County Council and Cumbria County Council with regards to transportation and highways. The only real mention of designated cross-boundary working, between Lancashire and Cumbria, is on connectivity throughout Morecambe Bay, but there should also be reference to other ways in which a wider picture of transportation across both counties is beneficial, such as bus services, rail services, major road connections, and longer walking and cycling routes. One example would be the use of the canal path along the Lancaster Canal as a cycling and walking route connecting Lancaster and Kendal. Where possible, working relationships between Lancashire and Cumbria County Councils should be promoted to create a more holistic solution to transportation issues.

One key area where connectivity across the boundary between Lancashire and Cumbria is crucial is in the

sphere of rail travel, and in particular travel to and from key sites within Lancaster that act as service hubs for South Lakeland residents. Two specific locations that are viewed as vital to South Lakeland life are the Royal Lancaster Infirmary and Lancaster University. Particularly in relation to Lancaster University, rail connectivity from South Lakeland and Cumbria is below the standard that would be expected, as the station existing Lancaster station is too far from the University campus for single-mode rail transportation to be a viable option, and the Infirmary is also a considerable distance from Lancaster Station, particularly for those with disabilities or mobility issues. Improved bus connections, with an improved frequency and reduced travel times, between the railway station and both the University and Infirmary would make using both facilities much more convenient for those residing outside Lancaster. With the West Coast Main Line running so close to the Lancaster University campus, it would also be useful to see any options that had been considered for better connecting the University directly via rail to both the North and the South.

One small phrasing issue that we would like to see revisited and rewritten is found twice within the document, on pages 4 and 50. Here, there is a short statement that reads:

*There have also been long standing aspirations to develop better linkages between Carnforth and both Barrow and South Lakeland to exploit the economic potential of growth at the Sellafield (Moorside) Nuclear Power Station and at (the) GlaxoSmithKline site at Ulverston.*

Whilst, as a local authority, we understand that potential expansion could outweigh the working capacity of the immediate areas around each site, the inclusion of the word exploit within this statement does make it seem more aggressive than is perhaps intended, and suggests a one-way benefit for Lancaster rather than a development that would be of benefit to both Lancaster and South Lakeland, or Copeland in the case of Sellafield. Maybe a rephrasing of the entire statement could help to mitigate this suggestion, but changing the word exploit should certainly be considered.

	<p>The final point we would like to raise is a more overarching one, which covers the document as a whole. While there are clear challenges outlined throughout the document with regards to issues with transportation and highways across the District, and proposals are put forward to address these issues, there seems to be little information regarding the actual delivery of many of the proposals. As a Masterplan, we feel the document should address the delivery of strategies that are proposed in order to provide substance and structure, otherwise it will hold less gravitas as a strategic document. Unless delivery that has been investigated and verified is addressed, there may be too much room for manoeuvre which could allow non-compliance with the strategy. On the other hand, if proposals that have been suggested have not had delivery methods investigated, this could also jeopardise the validity of the proposals as viable strategic options.</p> <p>While we feel there is a strong base formed by the draft Masterplan, we feel the implementation of the above suggestions would create a document that could hold more strategic importance, and would also aid in making strategic decisions outside of the immediate Lancaster District area. As a bordering Local Authority that lies outside Lancashire County, we do hold a vested interest in transportation and highway development in Lancaster, and feel a strong working relationship between the two counties, as well as between the two districts, is key to ensuring strong links throughout the region that will help to maintain development in the North West.</p>
<p>Ribble Valley Borough Council</p>	<p>Thank you very much for consulting the Council on this important document. Having considered it in detail we have no comments to make at this stage. We look forward to continued liaison concerning this and other planning matters</p>
<p><b>Councillors</b></p>	
<p>Cllr Keith Sowden (Overton Ward) Lancaster CC</p>	<p>I get the feeling that this plan has been made by people who either do not drive, or who think that people should not drive their own cars. Anyone living north of the river will tell you that the majority of people live in areas which are so spread out that public transport will never be a viable alternative during our lifetime for at least half the population.</p>

	<p>That being the case, a fast road system, with its own bridge, allowing people on this side to get directly to the 2 major centres of employment of the entire district, the hospital and the Universities, is the only plan which is viable, yet this plan makes lots of plans for rapid-transport routes, but does not tackle the basic problem.</p>
<p><b>Political Parties</b></p>	
<p>Conservative Group of Lancaster City Council</p>	<p>The salient features of the above plan that the Conservative Group of Lancaster City Council have observations on are:</p> <ol style="list-style-type: none"> <li>1. Rail Network <ol style="list-style-type: none"> <li>a. We would like steps to be taken to maximise the use of the existing rail network. Specifically, we would like to see additional stopping points created to service Lancaster University and the science park.</li> <li>b. We would also support electrification of the service from Lancaster, through Bare and Morecambe and with stations created to serve the new football ground/West End and Heysham Harbour.</li> <li>c. We would also support the addition of a link between Carnforth and the Furness line encouraging more use of Carnforth station; supporting regeneration in the town and more efficient transport links to the north of the district and Cumbria.</li> </ol> </li> <li>2. Carnforth <p>We support the need to prioritise improvements to the congested traffic situation in Carnforth and to improve the air quality in the town.</p> </li> <li>3. Junction 33 of M6 <p>We would advocate a re-examination of the proposal to move Junction 33 further north. We believe its use as a route to the M6 by residents in Blackpool, Thornton-Cleveleys, Fleetwood; Poulton-Le-Fylde; Garstang and other areas to its south has been overlooked. These areas do not use the M55 to access the M6 north - they travel via the A6 to Junction 33 to do so. If Junction 33 was moved further north, this traffic would have to travel unnecessarily through Galgate and this would undermine the improvements in traffic flow and air quality desired as well as involving</p> </li> </ol>



	<p>unnecessary significant expenditure.</p> <p>Instead, we would propose the creation of an additional junction - say 33A - to service the University and Science Park but more importantly to open up the south of Lancaster including to the west of the West Coast line for future development. This would also have the benefit of:</p> <ul style="list-style-type: none"> <li>- allowing the existing junction 33 and land immediately adjacent to it to be used as a future business hub</li> <li>- address the congestion issue in Galgate, and</li> <li>- provide a possible location for supermarket and other business development in south of the district which would reduce current city centre gyratory usage by local traffic travelling into the city centre (to visit Sainsbury's) or through the city centre and over to other side of the Lune (to visit Asda etc.)</li> </ul> <p>4. Lancaster City Centre</p> <p>We would advocate detailed consideration of an additional two way bridge for private vehicles over the lune for the on-going Luneside development area to the new M6 link. This would reduce additional pressure on the city centre gyratory system from housing developments across the district.</p> <p>We would also support detailed consideration of changes to the gyratory system including the number and location of traffic lights to improve the flow of traffic through the city centre.</p>
<p>Conservative Group of Lancaster City Council (additional representation)</p>	<p>The vast majority of residents will be entirely unaware of the current consultation taking place by Lancashire County Council on their proposals for a Transport Masterplan. The Lancaster element tells us the following on Page 21:</p> <p>"The three interconnected gyratory systems that form the heart of the City of Lancaster's road network are notorious for congestion. The sheer volume of traffic that needs to travel in and out of the city centre or cross the city to reach Morecambe and Heysham makes congestion almost inevitable, but gyratory systems compound the issues from this congestion. These one-way systems were typically a 1960s and 1970s solution to the increasing numbers of cars on</p>

	<p>the roads then. Gyrotories are noisy, polluted and unpleasant places and create a vicious circle where people feel compelled to drive because cycling and walking are perceived to be too dangerous and unpleasant; this compounds the problem as traffic volumes then reach levels the system was never designed to cope and so congestion spirals. Buses too become less attractive if they are also caught up in the congestion and their timetables are no longer reliable. Lancaster's gyrotories are effectively throttling the city centre."Whilst the problem is recognised in the report, no solutions are offered. Given that the problem exists surely we need to examine what can be done about the number of vehicles using the entire gyrotory and reduce these wherever possible. With a small number of road modifications many vehicles can avoid going round the entire circuit and ease the congestion currently experienced. I suggest the following:</p> <ol style="list-style-type: none"> <li>1. Enable a right turn for eastbound traffic on Aldcliffe Road travelling south on the A6 - a short link from Willow Lane to Aldcliffe Lane would encourage all Marsh southbound vehicles out of the City Centre.</li> <li>2. Create a roundabout on the current car park on Cable St and North Road to enable shoppers from the North and East to enter and exit Sainsburys.</li> <li>3. Permit traffic rights through Damside Street for traffic from the north and east for St Georges Quay, also providing a direct link from the bus station to the quayside with its expanding housing area.</li> <li>4. Create bus stops on Dalton Square for southbound buses and stop the circulation of southbound buses round the Brock St and George St mini gyrotory - without the market these stops are anachronistic.</li> <li>5. Consideration should be given to a much bigger scheme using the Canal corridor to entirely remove the southbound gyrotory away from the City core - If it can be done in Stoke why not here! Creating an enlarged retail offer in the City centre cannot be an attractive proposition until the transport issue is resolved.</li> </ol>
Green Party	<p><b>Introduction</b></p> <p>The Green party holds nine seats on Lancaster City Council, representing wards covering central and</p>

south Lancaster and the university. In particular we represent hundreds of people living in the city centre and Kingsway areas who have been subjected to air quality which fails to meet European standards for over a decade. We welcome the opportunity to comment on the masterplan.

### **The Vision**

We broadly support the vision, which if implemented would bring huge improvements to quality of life in the district and its attractiveness to visitors and investors. We would suggest amending the vision in the following areas:

- 1) The statement “Without the gyratory to contend with, public transport is also more reliable” is insufficiently aspirational. A step change in the reliability of public transport is required and this is dependent upon dedicated road space rather than whether or not there is a gyratory system. Accessibility and affordability are also key to a successful urban public transport system. We suggest *“Public transport is quicker and cheaper than driving for all journeys within the urban area, even for people travelling as a group. Dedicated road space and new ticketing systems have radically reduced journey times and hence operating costs. Buses almost always run exactly to timetable.”* Without a change such as this, it is impossible to see how sufficient numbers of people will switch from cars to public transport to deliver the rest of the vision.
- 2) The vision does not consider how deliveries will be coordinated within the urban area so that there are not more or larger vehicles involved than are genuinely required. This should be addressed, along with the need to develop rail freight access to and facilities at Heysham Port.
- 3) Park and ride sites require significant infrastructure and a very frequent bus service in order to be successful. We are unconvinced that two Park and Ride sites would be necessary or desirable. A single flagship Park and Ride site with a very short journey time into the city could be attractive to people travelling from any origin that does not benefit from frequent public transport direct to the city centre. This a single site would

be better and cheaper than two Park and Ride sites with lower quality provision.

- 4) The emphasis needs changing from introducing ULEVs to improve air quality to establishing Lancaster city centre as a 'low emission zone' (LEZ) in the short term which drives the adoption of ULEVs and other measures which reduce and absorb emissions. Lancaster's air quality needs action to comply with EU [Air Quality Limit Values](#) for NO2 and PM10 in a shorter timeframe than appears to be envisaged. Reference needs to be made to other cities' LEZ initiatives, like those in London, Oxford and Brighton and those more established within the EU.
- 5) There has to be a much clearer vision for how reducing city centre through traffic would not intensify volumes of traffic in existing rat runs or force the creation of new ones. Residents on the established rat runs rightly look to the highway authority to reduce rat running on their streets, not push more traffic through them and they would expect to find proposals which can make this happen incorporated in a detailed masterplan.

#### **How do we make it happen?**

Unfortunately this is where the masterplan in our view runs into real problems. We believe that the impact on traffic levels of relocating M6 Junction 33 is overstated, relative for example to the impact of the opening of the Link Road. The County Council's own studies have shown that the vast majority of traffic in Lancaster City Centre is local traffic. It is also unclear whether an assessment has been made as to the amount of traffic generated by the new developments proposed for south Lancaster. It is likely that much of this traffic would be local journeys heading for destinations in Lancaster itself rather than through to Morecambe. Unless the form of the development is very different to current greenfield housing developments in the district it is likely that this traffic would be substantial.

Adopting a strategy of waiting for "accurate information on how the traffic has changed with the opening of the Link Road" would be negligent. The way in which traffic changes will be heavily dependent upon how the Council allocates the freed up road

space upon opening of the link road. If a 'wait and see' attitude is adopted, the space will quickly fill up due to people making lower priority car journeys which at previous congestion levels were not considered worthwhile. The chance to improve public transport and air quality will then have been lost. The **Lancaster City Action Plan** should therefore include plans to introduce new bus lanes wherever possible, including on Greyhound Bridge, North Road and South Road. Cycle lanes on the A6 should also be delivered whilst traffic levels are at their lowest.

Similarly, urgent consideration should be given to exploiting the benefits of reduced traffic in Carnforth Town Centre, which is due to see some of the biggest reductions in traffic levels. Failure to act quickly will limit future opportunities as suppressed demand acts to fill up available road space and congestion returns.

We support the use of the **Caton Road Gateway** as the principle gateway. However we suggest adding a fifth strand to this approach, namely improving the quality of the built environment along this corridor. This would ensure that visitors were left with much more positive first impressions of the city and reduce pressure to develop less accessible greenfield sites. This strand would include redevelopment of underused sites on the north side of Caton Road. The County Council should also bring forward a viable scheme to redevelop the derelict buildings it owns near the Bulk Road Parliament Street junction which have blighted this approach for decades. A review should also take place of the unattractive surface level car parks around North Road and St Leonardgate with a view to redeveloping those that will no longer be required following the opening of the Park and Ride. It is important that car parking provision is managed in line with the number of car movements desired in the city.

For the Caton Road park and ride to succeed it will be important to introduce bus priority from the point of opening and the masterplan should commit to this. Without bus priority, the vast majority of potential users will see no advantage to transferring to a bus and will continue driving into the city centre. Others may try it once and reject it, never to return, even once bus priority is later introduced. Furthermore, without



	<p>priority for buses, operating costs will be unnecessary high with more vehicles required to deliver an acceptable service frequency. A critical mass of users is vital for a viable park and ride scheme. Lancaster does not currently have as many potential users as Chester or York for example, so it is important to avoid an unattractive piecemeal implementation. The M6-Link planning conditions require bus priority measures to be implemented within 12 months of the road opening. Opportunities for savings through delayed capital expenditure are therefore very limited. On the other hand the damage caused through a first year of unsuccessful operation could be significant and long lasting.</p> <p>The masterplan's consideration of Morecambe understandably focuses on visitors. However there is one key threat which the plan does not identify. When the M6-Link opens it will suddenly be much easier for residents of Morecambe to travel further afield to access shops, entertainment and other services. Thought needs to be given to how residents can be encouraged to maintain and increase their spending locally rather than exploit new opportunities to take their money elsewhere. A strong focus on implementing the Morecambe Area Action plan will help with this.</p> <p><b>Concluding comments</b></p> <p>The draft masterplan does not provide sufficient detail on how change to more sustainable modes of transport will be achieved: the vision for the city centre is appealing but way short of detail on how the vision might be realised. The masterplan is permeated by statements the need for further assessment work to inform potential future interventions. The necessary and appropriate levels of evidence should be in the masterplan itself, not in the future. And as has been pointed out elsewhere, this is important because it is the masterplan which carries the statutory weight in planning considerations.</p>
<b>Stakeholders</b>	
Stagecoach Cumbria & North Lancs	I am pleased to write on behalf of Stagecoach North West Ltd with our response to the Consultation on the District of Lancaster Highways and Transport Masterplan. Not only are we one of the major providers of passenger transport services in the area

covered by the masterplan, we are also a significant employer of nearly 250 employees based at our White Lund depot in Morecambe, the overwhelming majority of whom live within the Lancaster and Morecambe area.

Before I respond to the specific questions you ask as part of your questionnaire, we wish to make the following general points about the masterplan and the consultation process.

As one of the key stakeholders involved in the delivery of reliable and sustainable passenger transport in Lancaster and Morecambe area, we were disappointed that we were not consulted at an earlier stage in the process as we have some bold and thought provoking ideas that we believe could have been incorporated into the wider public consultation. We have outlined these thoughts and ideas in Appendix A which, as you will appreciate, is commercially sensitive information.

We were also concerned at the lack of focus on the needs of bus passengers in the document – there is no separate analysis of the journey patterns or usage by bus passengers neither is there any content with regard bus passenger needs, and it is therefore difficult to conclude an order or priorities for those reading the document to ascertain the number of people likely to benefit from the interventions proposed.

On a more positive note, we are pleased that Lancashire County Council is taking steps to address the many issues that adversely affect the provision of bus travel in the Lancaster and Morecambe conurbation and in particular the congestion and air quality issues affecting the Lancaster City Council gyratory systems. We firmly believe that the status quo is completely unsustainable and that well thought through and implemented measures are urgently required to tackle traffic flow and improve air quality through reduced vehicle engine emissions.

Our passengers key priorities are to have a bus service they can rely upon and that they have confidence in punctuality of the service, value for money and attractive journey times, which act to

encourage bus use. To enable us better achieve this, we need highway infrastructure measures that provide above all else, consistent journey times for bus passengers with the minimum delay or the need to build in recovery time at intermediate timing points along a route to off-set the variances in on-street congestion, which adds cost to bus travel.

One final point we would like to make is our frustration with the fact that the remit and responsibility of transport planning and land use planning lie with two different authorities (Lancashire County Council the former, Lancaster City Council the latter) that have their own priorities and objectives that, whilst being commendable in their own right, may not result in the best nor financially sustainable model overall.

1. How strongly do you agree or disagree with each of the three options for developing the masterplan?

- Option 1 – do only what we need to. We Strongly Disagree with this option as the document identifies that the status quo is wholly unsustainable. We aim to play our part in helping to achieve the objectives of the masterplan and option 1 will only result in increasing operating costs and a declining level of service as traffic congestion continues to blight the central area of Lancaster and key routes towards Morecambe.
- Option 2 – improve what we have. We Tend to Disagree with this option which is obviously an improvement on option 1 but is not revolutionary enough in achieving punctual bus services for passengers and delivering a sustainable and reliable transport network for the coming decades in the area.
- Option 3 – improve and extend. We Strongly Agree that this option is the best way forward in delivering a viable and sustainable transport network for the area and, with careful planning and consideration of their needs, best meets the aspirations of our customers and allows a fundamentally improved environment in which punctual, reliable and economically sustainable bus services can be operated in. We also believe that such measures will only enhance the appeal of the wider area, bringing with it wider prosperity,

healthier living and vibrance.

2. How strongly do you agree or disagree with our intention to make Caton Road the principal gateway into the city for traffic from the M6, from both north and south (p35)?

We Tend to Agree with this intention, however we believe that, in order to deliver many of the other aspirations of the masterplan, that for those journeys where it is most suitable to do so, park and ride and pocket park and ride (sites and facilities along existing bus routes requiring little or minimal construction and/or capital investment and no additional revenue support) are the best way of intercepting out-of-area journeys and providing a sustainable method of transporting people to the centre of Lancaster.

We are also concerned that the lack of available space may impact upon the provision of bus priority measures along Caton Road, which will be required in order to achieve a sustainable Park and Ride service from junction 34 of the M6, in our view.

Thought also needs to be given to understand where such traffic is coming from and where it is headed if the city centre is not the destination of choice. In answering this question we are working on the assumption that the forthcoming M6 Link Road will reduce some pressure on the gyratory system at the end of Caton Road (particularly HGV's) for traffic from the South headed to Morecambe and Heysham.

3. How strongly do you agree or disagree with our proposals for Lancaster city centre place-shaping (p36)?

We Tend to Agree with this proposal, however, due to the lack of detail we are unclear as to exactly how this will impact upon bus users or our operations. We would hope that this will enhance bus travel by reducing delays in the city centre and reducing journey times and most importantly, the consistency of journey times.

We would request that we be involved in from an early stage in the planning of this in order that we can work with Lancashire County Council to ensure that such measures improve the journey experience for bus passengers. In addition, we would welcome the opportunity to review with you, unnecessary vehicle movements around the once way system, including bus route mileage that does little to get passengers near to where they want to be and will assist in the objectives of reducing air pollution in the city centre zone.

4. How strongly do you agree or disagree with our intention to remove traffic from the city centre to make it a more attractive and healthier place to be?

We Strongly Agree with this intention, provided that the following two points are taken into consideration:

- Any changes to road-space and routing within Lancaster city centre should aim to reduce air pollution whilst, at the same time, ensuring that bus passengers have a quick and non-circuitous route to key bust stops in the city centre and that access and egress to the wider road network for buses is unimpeded by additional traffic signal delays.
- Careful consideration is given to dealing with a motorway closure on the M6 between junctions 33 and 34 and the effects of the dispersed traffic. In the event that such traffic diverting from the M6 is forced again to use the existing A6 Lancaster City Centre gyratory system, what impact will this have on the provision of bus services and bus journey times? The frequency with which such closures currently take place, coupled with any unexpected increase in traffic flow on this section of the M6 and therefore the likelihood of a greater frequency of incidents should be taken into consideration. We believe that a relief road, running parallel to the M6 on land to the east of the M6 will provide an alternative emergency route to the M6 and the need to have through traffic entering Lancaster city centre.



	<p>Again we ask that we be involved from an early stage in formulating such proposals in order that these benefit bus users in an economically sustainable way, whilst at the same time ensuring that bus operators are able to fulfil the need to provide punctual bus services.</p> <p>5. How strongly do you agree or disagree that it is important to make sure that traffic doesn't rat run through residential areas?</p> <p>We Strongly Agree that it is absolutely essential that dispersed traffic, including such traffic that is not legally able to use the motorway, is properly planned for in the early stages of developing this masterplan. Not only does traffic using "rat runs" through residential areas pose a safety risk and lead to a deterioration in the quality of life for such residents, it can also have consequences at road junctions and lead to the very congestion that measures in the city centre have attempted to alleviate simply being moved to another part or parts of the road network. Such congestion, particularly for right-turning traffic can lead to delays for bus services and contradicts the wider aspirations of ourselves and this masterplan.</p> <p>6. How strongly do you agree or disagree that Junction 33 of the M6 should be located to north of Galgate to enable the removal of through traffic from the city centre and make sustainable modes of travel viable?</p> <ul style="list-style-type: none"> <li>• We Strongly Agree that Junction 33 should be relocated provided that it is in tandem with the range of measures proposed including the provision of a substantial park and ride site, provided that the siting and provision of such a facility and services does not undermine the commercial bus network and is financially sustainable in the long term.</li> </ul> <p>Such measures will improve the quality of life for those living in Galgate and improve journey times for bus passengers.</p> <p>I refer to our answer in point 4 above in relation to</p>
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	<p>the removal of through traffic from the city centre.</p> <p>7. How strongly do you agree or disagree with each of the following proposals?</p> <ul style="list-style-type: none"> <li>• A South Lancaster Park and Ride/Cycle facility at the relocated junction (p38)</li> </ul> <p>We Strongly Agree with this proposal provided that the junction of the site is consistent with providing an economically viable and sustainable service and that such a service does not detract from the existing commercial bus network.</p> <ul style="list-style-type: none"> <li>• A rapid transit service between Heysham and South Lancaster (p38)</li> </ul> <p>We Tend to Agree with this proposal provided that the solution is both cost effective and flexible. We would cite the Cambridgeshire Guided Busway between Huntingdon, St Ives and Cambridge and the Eclipse Bus Rapid Transit (BRT) route between Fareham and Gosport in Hampshire as examples of an affordable and flexible approach to providing quick and attractive journey options for passengers.</p> <p>We do however have concerns that this concept may draw passengers from existing commercial bus services and thus lead to a deterioration in the level of service we are able to sustain. It does however clearly have the potential to generate passengers and provide greater travel options for White Lund Industrial Estate and residential areas not presently served by buses in Morecambe.</p> <p>Between Lancaster and Morecambe there is an option to use a former rail line, now a cycle way, as the route of the Rapid Transit Service. Carlisle Bridge presents an obstacle which may be overcome if the archway presently used by pedestrians may be used by public transport. However two way flow will not be accommodated meaning inbound traffic to Lancaster may have to merge with the existing bus lane on Morecambe Road inbound.</p> <p>The rapid transit corridor to the south of Lancaster</p>
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	<p>will be difficult to accommodate off the current road network without the compulsory purchase of property. A more realistic solution will be bus priority measures to speed up bus journeys into Lancaster.</p> <p>Network options to connect bus services to the south of Lancaster with the Rapid Transit Service to the north, are possible but only by bus. If the northern section is a tram a change of mode will be required for through travel. The bus option offers flexibility, convenience and a sustainable service if growth is achieved.</p> <ul style="list-style-type: none"> <li>• An integrated multi-use/cycling network for the district (p39)</li> </ul> <p>We do not have a particular view on this proposal, however we wish to make the following comments:</p> <ol style="list-style-type: none"> <li>i. Expenditure on cycling and measures to encourage cycling should be proportionate to the number of people that are likely to benefit from them and objective comparisons must be made when comparing with other modes of sustainable travel.</li> <li>ii. Wherever possible, cyclists should be segregated from other traffic, especially where a volume of cycle movements are identified, to avoid conflict with other, faster moving vehicles and to provide a safer environment in which people can have confidence in cycling.</li> </ol> <ul style="list-style-type: none"> <li>• A district wide Ultra Low Emission Vehicle (ULEV) Strategy (p41)</li> </ul> <p>We Tend to Agree with this proposal and would like to work with Lancashire County Council from an early stage in exploring options for our own vehicles on urban services within Morecambe and Lancaster. We have some concerns about the durability of such technology in the short term but are fully supportive of the aspiration of reducing tail pipe emissions.</p> <p>We have some concerns over the use of public money to fund ULEV vehicles through car bulbs</p>
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	<p>which could be used for cross city traffic as this proposal is counter to some of the other aspirations of reducing congestion in the city centre and improving the public realm.</p> <p>8. How strongly do you agree or disagree that traffic on part of Marine Road Central Morecambe should be limited to make the seafront a more attractive public space and better link it into the town centre (p45)?</p> <p>We Tend to Agree with this proposal, however it should be undertaken with a view of re-positioning the visitor and resident offer in Morecambe and requires a regional focal point visitor attraction that appeals to day-visitors and ensures sufficient footfall between the town centre and seafront. There is a danger that if not done as part of a wider regeneration process, the seafront area of Morecambe will fall into greater decline.</p> <p>9. How strongly do you agree or disagree that Carnforth town centre should be made more pedestrian friendly (p49)?</p> <p>We Tend to Agree that Carnforth town centre should be made more pedestrian friendly but again emphasise that this should be done in conjunction with land-use planning to ensure that the heart of the town has a focus and provides a facility for cycle and bus interchange.</p> <p>10. How strongly do you agree or disagree with the following statements? There needs to be better connectivity around Morecambe Bay...</p> <ul style="list-style-type: none"> <li>• ...by road – We Tend to Agree: With the opening of the M6 Link Road we believe that the road network is sufficient for the demands of the area. Signal priority and allocation of road space for buses will however improve the journey experience for bus passengers.</li> <li>• ...by rail – We Tend to Disagree: We believe that the current connectivity is proportionate to the population and demand. We feel that rail connectivity should be focused on longer distance travel and that any improvement measures should not abstract from the local</li> </ul>
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	<p>commercial bus network.</p> <ul style="list-style-type: none"> <li>• ...by cycle – We Tend to Disagree: We believe that the current cycle connectivity is proportionate to the population and demand.</li> </ul> <p>11. How strongly do you agree or disagree with the following statements?</p> <ul style="list-style-type: none"> <li>• Morecambe needs better rail connectivity We Tend to Disagree: We believe that the current connectivity is proportionate to the population and demand.</li> <li>• The Bentham line needs to be improved We do not have a particular view on this, however any expenditure should be proportionate to the number of people that are likely to benefit from it and the costs involved</li> <li>• There should be northbound connectivity from Carnforth station</li> </ul> <p>We do not have a particular view on this, however any measure should be proportionate to the number of people likely to make use of it on a regular basis and should not abstract from commercial bus services:</p> <ul style="list-style-type: none"> <li>• Connections into and out of the rural area for people without a car must be maintained.</li> </ul> <p>We Tend to Agree with this statement, however, smarter measures need to be adopted to connect people in out-lying areas with trunk bus services and welcome the opportunity to discuss such measures further with Lancashire County Council.</p> <p>This ends our formal response to the questionnaire regarding the consultation. Appendix A which follows offers our further thoughts on Transport provision in the area, which are provided to you in commercial confidence.</p> <p>I am happy to discuss our response further with you either as part of the consultation or in firming up ideas and objectives that arise with regard to the provision of bus services through the master plan.</p>
Lancaster Chamber of Commerce	Thank you for the opportunity to comment on the Lancaster District Highways and Transport



Masterplan (draft).

After a period on consultation with the Chamber Directors and Members we have the following comments at this stage:

Overall we find the Masterplan shows a good degree of future vision with the needs of the local community, wider community and visitors travel needs all taken into consideration. There are area's which we find very appealing especially the improvement of air quality for all and a rapid transport solution for journeys between the Morecambe and Heysham communities and the heart of Lancaster City.

The plan does raise some questions surrounding the 'Place-Shaping' of Lancaster and Morecambe, Park & Ride, Tourist Visitor traffic movement and the Rapid Transit system.

### **Park & Ride**

In order to make a Park & Ride scheme effective we feel it would need to be priced attractively with connections to the city on a frequent basis to ensure users can be transported faster than sitting in traffic or searching for a car parking space.

This presents two challenges, how to make the parking spaces within the city centre and also how to manage traffic flow to prioritise buses to and from the Park & Ride area to ensure a minimum journey time.

An ultra-low emissions zone defined by the circulatory road would help reduce both traffic in that area and also traffic flow thus aiding the Park & Ride scheme.

### **Place-Shaping – Morecambe**

Morecambe's main assets are the view and the promenade. We applaud you in taking bold steps to reduce traffic flow along the promenade and prioritise pedestrian movement. We do feel there is further measures that could be taken to enhance the promenade and encourage traffic flow from

## Marine Road.

The discouraging of through traffic to Heysham along Marine Road would aid the reduction of traffic volume in Morecambe town centre. A rapid transit system with a station in the proximity of Central Drive could link the bus, train and transit systems together and help utilise the car parks by the BT exchange.

We also feel additional Park & Ride locations are needed in addition to that planned on Caton Road for example in Carnforth or Morecambe.

### **Place-Shaping – Morecambe & Lancaster, Group Visitors**

The demands associated with group travel are very different to those of the individual leisure traveller. The vast majority of groups will travel together by coach and will need dedicated drop off/collection points close to the primary tourist destination. Following drop-off the coach will also require parking facilities.

The promenade gardens development will create a coach drop-off by the Eric Morecambe statue although no provision has been made for signage to the existing coach parking. We feel this is needed to ensure the success of the scheme.

In Lancaster the present coach drop off is not well publicised or even identified with coaches dropping off at the bus station, Common Garden Street, the Castle forecourt and St Leonards Gate. The castle would be the main focal point for tourism in the City and we would suggest investigating a possible coach drop off point with sufficient turning circle adjacent to the castle.

### **Rapid Transit**

We fully support the ethos of a Rapid integrated transport solution for the district connecting Heysham through Morecambe, Lancaster and on to the University. Such a bold and striking move coupled with an enhanced ultra-low emissions zone area, traffic reduction schemes and park & ride systems

would help lead the district towards a more prosperous future.

There no doubt will be concerns over the impact of new bridges to cross the Lune, how to utilise existing roads to develop the transit system. How this would impact on the rail would also need to be taken into account, a possible solution could see a rapid transit system using a combination of the existing rail routes and some additional road development, although this would need to be explored in terms of connectivity to the port and power stations. A dedicated Guided Busway (see Leeds & Birmingham for examples) would give buses a dedicated road system to travel on and can be put into place for more cost effectively than a rail based system.

### **Junction 33 & 34**

We cannot emphasise enough the need to address the access to and from the motorway at Junction 33 of the M6. The current traffic congestion in this area is unacceptable, and is greatly hindering businesses in the area and the Lancaster District as a whole.

We would welcome further investigation in to the cost of moving the junction further north to assist in the current traffic issues and help with access to the universities and City Centre.

The issues with Caton Road also need addressing immediately and in line with the M6 Link Road work. We were led to believe a full review of this road would take part during the construction phase of the road. We would welcome this and urge you to consult with the businesses along this road, especially Lansil Industrial estate.

We have been asked to put in front of you a suggestion for an alternative for junction 33 and this is attached.

### **Morecambe Road**

We would like to suggest you add a weight limit to Morecambe Road to actively discourage heavy goods vehicles from using the road other than for access only.

The bus lane could also be reconfigured by removing pedestrian crossings and bus stops; moving the bus lane into the centre of the road; making it one way Morecambe to Lancaster in the morning and Lancaster to Morecambe in the afternoon/evening. This way Skerton Bridge would have a bus lane in the morning and Greyhound Bridge would have one in the afternoon. This would be controlled by gantry lights.

### **Hala Crossroads**

There seems to be two major traffic issues with this junction.

1. Buses heading north wishing to turn right. There is sufficient land on the western side of this junction to allow the road to be widened.
2. Traffic flow on Ashford Road. Ashford Road is too narrow to allow two way traffic. Our suggestion is that traffic is restricted to a westerly route along Ashford Road and easterly traffic comes along Piccadilly. There is a patch of land to the north of the west bound junction, which would allow for the widening. Piccadilly Gardens, which is a social enterprise, would benefit by increases traffic past its front door.

Of the plans for the district this transport Masterplan holds possibly the most promising change to transport for the area since the development of the M6 link road.

We look forward to seeing the final Transport Masterplan and will happily meet to discuss any of the above points in more detail.

<p>Historic England</p>	<p>We received notice of the Lancaster Highway and Transport Masterplan consultation from Lancaster City Council on the 19 March having previously commented on the East Lancashire Transport Masterplan sent by County. We are pleased to be able to offer the following advice.</p> <p>We understand that the Lancaster transport masterplan will be the last to be adopted, also that a major consultation will take place on housing site allocations and numbers in June. It is clearly important to allow the allocations process to influence and align with your transport strategy for Lancaster and for the conclusions from both exercises to feed into the draft local plan review around March of next year. We are pleased to hear that structures have been put in place to allow dialogue to continue between the city and County Council following the general elections prior to this plans adoption.</p> <p>Subject to consultation on Lancaster's housing growth strategy/allocations (upon which we will be consulted), Historic England understands and acknowledges the emerging preferred option, which is to expand Lancaster to the South of the city around the University with a new motorway junction and close of the present J33. If this option is eventually selected, the potential to utilise the existing rail network to transport residents and visitors into the city ought to be explored further.</p> <p>It is a good idea to seek to centralise parking provision, providing park and ride services and to focus effort on reducing traffic on the inner gyratory system. In doing so, it is important to acknowledge the need to improve pedestrian connectivity across the city, particularly the East/West route (Lancaster Castle to the Canal Corridor North opportunity site), we feel there is scope to reinforce this message in your masterplan. Historic England also support transport masterplan objectives that will result in small gap sites in the city being released for development, allowing the city's urban fabric to be reinstated.</p> <p>To inform future highway interventions in Lancaster it will be important to recognise the cities rich heritage including any surviving streetscape and highway</p>
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	<p>features. We suggest that a highway audit is produced; there are some good examples of street audits being undertaken by local heritage organisations such as Bath. Signage audits have also resulted in significant de-cluttering in maintenance budgets in cities like Bristol.</p> <p>In moving forward we encourage the County Council to continue to engage only the most expert streetscape urbanist's and transport engineers to design physical interventions in the city. The master planning of housing growth areas (South of the city or elsewhere) and streetscape design with shared space for the new inner gyratory, represent a once in a lifetime opportunity to Lancaster. To achieve quality outcomes it is important that highway and transport cost consumptions are based upon rigorous prior urban master planning and streetscape designs, rather than estimating strategic monetary requirements based on standard solutions or past rates.</p> <p>I hope this advice proves helpful at this stage, if you require clarification on any of the points raised please contact me.</p>
<p>Lancaster/Skipton Rail User Group, Director Leeds/Morecambe CRP</p>	<p>Lancaster Library had no consultation response forms. I am therefore submitting my comments on this ad-hoc basis.</p> <p>Whilst being in broad agreement with the aims and objectives of the draft plan I am concerned that many of the outcomes are longer term and subject in many cases to substantial funding, major infrastructure costs and the outcome of studies. I would like to draw attention to some short or medium term projects which would ease some of the problems you have identified and which can be achieved at little or modest cost in funds or infrastructure and for which funding may be available from current programmes.</p> <p>Rural Areas access to Lancaster by public transport Improvements to the rail service on the Bentham line to Leeds is proposed in your plan. The local rail groups and Community Rail Partnership (CRP) have been concerned at the poor service for years and have now negotiated with the Dft that the new franchise from 2016 will be obliged to increase the service by two trains a day one extra by 2017 and 2</p>

by 2019. If the LCC can persuade the bidders/new franchisee to provide one of these trains to arrive in Lancaster between 8 and 9am and one to depart between 5 and 6pm commuting by rail into Lancaster would be possible from Lune Valley/N.Yorks villages at an early date.

Your draft suggests Wennington station as a possible transport interchange. There is a large free car park and with the above timetable adjustment alone and a publicity campaign many present car commuters could be persuaded to use the service. Buses to and from Kirkby Lonsdale and Ingleton also stop outside the station serving many valley villages if the LCC can persuade Stagecoach to adjust the bus timetables to connect with the commuter trains people without transport could be catered for as well.

No additional costs to LCC negotiating skills only Implementation 2017/19.

Benefits: Reduction of peak hour traffic into and out of Lancaster City Centre.

### **Internal Transport Congestion Morecambe/ Lancaster Routes**

With the new road and road re-designation only expected to reduce congestion on the Lancaster circulatory system by up to 10% and a new junction, place shaping and rapid transit not expected to arrive until 2023, interim measures, including the better use of existing facilities need to be investigated.

One such under-utilised transport corridor is the Heysham-Morecambe-Bare-Lancaster railway which traverses the whole of the urban area and even has a branch from Bare towards Carnforth and the north. The only physical constraint to expand use is the capacity of the short stretch of the west coast main line between Morecambe South junction and Lancaster. But much can be achieved working within this constraint subject only to negotiation with the various rail authorities and funding (where needed) much of it available from current programmes/sources.

	<p>1) Introduce a Clock Face Hourly Morecambe/ Lancaster Service half hourly at peak times.</p> <p>The current Lancaster - Morecambe train timetable shows 25 trains each weekday from Lancaster – Morecambe, enough to provide a regular hourly service during the day and half hourly peak times but the trains all depart at different times each hour. This irregular service discourages use of the train and is in contrast to most other rail services which have regular clock face schedules. The introduction of a regular service requiring no additional trains should be able to fit into west coast schedules which already are largely regular. A new franchise is due to be introduced in 2016. As the time to travel from Lancaster – Morecambe is only 10 minutes the entire service (including peak) could be operated by one unit.</p> <p>No additional costs. LCC negotiating skills with bidders/new franchisee only. Implementation 2016/17</p> <p>Benefits increased use of inter-urban public transport. Reduction in vehicular traffic/ congestions Lancaster. Reliable journey time to Lancaster station – driving time is incalculable.</p> <p>2) Improve parking arrangements Morecambe and Bare Lane</p> <p>At bare Lane where free unrestricted parking is available at the station and in surrounding streets, passenger numbers have increased appx 30,000 in 12 months from 138,054 to 167,726. Another line of parking space could be provided in the station yard by clearing a large area of disused brushland.</p> <p>At Morecambe which is surrounded by large areas of, often empty, chargeable parking space passenger growth (although from larger overall figures) has been more modest. Historically there was some allowance granted against parking charges for rail travellers but this has either fallen into disuse or been restricted by the limited booking office opening hours. It seems likely,</p>
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	<p>from the Bare example, that a large long term parking fee plus a rail ticket is proving too costly to attract car commuters onto public transport despite congestion. With current advances in ticket machines and co-operation between both parties Rail Operator/City Council it should be possible to produce a ticket at the parking meter incorporating both a modest day rate parking fee (left on car) and a part valid as a day/weekly pass etc. rail ticket to Lancaster. Both sides should gain extra revenue. Negotiations should include provision of adequately sized peak hour trains for numbers.</p> <p>3) Cost – New Parking Space Bare</p> <p>Funding – 1) The new rail franchise includes an obligation to finance station improvements. LCC should encourage operator to include this in schemes.</p> <p>A modest charge for parking at the station – too much would encourage more street parking.</p> <p>Morecambe – Cost of machines could be written off against extra revenue by both parties. Publicity should be given by LA and Rail operator.</p> <p>Benefits – Transfer of commuters from road to rail. Environmental improvement at Bare station. Additional revenue to road and LA. Better use of empty car parking space.</p> <p>4) Electrification</p> <p>If the development of Morecambe as a new Bay Area base is to be achieved, whilst encouraging the use of public transport, early electrification of the rail link to Lancaster is necessary.</p> <p>Other branches from the main line in the area e.g. Preston – Blackpool and Oxenholme – Windermere are well on the way to construction. The House of Commons Northern Rail Electrification Extension Committee has recently reported and recommended early progress on the Windermere line but the Morecambe line was shown in the last stage 3. In studying the report</p>
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	<p>this proved to be because the line was assessed as part of the cross country Leeds – Morecambe Line which has long rural stretches. No assessment has been made of the Lancaster – Morecambe.</p> <p>Reasons for the re-assessment and early electrification include:</p> <p>Exclusion of branch assessment from H of C study.</p> <p>Logic of including branch when electrification teams are in the area circa 2017.</p> <p>Heavy traffic congestion between the two towns. Regeneration of Morecambe as a Bay Area resort is dependent on improved quality rail links.</p> <p>Fast electric rail service from Morecambe to Manchester/Liverpool would relieve overcrowding on Scottish services south of Lancaster.</p> <p>If electrification includes the link to the north, Windermere electrics (which are lightly loaded north of Lancaster out of peak season) could run via Morecambe providing extra traffic and linking the developing bay resort to the Lakes.</p> <p>The shortness of the line appx 2 miles (and previously part electrified) would keep costs to a minimum – well below all other lines considered.</p> <p>The area is undergoing a period of employment growth at the port, in the energy industry and industrial estates.</p> <p>If the electrification were to be extended to Heysham costs would increase considerably but so may the availability of funding. To do this the regular (minimum hourly) passenger service would need to be extended to Heysham with new stations at Heysham Moss, Lower Kingsway and West End and points/signalling and line speed upgraded but the single track line would remain adequate.</p>
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5) Reasons for assessment:

It would be reasonable to power any electrification from the Heysham Power stations.

The Morecambe – Heysham line was fully electrified previously little more than new pole and wire would be needed reducing costs.

Heysham Harbour has no public transport at all other than the daily train, but employment in the area is heavy and growing (good potential fare income, CIL funding possible from commercial industrial plans in Heysham Gateway areas).

A new station at Heysham Moss would serve a large new housing development. This and the other two new stations would not be very costly as line is single track and all housing development is on one side of the line. Only a platform/shelter and information would be required. Funding for a station was included as a section 106 requirement when plans were first submitted. Much of the housing area is a distance from a poor bus service.

A station at Lower Kingsway would serve a deprived council housing area. Some social funding may be possible.

A station at West end (adj Regent Road Westgate Bridge) would serve that part of the deprived West End of Morecambe away from the promenade. It would be adjacent to the Globe Arena football/entertainment stadium (which could be reached over the existing road bridge). The Arena causes traffic problems during major events and there has been pressure on the council to minimise car access and prepare travel plans. Both the social and transport problems may be sources of funding.

The track/signalling improvements are relatively minor as the track is in current passenger use.

The current service Morecambe – Lancaster is a little more than one train an hour. An hourly service to Heysham would not put extra pressure

	<p>on the west coast main line.</p> <p>With improved track a single unit could make a return trip Lancaster – Morecambe – Heysham and back in under an hour with a slightly improved track speed. Although electric stock would need to be sourced this is minimum service would not require extra trains.</p> <p>By passing at Morecambe it may be possible in later years to increase the service to half hourly. New stock will have faster acceleration and main line problems are often caused by a train needing to become stationary on the main line to cross. Faster trains and better use of platforming at Lancaster could allow the trains to make a non-stop run down the main line and do their waiting for a path on the branch of in the platform. If possible this would make an alternative rapid transit route available.</p> <p>With this scenario a new station at the university loops would be practical if housing developed in the area. The through Morecambe – Manchester/Liverpool trains could stop in each direction without the need to cross the main line. Trains using these passing loops use this facility regularly.</p> <p>Benefits – Improved quality rail service throughout the urban area. A regular public transport service to the port/power stn. All major urban residential areas linked to and from Lancaster by regular off-road public transport. Ability to reach rail station/Central Lancaster from most areas in reliable times. Potential to link Morecambe to other areas N &amp; S by reliable modern transport. Modern reliable public transport makes area more attractive for residential and business purposes.</p>
National Trust	<p><b>Generally</b></p> <p>Preparation of the Highways and Transport Masterplans is welcomed in principle. Given the changes taking place in terms of funding, including the devolvement of some monies, and the role that Local Enterprise Partnerships will increasingly be playing, it is important that there are clearly agreed priorities for</p>

transport investment.

A little disappointingly there is, especially out with Lancaster City, only quite limited reference to the role of heritage as part of this work notwithstanding that there is heritage interest in transportation infrastructure as well as transportation demands in terms of access to heritage assets, including to Lancaster itself but also to other noted locations such as Carnforth. Heritage is an element that is especially noticeable by its absence in the section on Sustainability on page 23.

### **Lancaster Now**

**Heysham** it is noted that notwithstanding the juxtaposition in the text that Heysham Head is not dominated by the nuclear power stations; indeed from the rock cut graves referred to in the first paragraph the nuclear facilities identified in the second are not visible. It is a key significance of Heysham Head that visitors from close by and from further afield have the ability, so close to the settlement, to find comparative remoteness, wildness and largely unspoilt seascapes.

**Rural Lancaster** the identification of the important landscape qualities of the Arnside/Silverdale AONB are noted and welcomed, along with the recognition that tourism is the significant contributor to the economy of this part of the study area. The nature of the transport links in this area, in particular the comparatively narrow, undulating roads with their green verges and boundary treatments, adds to the character of the AONB as a whole. Transportation proposals in the AONB should be compatible with the aims and the detailed policies of the adopted AONB Management Plan.

### **Travel Problems Today**

The wider environmental and social impacts section at the end of page 16 does not identify all the relevant issues, in particular the impacts of transportation upon the conservation and enhancement of heritage assets; upon designated nature conservation sites and upon landscape character.

### **Looking to the Future What are the challenges?**

The Strengths component of the SWOT analysis only recognises heritage in the context of the city, as opposed to its wider role across the study area, e.g. transport related influences with the railway at Carnforth and the Lancaster Canal (also a potential Opportunity, e.g. for improved sustainable modes of transport both on the water and also by utilising an improved towpath).

Weaknesses arguably include the limited infrastructure available for more sustainable transport modes, in particular cycling.

### **Vision for Lancaster's Transport Network**

Mostly this is agreed, and in particular we welcome the emphasis on the ability to improve sustainable transport modes considerably over the period to 2030. What will be important in achieving that Vision will be to ensure that adequate priority and funding is given to bus, cycle, pedestrian transportation and that resources are not entirely swallowed up by a few expensive highway proposals i.e. that a truly integrated approach that increases substantially more sustainable transport modes is delivered.

#### ***Heysham***

The proposals for Heysham are dominated by traffic (especially HGV) management measures and say little about the potential for improved cycling and pedestrian movement and increasing such activity. Greater attention to this potential is considered essential, especially in the context of the Green Tourism offer that is being promoted for Heysham.

#### ***Rural Lancaster***

Generally the approach is supported although there is no recognition of the tourism dimension in this area. We believe that the Vision should include a specific intention to recognise and support in principle the improvement of transport connections by sustainable modes to important tourist attractions within Rural Lancaster.

If you should require any clarification of the Trusts

	<p>responses or any additional information upon the Trusts interests at Heysham or Silverdale please contact me accordingly.</p>
<p>United Utilities</p>	<p>Thank you for your consultation and seeking the views of United Utilities Water Limited in this process.</p> <p>Water and wastewater services are vital for the future well-being of the local and wider communities and the protection of the environment. When developing your project you should consider its impact on our assets and ensure the service they provide is safeguarded for future generations.</p> <p>United Utilities Water Limited has reviewed your consultation documents and we would like to make the following specific comments and wish to be included in further consultations, and where necessary, the development of the Vincent Street and Oldham Road site to ensure that the necessary infrastructure measures are implemented in line with your delivery targets.</p> <p>Whilst we look to support the Lancaster Highways and Transport Masterplan, we are keen to ensure our existing and future customers are not detrimentally impacted by any associated works.</p> <p>We have a number of operational assets located within the footprint of your proposals and to protect the service they provide to our customers and the environment, we may undertake planned and/or reactive operational activities on these assets; limited notice may be issued in order to provide access to these assets and undertake emergency works.</p> <p>For your information, Councils can register for Safe Dig to view and print extract plans showing the location of our underground assets</p> <p>For members of the public and Developers we offer a fully supported mapping service at a modest cost for our water mains and sewerage assets. This service is constantly updated by our Property Searches Team</p> <p>In addition to the comments above, protection and/or diversion of our assets may be required and shall be undertaken in accordance with our Standard Conditions for Works Adjacent to Pipelines document</p>



	<p>[see Appendix A below] and at the Developer’s cost.</p> <p>It is therefore, essential that discussions continue with United Utilities Water Limited in a bid to resolve a number of issues surrounding the logistics of any future development in the area.</p> <p>Any future discussions will need to focus on the specific methods of construction, protection and future access measures for our assets; the site investigation work; the future day to day operation and maintenance of the scheme; to ensure that any impact on our existing infrastructure or the levels of service we provide to our existing and future customers is minimised.</p> <p>Water and sewerage companies have a legal right of access to their assets; this can be for operational and/or maintenance activities; therefore we will not permit the building over of and/or near to our infrastructure assets.</p> <p>Legal action may be taken to remove any obstacles [at the Developer’s expense] that prevent us from carrying out our statutory duties.</p> <p>Additional information and guidance can be given when further development data is available.</p> <p>We would like to be notified of the Council’s decision on whether to accept our comments and the future progress of the Lancaster Highways and Transport Masterplan and development plans.</p> <p>If you wish to discuss this in further detail, please do not hesitate in contacting me</p>
The Canal & River Trust	<p>The Canal &amp; River Trust (the Trust) is responsible for managing and maintaining the Lancaster Canal including the Glasson Branch, which is held in trust for public enjoyment. We would like to comment as follows on the Lancaster Highways and Transport Masterplan consultation draft.</p> <p>We are pleased to note that the Vision for transport in the district set out at page 31 recognises the significance of the canal for leisure and tourism and as a link to neighbouring areas to the north and south. The Trust supports the recognition of the canal</p>

towpath as a strategic, multi-user traffic-free route through the city (page 39), as shown on the diagram at page 40. The canal towpath also has a significant role to play through Carnforth as indicated on the diagram on page 48, and this should also be acknowledged in the supporting text. The role of the canal towpath in rural areas should be acknowledged at pages 51 to 52.

The canal towpath in the city centre was improved as part of the cycling demonstration town initiative, between Beaumont Bridge No.110 (Slyne Road) in the north and Ashton Road Bridge (No.94) in the south, although it is highly likely that further investment will be required over the plan period for appropriate repairs and maintenance of this stretch. The Trust has an aspiration for towpath improvement works to be extended over a further distance of approximately 5 km from Bridge 94 southwards to Galgate, to maximise the potential use of the towpath for both walking and cycling, including as a commuter route. In the longer term, towpath improvements extending further south to the junction of the Glasson Branch would be a worthwhile initiative, along with the Glasson Branch itself.

In the north of the district, between Tewitfield and the district boundary near Burton-in-Kendal (a length of approximately 3.5km), the Lancaster Canal is not currently navigable by canal boats and the lock flight is disused. The long-term aspiration of the Trust, as a member of the Lancaster Canal Regeneration Partnership, is for the full length of the canal to Kendal to be restored to navigation. In the short term, we would like to see towpath and access improvements on this section of the towpath to maximise its potential as a route for leisure and recreation.

The Trust would request that the above canal towpath improvement works are identified as key projects in the masterplan. We would be keen to work with the local authority and other stakeholders to ensure that any works carried out are appropriate to the character of the area and allow for the safety and convenience of all types of towpath users.

The Trust is supportive of the intention to secure developer contributions towards the delivery of

	<p>transport improvements (page 53). We will therefore seek to secure Section 106 contributions from developers towards improvements to the canal towpath where the statutory tests set out at paragraph 204 of the National Planning Policy Framework are met.</p> <p>Please contact me for any further information relating to the above.</p>
<p>Marine Management Organisation (MMO)</p>	<p>Thank you for inviting the Marine Management Organisation (MMO) to comment on the above consultation. I can confirm that the MMO has no comments to submit in relation to this consultation. If you have any questions or need any further information please just let me know. More information on the role of the MMO can be found on our website <a href="http://www.gov.uk/mmo">www.gov.uk/mmo</a>.</p>
<p>CTC</p>	<p>Thank you for attending the Lancaster Cycle Forum meeting on the Lancaster Masterplan. I certainly found the meeting interesting and I hope you found it useful. I would like to be involved in future meetings to evaluate and prioritise cycle schemes in both Lancaster and the Fylde/Wyre areas.</p> <p>I am pasting in below the notes I gave you at the meeting. While I haven't altered them I would like to expand on some aspects here.</p> <p>While I am primarily interested in the Cycling and Pedestrian aspects of the plan I recognise that it is a total transport and travel plan and that it must aim to optimise travel and transport facilities for the benefit of all people in the district both residents and visitors. However my comments will mainly concern the effect of the plan on the potential cycle facilities as experience has shown that these tend to be ignored or pushed aside in any highway development.</p> <p><b>A6</b></p> <p>At the meeting we emphasised the importance of a safe direct route along the line of the A6 to at least the university and preferably to beyond Galgate. This is very important because of the bad accident record on the A6 but also for the potential a good route has to encourage a large take up of cycle commuting to the university. In the past cycle routes to the university have been promoted that would put most</p>

novice cyclists off the idea. They were devious, hilly and had many sections as unfriendly as the present A6.

The simple and obvious solution is to remove the parking and install cycle lanes both sides of the A6 from Penny Street Bridge to the university entrance and beyond. This is a relatively cheap option being mainly realignment of road markings but some build-outs would need to be removed. It would be strongly opposed by some residents where privileged parking would be lost. A major problem is whether the parking ban would be enforced. There is a daytime parking ban on the east side of South Road now but almost every time I ride up there I see several vehicles parked half on the road and half on the footway. If this was tolerated on the rest of the A6 then the value of the cycle lanes would be negated.

There is another possible solution though it would be more expensive. That is a two way superhighway quality shared footway on the east side from Penny Street Bridge to Galgate but utilising the quiet Belle Vue Terrace as part of the route. This would require less resident parking removal. I am attaching a document I prepared a few months ago that describes this option.

Personally I would prefer the cycle lanes as would most road cyclists but, provided it was well constructed with priority over side roads a quality path could be more attractive to novice cyclists and families. It would certainly have the potential to increase cycle commuting to the university and commuting from South Lancaster to the city centre. It should be noted that it is common to see cyclists on this footway now.

#### **Booth's Supermarket Entrance.**

One point that should be addressed **urgently** is the proposed entrance to the new approved Booth's Supermarket just outside the present 30mph limit. The plan for this shows alterations to the A6 with a central turning lane and narrow running lanes past it. There are also traffic lights and a pedestrian crossing. The narrow running lanes will increase the danger for cyclists passing this entrance. This design needs

to be altered before construction starts. There is room within the Booth's site to provide the extra space necessary for wider running lanes complete with cycle lanes past this turning lane. All that is required is a slight realignment of the entrance road. It is vital this is addressed now before construction starts. There can be no justification for LCC to ignore this and let a junction that is more dangerous for cyclists go ahead on this already dangerous road. To correct it later will cost far more than to get it right first time. This is part of the essential "Cycleproofing" of new road schemes.

### **A683**

The new section of the A683 from M6 J34 to Morecambe Road is to have a cycle/pedestrian path on the southeast side. Generally this is reasonable but concerns raised at a meeting on 9/1/2014 have mostly been ignored on the spurious grounds that we should have raised them two years earlier at a time when there were no credible plans available and the main argument was whether the road should go ahead at all. Even a few days before that meeting I was given two conflicting designs for the Morecambe road junction. If the design was fluid at that stage it is hardly reasonable to say detail safety comments should have been made on a much earlier draft.

A major concern is that there is no footway or cycle path continuing south of Morecambe Road into White Lund: the biggest employment site in the area. The existing footway is being taken to increase the carriageway to SEVEN lanes. There is also no footway or cycle path continuing beside the A683 to the retail park by the Mellishaw Lane junction. It is outrageous that cyclists and pedestrians should be denied direct access into these major employment sites and be expected to take inconvenient and devious routes. Clearly the designers of this road consider cyclists and pedestrians to be inconveniences to be pushed out of the way.

In planning for more traffic particularly more HGVs on this route any responsible designer should have made provision for safe and convenient use by cyclists and pedestrians. This should have included extending the shared path beside the A683 through White Lund at least as far as the Mellishaw Lane roundabout.



The best way of addressing this now is a single stage crossing of Morecambe Road followed by a path along the base of the embankment on the southeast side of the A683 from Morecambe Road to the Greenway with a bridge across the ditch beside the Greenway. This would also have the advantage of allowing Cyclists and Pedestrians to use the Greenway underpass to cross under the A683 if heading for the western part of White Lund. A path here is perfectly feasible though it would require a low retaining wall to obtain adequate width.

A shared Path should then continue on one side of the A683 to the Mellishaw Lane roundabout.

Ultimately a shared path is needed beside the A683 all the way to Heysham Port and the Heysham industrial estates. The Masterplan shows a greenway to Heysham residential area and this is very welcome for residents commuting to Lancaster and for families but a separate path beside the A683 is needed for commuters to the Heysham industrial areas, the power stations and the port.

### **M6 J33**

While I can see the reasoning for moving J33 to remove the congestion and air quality problems of Galgate I can't accept that moving this junction will greatly reduce the traffic heading into the city centre on the A6. It could increase it.

Your Vision says (Pg. 33) – "Our vision therefore includes the relocation and reconfiguration of M6 Junction 33 to give the traffic generated by Lancaster University, the Innovation Park and the residents of South Lancaster who wish to travel to destinations north of the city centre (including Morecambe and Heysham) a route which doesn't go through the city centre".

This is unrealistic. Unless the congestion is far worse than it is now people from South Lancaster will not head south past the university in order to drive round by the M6 in order to get to the Caton Road industrial sites or to White Lund or Salt Ayre. Also the Highways Agency are unlikely to support a plan that

involves pushing a lot of local traffic onto an already busy motorway for a short one junction trip.

A far better and cheaper solution to the Galgate problem would be a short by-pass leaving the A6 about 300 metres north of Hampson Green, crossing Stoney Lane through the site which is currently the subject of a planning application for housing (This should be protected from development now pending a solution to the Galgate congestion), crossing Chapel Lane just north of the church to re-join the present A6. This would involve less new roadworks than moving J33 and would allow a park and ride and rapid transit terminal at either Hampson Green or where the by-pass re-joins the A6.

You should also remember that incidents and planned maintenance result in not infrequent diversion of traffic from the M6. Moving J33 would result in incidents on a 20 mile section of M6 sending M6 traffic through Galgate to the re-sited junction.

Any decision to move J33 should also be dependent on a new junction between Garstang and Barton which is not even mentioned in the Fylde Coast Masterplan which has overlooked the needs and opportunities of east Wyre. That Masterplan also needs to be revised.

### **Renumbering the A6**

This is largely irrelevant. It will not fool drivers or satnavs. The M6 from J33 to J35 will not become an A6(M). The only effect will be that a few non-motorway travellers will get confused by the lack of A6 signing and will go round in circles looking for it or stop in inconvenient places to consult an old map.

### **Rapid Transit**

I can't see any prospect of rapid transit being other than priority bus ways possibly with dedicated ULEV busses. Trams are a menace to everyone where they have to share road space as they will have to for most of the projected service. Tramways are also inordinately expensive and disruptive to install. It is vital that the existing greenways are not destroyed or damaged to try and use them for part of a

rapid transit. This was proposed in Bristol but eventually abandoned.

I would suggest a rapid transit should go via Bowerham Road and Barton Road so as to serve the university of Cumbria as well as Lancaster University and any Park & Ride.

### **Lancaster City Centre**

While the vision of a pleasant City Centre with only low levels of traffic on the Gyratory is very attractive I think it is unrealistic without an alternative major through route. Now that the Canal Corridor has been blocked off by the flats behind the Magistrates Court any alternative route would be both expensive and very disruptive and is unlikely to be created. All we can expect is minor adjustment to the Gyratory which are unlikely to leave it cycle friendly. With this in mind the aim should be to open the present pedestrian area to cycling and improve links to it. A start has already been made on this by allowing cycling outside core hours. As the pedestrian area is currently subject to an experimental TRO this is an excellent opportunity to try allowing cycle permeability at all times.

I see three main through routes being popular in addition to access to the various shops. The first is Penny Street/Cheapside/North Road/Chapel Street giving a safe and friendly route between the Millennium Bridge and the A6 superhighway to South Lancaster.

The second is Meeting House Lane/Market Street/New Street/Church Street/ Stonewell Toucan/Moor Lane giving access to the Station from Freehold.

The third is Meeting House Lane/Market Street/Penny Street to Quarry Road or Nelson Street giving access to the Station from Primrose, Moorlands and Bowerham. This route would use George Street westbound and Brock Street eastbound unless other traffic measures alter the use of these streets.

Lets get this tested now during the experimental TRO.

### **Finally the Out of Town Routes**

The Canal Towpath provides a very useful and popular route through town but it is very narrow and increased use will have the potential for conflict unless it can be widened significantly. North from Hammerton Hall Lane it used to be a useful route, part of Sustrans NCN Route 6, however it is now in a state of serious disrepair. It needs widening and resurfacing all the way to Kellet Lane north of Carnforth. South of the city centre the towpath has a reasonable surface most of the way to Ashton Road but from there on it is not fit for utility cycling. The aim should be to provide a good tarmac surface at least to Potters Brook where it leaves Lancaster District. The Glasson branch should also be surfaced. These improvements would provide a very good popular leisure route encouraging visitors and strengthening the tourist economy. The towpath would also provide an easy commuter route into the city from Galgate and a J33 park and ride.

The Lune Valley path is very good as far as it goes and is very well used but unfortunately it dumps you onto the busy A683 a short distance beyond Caton. A consultant study some years ago showed extension to Hornby, Wray and Wennington was both practical and worthwhile. Unfortunately it was blocked due to a refusal by LCC to face down a few NIMBYs in Cloughton. As well as providing sustainable rural connectivity this path has enormous potential for the visitor economy. It would greatly enhance the visitor experience on the Way of the Roses and would help bring many visitors back to holiday in the area.

There is mention of the possible link across the Arnside Viaduct in cooperation with South Lakeland and that would also boost the cycle tourism take-up. However there is another potentially useful link within Lancashire – a pedestrian/cycle path attached to the rail viaduct over the Lune between Arkholme and Melling. This would be another asset for the visitor economy. What a brilliant loop for tourists staying in Morecambe to ride out on the Greenway to Wennington then on the minor road to Melling, over the viaduct to Arkholme, via Docker to Borwick, then to take the tow path through Carnforth to Rushley Drive and the Promenade back to Morecambe. I trust you will find these comments useful and take them into account in finalising the Masterplan.

HSE	<p>Thank you for your request to provide a representation on the Lancaster Highways and Transport Masterplan consultation document. When consulted on land-use planning matters, the HSE where possible will make representations to ensure that compatible development within the consultation zones of major hazard installations and major accident hazard pipelines (MAHPs) is achieved.</p> <p>We have concluded that we have no representation to make on this occasion. This is because your consultation request is not concerned with the potential encroachment of future development on the consultation zones of major hazard installations or MAHPs. As the request is not relevant for HSE's landuse planning policy, we do not need to be informed of the next stages in the adoption of the masterplan</p> <p><b>Future Consultation with HSE on Local Plans</b></p> <p>The HSE acknowledges that early consultation can be an effective way of alleviating problems due to incompatible development at the later stages of the planning process, and we may be able to provide advice on development compatibility as your plan progresses. Therefore, we would like to be consulted further on local plan documents where detailed land allocations and use class proposals are made, e.g. site specific allocations of land in development planning documents.</p>
Natural England	<p>Natural England have no comments to make on this document but we would wish to see the MasterPlan make the necessary links with policies DM20, DM21,DM22 and DM23 in the Development Management Plan.</p>
Highways England	<p>Thank you for consulting Highways England on the <b>draft Lancaster Highways and Transport Masterplan</b>. Highways England, which has replaced the Highways Agency, is a new government-owned company that is charged with operating the strategic road network (SRN) within England under licence to the Secretary of State for Transport. Our role is to modernise and maintain the network in support of ensuring that it operates safely, efficiently and facilitates sustainable economic growth.</p> <p>Highways England operates the M6 motorway, which passes through the Lancaster district, and our</p>



response to the consultation therefore focuses on those key aspects of the draft Masterplan that we consider will have an impact upon how this motorway operates.

The Masterplan contains a clear, aspirational and integrated vision for the future of transport across the district of Lancaster to 2031, which is something that we broadly welcome in terms of not only providing a basis for aiding sustainable growth, but also helping to improve the district for those who live, work or visit there. We feel that Option 3 detailed within the Masterplan best embodies what it should seek to achieve.

Whilst Option 3 of the Masterplan sets out a range of proposals, we note that a key feature of the vision centres on capitalising on the opportunity that the new Heysham Link Road will afford in bringing about a change in the way in which local traffic (as well as traffic from further afield, including the M6) accesses the city centre of Lancaster or passes through it to access other parts of the district (especially the north - south axis between south Lancaster and the Lune peninsula / north Lancaster). We recognise that the M6, and in particular the relocation of Junction 33, forms an important part of achieving the overall strategy aim.

Highways England is agreeable to the principle of a reconfigured arrangement of M6 Junction 33 to assist in the delivery of the Masterplan, subject to further detailed consultation and assessment to understand the traffic and design impact that this would have upon the SRN.

In particular, given that the Junction 33 proposal is linked to a restriction (or indeed removal) of the ability of private passenger vehicles to traverse the city centre on the current A6 route, there is a need to better understand the implications of the options that are being put forward upon the SRN and the timing of their introduction prior to introducing them. Our preference would be that any scheme to reconfigure the junction is linked to, and delivered in tandem with, a clearly defined scheme to introduce a rapid transit public transport service along the A6 south Lancaster corridor between a reconfigured Junction 33 and

Morecambe/Heysham via Lancaster city centre. The timing of these improvements would need to be linked to making sure that they are both fully operational before any measures are taken to fully restrict or remove access through the city centre.

Before implementing the overall strategy, there is a need to understand its implications with the aim of demonstrating that the impact of local traffic using the SRN as a bypass to overcome the city centre restrictions is minimal and has no detriment to safety on the SRN, especially in consideration of both the additional road user groups and traffic types that would only have the option of using a motorway. This should also aim to clearly demonstrate that the traffic impact upon the SRN has itself been minimised.

Linked to this will also be a need to show that a route of the appropriate standard is available quickly and easily at all times for use as both an emergency and tactical diversion for when it is necessary to close the M6 motorway anywhere between Junctions 33 and 35 given the intention to restrict access through the city centre and, to a lesser degree, through Carnforth. Indeed, the A6/A683 route between Junctions 33 and 34 is a critically important diversion route for when the motorway is closed between these two junctions (as a result of emergencies or planned roadworks).

The diversion route for between Junctions 34 and 35 via the A6 route would be less problematic, as we already have an alternative diversion route between Junction 34 and Junction 36 via the A683 and A65. However, both routes have existing low headroom structures restrictions, which mean that both are not suitable for HGV or abnormal loads.

For planned maintenance and renewal works, it is theoretically possible to maintain motorway running lanes in both directions through the use of contraflow traffic management. However, this would significantly increase costs as maintaining and moving contraflow is considerably more expensive than implementing closures and diversion routes; something further complicated by the need to factor in providing vehicle recovery, temporary speed limits and the repositioning of temporary speed enforcement

cameras. The loss of a diversion route for between Junction 33 and 34 would mean that we would have to invoke our strategic diversion route, which would involve traffic being diverted onto the M62/A1 (M)/A66/M6; a diversion of 200 miles to cover what would be a drive of 6 miles, which is insupportable.

Consequently, we strongly believe that a suitable and appropriate diversion route should be maintained that traverses Lancaster along a north - south axis between Junctions 33 and 34.

In light of the above, and to ensure that the impact upon the SRN of the Option 3 strategy is minimised, we believe that it will also be preferable to:

- allow some limited access through the city centre at all times. If this forms any part of a suggested emergency/tactical motorway diversion route, any limitations must be able to be quickly and easily removed so that the route can be safely and efficiently utilised by all forms of normal motorway traffic.
- ensure that there is adequate parking provision within the city centre to serve local traffic from within the south of the Lancaster that wishes to access the city centre so that there is no necessity for them to divert onto the SRN to access the centre via Junction 34.
- create a suitable 'Park and Ride' facility at a reconfigured Junction 33 that integrates with a rapid transit system.
- ensure that any changes made to the way traffic is managed in south Lancaster in relation to the SRN is reinforced by an appropriate signing strategy for the SRN itself.

We would advise that the proposal for a reconfigured junction takes account of current policy requirements by demonstrating that it will simply replace existing access/egress points on the M6 and will not create any additional ones over and above the number currently available. In addition, this aspiration should be incorporated into the Local Plan for Lancaster and demonstrate how it will assist in promoting and delivering economic growth in the area.

Highways England accepts the principle that Junction 34 would be the main motorway exit for

	<p>Lancaster city centre and north Lancaster destinations following the completion of the Heysham Link Road, together with the renumbering/reprioritisation of the A6 route between M6 Junction 33 and the A601(M) Junction 35. This will though need to be supported by an appropriate signing strategy on the SRN, delivered under an agreement between the County Council and ourselves, which could be enhanced by the use of electronic signage. This would need to be reviewed as part of any future reconfiguration of Junction 33 and measures to alter the way traffic is managed as part of the Masterplan.</p>
<p>The Road Haulage Association</p>	<p>Thank you for giving me the opportunity to respond to the District of Lancaster Highways and Transport Masterplan consultation.</p> <p>The Road Haulage Association (RHA) is the trade and employers organisation for the hire-and-reward sector of the road haulage industry. The RHA represents some 7,000 companies throughout the UK, with around 100,000 HGVs and with fleet size and driver numbers varying from one through to thousands.</p> <p>Generally, RHA members are entrepreneurs, including many family-owned businesses as well as some plcs. More than 80 of the Motor Transport top 100 companies are RHA members.</p> <p>You may be interested to note that the RHA commented on the Fylde Coast Highways and Transport Masterplan consultation earlier this year, and also replied to the West Lancashire Highways and Transport Masterplan consultation in 2013.</p> <p>I am responding to the consultation with this letter, which includes answers to the consultation questions. However before replying to the survey consultation questions I intend to make a number of points that that are of particular relevance to the road haulage industry.</p> <p>I would like to take this opportunity to stress the significant contribution the haulage industry makes to life in Lancashire; the road haulage and logistics industry creates employment in the region and is in the position to offer more job opportunities to local people given the current shortage of heavy goods</p>

vehicle (HGV) drivers nationally.

The haulage sector also supports the wider business community, as well as the public sector by delivering essential goods. For all these reasons we ask that the interests of road hauliers are kept in mind as the Masterplan is developed.

### **Carnforth, Heysham, Morecambe and the M6 link road**

On page 14 of the Transport Masterplan it is acknowledged that the increase in the volume of goods being shipped across the Irish Sea to the Port of Heysham has led to a rise the number of lorries going to and from the port each day, with the peaks in truck traffic coinciding with ship movements. Given this increase in commercial vehicle traffic resulting from a welcome rise in economic activity, the RHA urges the Council to take steps to promote additional growth by making sure the region is adequately connected by road, and that sub-standard routes are upgraded.

We note the assessment on page 20 of the Masterplan that the local economy will be boosted by the completion of the M6 link, with an expected £4.40 return on every £1 invested in the road, and given this assessment I would like to emphasise the important role the haulage sector plays in supporting economic growth.

The RHA welcomes the comments on page 47 of the Masterplan saying that the port road network needs to be upgraded to ensure that the new link road connecting Heysham to the M6 allows HGVs, and other vehicles to access the A683 without travelling through residential areas. We would like to suggest that the phasing of traffic lights near the port is considered since proper phrasing would allow the smooth flow of traffic when ships are unloading. It is our view that successful traffic light phasing is likely to reduce noise and emissions as trucks load and unload at the port, which may cause nuisance to local residents, particularly at night.

The RHA supports the Heysham to M6 link road scheme outlined on page p 20 of the Masterplan,



which aims to connect the Heysham and Morecambe peninsula to a reconfigured Junction 34 of the M6. We look forward to the improved connectivity that the opening of the route in 2016 will bring.

We agree that the completion of the M6 link route will make the Morecambe peninsula more attractive to the transport industry, and are very pleased to see that the haulage and logistics sector is acknowledged in the plan to be a major contributor to the local economy, providing many jobs and supporting many others.

On page 43 of the Masterplan we note that there are proposals to remove HGVs and other movements from Marine Road in Morecambe, to make it easier to integrate the town centre and the seafront, and that removing HGV traffic from inappropriate roads is intended to enable a new approach to traffic management to be established.

While we understand why the Council wishes to divert truck traffic away from Morecambe seafront, I must make the point that provision must be made for commercial vehicles needing to access the area in order to service local businesses and to deliver to households.

We note that restrictions are likely to be placed on HGV traffic elsewhere on the network in order to ensure that trucks use the new M6 link road.

I can confirm that the RHA supports the proposal for a traffic regulation order prohibiting HGVs from using the road forming part of the A6 and the A589 Morecambe road. However, while understanding the reasons for the measure, I would ask the Council to continue consulting the haulage industry as the scheme is implemented to ensure that traffic management changes do not damage the transport sector by negatively impacting the efficiency of haulage operators.

We note that the programme of measures intended to ensure that HGV traffic uses the roads network appropriately and can reach the A683 quickly, could include the completion of the link between Imperial Road and Main Avenue on Lancaster West Business

Park, so removing the need for HGVs to transit via Middleton Road and the Trumacar Roundabout. We can support this proposal, but again ask that the RHA and wider road haulage industry is kept informed as the scheme progresses.

We note that the Masterplan looks at whether it will be possible to arrange for more goods to be moved by rail rather than road. On this issue I would like to make the point that without very major levels of investment in the rail freight infrastructure it is unlikely that significant modal shift will occur in the short or medium term. Given this position it is important to ensure that the roads system works well now and helps support the local economy now.

I note the comments on page 49 of the Masterplan that the town of Carnforth is increasingly becoming more reliant on the visitor economy given its proximity to many attractive natural landscapes, but that there is concern that congestion in the town centre makes Carnforth less attractive than would otherwise be the case to tourists. I also note that it is hoped that the completion of the Heysham M6 Link Road will reduce HGV traffic passing through the town; the RHA looks forward to being consulted on proposals to route HGV and other traffic away from the Warton Road area, once the M6 link scheme is operational.

### **City of Lancaster**

I note the concern on page 16 of the Masterplan that Lancaster's gyratory systems are "throttling the city centre", with the A6 road ringing the main shopping area, making access difficult and potentially dangerous for pedestrians and cyclists. The current road layout in Lancaster is also said to have severed connections between the railway station, the castle to the west and the canal and public buildings to the east, reducing the attractiveness of the area to visitors and tourists.

As mentioned above, the RHA supports the Heysham to M6 link road scheme which is likely to remove a significant volume of traffic from Lancaster city centre and will help boost economic activity.

We are pleased to see the acknowledgement on page 33 of the Masterplan that Lancaster city centre

will never be vehicle free partly because trucks are an irreplaceable form of transport for the foreseeable future; we trust that it is accepted that delivery vehicles support local businesses, residents and the public sector and so should be welcomed and accommodated.

We understand the wish expressed in the Masterplan to see vehicle emissions in Lancaster reduced in order to improve air quality, and we note the Ultra-Low Lancaster emission strategy discussed on page 41 of the Masterplan. The RHA has worked with local and transport authorities in many parts of the country to try and ensure that moves towards introducing low emission zones do not have too great a negative effect on road hauliers and the viability of their businesses. The RHA would be delighted to work with the Council on developing low emission schemes in the Lancaster area. In particular we would be keen to ensure that trucks are not displaced from the low emission zone to other areas where a nuisance may be caused because roads are unsuitable for HGVs.

Regarding the potential HGV restrictions mention on page 35 of the Masterplan in relation to the Caton Road Gateway into the city from the M6, the RHA would ask to be consulted regarding these proposals.

### **Road Safety**

The RHA supports efforts to enhance road safety outlined on page 17 of the Masterplan and would welcome the opportunity to work with the Council and any other relevant agencies in order to help implement road safety measures.

Looking at proposal to create cycle friendly infrastructure, we acknowledge that the existing UK roads infrastructure has not been designed to accommodate cycling as an integral and significant part of the transport system and look forward to working with the Council to develop road safety measures that improve provision for cyclists, but which also accommodate trucks.

### **Key issues for the Road Haulage Industry**

Taking some issues of particular concern to the haulage industry, the RHA would like account to be taken of the needs of the sector for adequate parking and loading facilities en-route as well as at commercial parks and in town centres. It is also essential that drivers should have easy access on long journeys to refreshments and bathroom facilities. If such facilities are not available, then drivers may stop at inappropriate locations that cause inconvenience to local residents and other road users. We would like to emphasise that the tachograph laws require drivers to take regular rest breaks and so provision of comprehensive facilities can only be of benefit to the haulage industry and local residents alike. The lack of secure facilities en-route also means that drivers and their loads are at greater risk of crime, as high value loads have to be parked at the roadside.

I would also like to highlight the importance of good traffic management and in particular the positioning of road signs. Good signage helps drivers to find correct places to park and load, but also to avoid the risk of trucks, for example, hitting low bridges because signs are in the wrong place or because the bridge sign gives insufficient notice for the driver to divert before approaching the bridge.

Given that transport issues are being looked at across the region we hope that all plans are properly integrated so that imposition of height and weight limits in one area, or a low emission zone in another, do not result in the displacement of trucks onto unsuitable roads in another area.

#### **Consultation questions and answers**

**How strongly do you agree or disagree with each of the three options for developing the Masterplan?**

##### **Option 1 - do only what we need to (p27)**

Strongly disagree

##### **Option 2 - improve what we have (p28)**

Tend to agree

**Option 3 - improve and extend (p30)**

Strongly agree

**How strongly do you agree or disagree with our intention to make Caton Road the principal gateway into the city for traffic from the M6, from both north and south (p35)?**

Tend to agree

**How strongly do you agree or disagree with our proposals for Lancaster city centre place-shaping (p36)?**

Tend to agree

**How strongly do you agree or disagree with our intention to remove traffic from the city centre to make it a more attractive and healthier place to be?**

Tend to agree

**How strongly do you agree or disagree that it is important to make sure that traffic doesn't rat run through residential areas?**

Tend to agree

Access for HGVs delivering or collecting goods must be assured.

**How strongly do you agree or disagree that Junction 33 of the M6 should be relocated to north of Galgate to enable the removal of through traffic from the city centre and make sustainable modes of travel viable?**

Tend to agree - Access for HGVs delivering or collecting goods must be assured.

**How strongly do you agree or disagree with each of the following proposals?**

**A South Lancaster Park and Ride/Cycle facility at the relocated junction (p38)**



	<p>Don't know– the RHA wants to see the details of the proposals before supporting the proposal or otherwise.</p> <p><b>A rapid transit service between Heysham and South Lancaster (p38)</b></p> <p>Don't know– the RHA wants to see the details of the proposals before supporting the proposal or otherwise.</p> <p><b>An integrated multi-use/cycling network for the district (p39)</b></p> <p>Don't know– the RHA wants to see the details of the proposals before supporting the proposal or otherwise.</p> <p><b>A district wide Ultra Low Emission Vehicle (ULEV) Strategy (p41)</b></p> <p>Don't know – the RHA wants to see the details of the proposals before supporting the proposal or otherwise.</p> <p><b>How strongly do you agree or disagree that traffic on part of Marine Road Central Morecambe should be limited to make the seafront a more attractive public space and better link it into the town centre (p45)?</b></p> <p>Tend to agree - Access for HGVs delivering or collecting goods must be assured.</p> <p><b>How strongly do you agree or disagree that Carnforth town centre should be made more pedestrian friendly (p49)?</b></p> <p>Tend to agree - Access for HGVs delivering or collecting goods must be assured.</p> <p><b>How strongly do you agree or disagree with the following statements? There needs to be better connectivity around Morecambe Bay...</b></p> <p><b>...by road</b></p> <p>Strongly agree</p>
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	<p><b>...by rail</b></p> <p>Don't know</p> <p><b>...by cycle</b></p> <p>Don't know</p> <p><b>How strongly do you agree or disagree with the following statements?</b></p> <p><b>Morecambe needs better rail connectivity</b></p> <p>Don't know</p> <p><b>The Bentham line needs to be improved</b></p> <p>Don't know</p> <p><b>There should be northbound connectivity from Carnforth station</b></p> <p>Don't know</p> <p><b>Connections into and out of the rural area for people without a car must be maintained</b></p> <p>Tend to agree</p> <p><b>Have you read the district of Lancaster Masterplan document?</b></p> <p>Yes, I have read some sections fully</p> <p><b>Are you responding to this consultation...?</b></p> <p>On behalf of an organisation</p> <p><b>If you'd like to make any comments about these proposals, please type them in the box below.</b></p> <p>Please see the comments made at the start of this letter.</p> <p>I hope you find these comments helpful and I look forward to the RHA being consulted further as work on the Masterplan progresses.</p>
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<p>EDF Energy</p>	<p>DF Energy is one of the UK's largest energy companies with activities throughout the energy chain. Our interests include nuclear, coal and gas-fired electricity generation, renewables, and energy supply to end users. We have over five million electricity and gas customer accounts in the UK, including residential and business users.</p> <p>EDF Energy owns and operates the two nuclear power stations at Heysham (Heysham 1 and Heysham 2), and is a major local employer, with around 1500 permanent staff and contractors. Good transport links to the site are essential, both for staff and for supplies of goods and services, especially. We therefore welcome in particular the progress made on the Heysham to M6 link road, which will remove the majority of power station traffic from the Lancaster gyratory. The rail link and proximity to the Port of Heysham also provide important links which facilitate nuclear fuel transport and occasional deliveries of abnormally large loads respectively.</p> <p>Cycling to and from the Heysham power stations continues to increase in popularity. EDF Energy is keen to promote this sustainable mode of transport to promote healthy living and the company supports the Bike to Work scheme. However, in recent years the number of cycling accidents involving our workers has increased on the busy A683 Heysham by-pass. We've also noticed a deterioration in the condition of the road surface, which may be due in part to heavy use during recent wind-turbine and switching station construction traffic. With the new M6 link opening, we expect that traffic on this road to White Lund Industrial Estate and the Port of Heysham will increase further. We would like to see consideration of a dedicated cycle path from Lancaster (Salt Ayre Sports Centre) to Heysham, to further promote cycling to work as a safe and healthy commuting option. This would also benefit cycling tourism to the Isle of Man via the Port, as well as other commuter traffic from Heysham to Lancaster.</p> <p>EDF Energy currently plans to operate Heysham 1 until 2019 and Heysham 2 until 2023. By then, the stations will have been operating for 35 years. However, we keep these dates under review, and will continue to operate both stations as long as it safe and economic to do so. While detailed technical and</p>
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	<p>assessments need to be completed before any revisions to these dates can be given, we expect to be able to justify further life extensions for both stations.</p> <p>When the power stations do eventually reach the end of their lives, there will be a period of de-fuelling and decommissioning. This will result in continuing activity on the site for some years after generation of electricity ceases, and the stations will be put into a long term care and maintenance regime before final dismantling.</p> <p>Page 47 of the consultation makes reference to the National Policy Statements for Energy. To be clear, the National Policy Statement for Nuclear Power Generation (EN-6), published by the Government in July 2011 confirmed that land at Heysham is potentially suitable for new nuclear power generation, and is one of only eight such sites (not ten as noted in the consultation paper) in England and Wales. EDF Energy has an interest in part of this land, and believes that the site is a valuable option which should be preserved for future use, although there are no specific development plans at this point in time.</p> <p>Please contact me, or Nick Cofield on 01452 654130, if there are any matters related to the planning or transport infrastructure requirements for the Heysham Power Stations that you would like to discuss directly with us.</p> <p>I confirm that this letter may be published on Lancaster Council's website</p>
<b>Local Stakeholders</b>	
Lancaster BID	<p>I wanted to begin my letter by congratulating you on such a comprehensive document. I attended the Seminar event at The Storey in Lancaster on 24 March, as well as the Lancaster District Chamber of Commerce Consultation Event on 30 April. I found both to be very informative and certainly came away with some understanding of the work that has gone into developing the Masterplan.</p> <p>My response to the public consultation is on behalf of the businesses located in Lancaster's city centre and as such, I have limited my comments to the sections of the Masterplan that relate specifically to city centre traffic. I have deliberately omitted to make any</p>

comments on Morecambe or Carnforth, not because they do not impact on Lancaster's traffic load, but rather because I feel that you will receive more informed comments from other parties in those areas.

In addition, I have focussed my response to Option 3 Improve & Extend as this represents the ultimate and preferred goal of the Masterplan document.

An important statement in the Masterplan document is contained in the third paragraph on page 33 under the heading of City of Lancaster and mentions that "the heart of the problem is the gyratory system" going on to specify the need to reduce the traffic accessing the gyratory. There is no doubt that this statement is true and the two key mechanisms described (completing the Heysham to M6 Link Road and the suggested reconfiguring of the M6 junction 33) would certainly get us some way towards that goal as the traffic that is moving through (rather than stopping in) the city centre adds a considerable burden to the existing road layout.

Having found a method of reducing through-traffic, I would agree that the next focus would be the destination-traffic (commuters, shoppers and residents).

As a representative of the businesses operating in the Lancaster Business Improvement District, I would be keen to emphasise that it is our goal to increase the number of people coming into Lancaster although I don't necessarily believe that BID goals need to conflict with those that are stated in the Masterplan.

The following list summarises some of the most common suggestions made by business owners in Lancaster for improving the management of destination traffic (not in order of priority):

1. Reconfiguring traffic light locations and phasing to encourage continual traffic flow (the existing configurations of the lights actively constricts traffic flow often leading to traffic being halted behind a clear road).
2. Pay-on-depart facilities at all car parks to encourage shopper to stay longer than they may have originally planned.

	<ol style="list-style-type: none"> <li>3. Reduce car parking charges to actively encourage visitors into the city (charge half as much to bring in twice as many visitors).</li> <li>4. Offering car parking facilities that are easily accessible without accessing the gyratory system, whilst reducing car park facilities located inside the city centre gyratory.</li> <li>5. Offering a subsidised shop mobility facility for disabled visitors and residents based outside the gyratory system but with dedicated and safe access into the city centre.</li> <li>6. Reintroducing two-way traffic along some of the current one-way roads to allow ingress and egress without having to circulate the city.</li> <li>7. Raising the height of the footbridge on St George's Quay to allow high vehicles to depart from Lune Industrial Estate without having to navigate the Market Street/China Street junction.</li> <li>8. Not cutting off through-traffic.</li> <li>9. Actively manage "rat runs" as viable alternative routes into and out of the city, rather than severing them.</li> </ol> <p>The Masterplan makes reference to a goal for 2031, thereby setting a 15 year plan of action but then refers to waiting for the Link Road to be opened before assessing what actions to take first in relation to the Place Shaping for Lancaster (scheduled for 2017/18) shown under Milestones on page 55. I would appeal to Lancashire County Council to consider all of these suggestions above in advance of the opening of the Link Road in 2016 as changes to assist the current traffic flow will undoubtedly still benefit the reduced traffic flow that is anticipated from 2016 onwards. Thank you for taking the time to read my response.</p>
Lancaster District Bus Users Group	<p><b>Introduction</b></p> <p>Lancaster District Bus Users Group welcomes the opportunity to comment on the Masterplan and is grateful for the opportunity to put forward its views on the proposals within it.</p> <p><b>Vision</b></p> <p>The Plan presents a beguiling vision of a city and District where transport problems have been overcome. Walking and cycling have become “the norm” and the car has been tamed and largely restricted to essential use only. To a certain extent this vision recognises the county council’s long-</p>



established road-user hierarchy, but the plan should go further than this and should explicitly place this hierarchy at the centre of future transport policy.

However, public transport is only mentioned in the context of further studies to identify how rail services can be improved and an expectation that bus services, including a new “rapid transit” link will function more reliably once car traffic has been removed from the city centre.

**The Bus Users Group is disappointed that the county has no vision for how bus services could be improved and developed so as to play their part in this transport revolution. The Group also feels that the council’s road-user hierarchy should be given explicit recognition as the guiding force for future transport policy.**

**Targets**

Whilst giving rise to expectations of significant modal shift, particularly for journeys to and from central Lancaster, the Plan contains no targets by which its success could be measured.

Other than a brief reference to the level of car ownership in the District, based on Census returns, there is no data on current levels of use of the various modes of transport or on modal-split.

**The Bus Users Group considers that the Plan should set targets for:**

**Bus Patronage**

**Train Patronage (for in-District journeys)**

**Congestion of the road network (average delay times)**

**Air Quality**

**Cycling and walking**

**Deliverability and Funding**

The Plan makes it clear that there is no automatic funding, which will have to be bid for on a scheme-by-scheme basis. The various possible sources of funding identified all appear to be “capital” funding. There is no recognition in the Plan of the continuing need for “revenue” funding (to support items such as

Park and Ride and the Rapid Transit line) nor any indication of from where this might be obtained.

Funding appears to be linked to proposals for large-scale housing development to the south of Lancaster. It is unclear from the plan whether sufficient consideration has been given to the amount of additional traffic this will generate and to what extent it will reduce the benefits the plan might bring.

The long-term elements of the Plan appear totally-dependent on funding and agreement by the Highways Agency for the relocation of Junction 33 of the M6. Despite this, there is no indication in the Plan of the likelihood of such funding and agreement.

**The Bus Users Group is concerned that there is no “Plan B” should the Junction 33 relocation not prove feasible.**

#### **Specific Proposals within the Plan**

The Bus Users Group would now like to turn its attention to some of the specific proposals within the Plan. In doing so, it notes that there are few references to buses or to the role they might plan in fulfilling the Plan’s objectives. Indeed, one of the few references is to the perceived difficulty in continuing to fund buses in rural areas – something that will be commented upon below.

#### **Lancaster**

##### **City Centre One-Way System**

Any remodelling or replacement of the city centre one-way gyratory system should make provision for buses to gain access to central stops at Common Garden Street without the need to “loop the loop” around Common Garden Street and George Street as is necessary at present. This might include the replacement of bus stops in George Street by additional stops on the south side of Common Garden Street and the provision of safe crossing facilities on Common Garden Street.

##### **Park and Ride**

Park and Ride is, arguably, not “public transport”, being instead a traffic management and parking

management tool. In itself it does not remove a single car journey from the roads, merely relocating them away from town centres and, by means of providing extra car parking and reducing congestion, it could be said to be a tool for improving the experience of travel by car and thus making it more attractive.

Park and Ride will only succeed where it does improve the journey experience for car users. It appears from the Plan that, initially at least, no bus priority measures will be provided in connection with the Caton Road site. Neither is there any indication that car parking in central Lancaster will be reduced or made more expensive. There would therefore appear to be little incentive to use the Caton Road Park and Ride and the Bus Users Group is concerned that under-utilisation will discredit the concept of Park and Ride in the city.

The same considerations would apply to the proposed southern site.

The Bus Users Group is aware that the vast majority of Park and Ride sites that operate in the UK require continuing revenue support. The few exceptions could be seen as “special cases” and in some cases Park and Ride schemes have been discontinued due to lack of revenue funding. The Group is therefore concerned to note the absence of any reference to such need within the Plan.

**The Bus User Group considers that bus priority measures should be put in place along Caton Road from the inauguration of the Park and Ride and that a source of continuing revenue funding be identified that is sufficient to provide a frequent service at an attractive price. Any such funding should not be at the expense of existing budgets for public transport support.**

#### **Rapid Transit**

The Bus Users Group welcomes the proposal to improve public transport along the key Heysham – University corridor. Whilst existing bus services provide a reasonably attractive service for existing users it is clear that a step-change in quality will be required to bring about significant modal-shift.

The term “rapid transit” is usually taken to mean some sort of fixed-track, usually rail-based transport system. In recent years a number of such systems have been developed in Great Britain but, with the exception of the modernised “historic” system in Blackpool, all such schemes have taken place in cities far larger than Lancaster. Indeed, the Bus Users Group notes that proposals to establish light rail “rapid transit” systems in Liverpool and Leeds have been abandoned due to the impossibility of obtaining funding.

Therefore any “rapid transit” system in Lancaster is likely to be bus based and to use a mixture of bus priority on normal roads and, possibly, short sections of “bus-only” roads to by-pass congestion pinch-points. Whatever form it takes it is essential that vehicles operating on the system have priority over other road users wherever possible.

The success of any system will depend upon it providing fast, frequent and direct services. In order to achieve these objectives the system will need fewer points of access (stopping places) and may need to follow a route more remote from centres of population than the existing bus services. Such stopping places will have a greater catchment area than ordinary bus stops and may themselves need “park and ride” provision to attract users. Users should also be able to access the system by using existing bus services as feeders and it is therefore essential that the rapid transit system, whatever form it may take, is fully integrated into the existing bus network insofar as routes, timetables and, crucially, ticketing is concerned.

The Council should set targets for passenger usage and standards for frequency and hours of operation of the system. There needs to be recognition that attractive services and affordable fares are likely to require a degree of revenue funding – or at least revenue guarantee – in the initial stages.

The rapid transit system should complement the existing bus network rather than compete with it.

**The Bus Users Group therefore considers that:**

**The rapid transit system needs to be fully-**

**integrated with the local bus network**

**The Council should use its powers under existing legislation to set standards of frequency, hours of operation and inter available ticketing between the rapid transit scheme and other bus and rail services.**

**The Council should recognise the need for initial revenue funding.**

**Morecambe**

The Plan fails to recognise the imperfections of the bus network in Morecambe and the need for improvements to allow buses to play their part in fulfilling the Plan's objectives.

Specifically, the issue is one of connectivity. Buses in Morecambe serve at least three distinct points within the central area: The "bus station", the Promenade and Euston Road. However, no service serves all points and the network is fragmented between the three sites, leading to problems of integration and connectivity.

Specifically, the bus station in Morecambe is in need of refurbishment and the existing, but closed, waiting room should be made available to passengers at a very early stage of the plan.

**The Bus Users Group feels that the Plan should include a commitment by the Council to enter into an agreement with Stagecoach to review the bus network in Morecambe, with a view to improving connectivity and integration both between bus services and between bus and train.**

**Carnforth**

Similar issues apply in Carnforth, where despite the small size of the central area, there is no one point served by all buses.

**As with Morecambe, the Bus Users Group feels that the Council should, jointly with Stagecoach, review the bus network in Carnforth with a view to improving connectivity and integration with train services. In the case of Carnforth, such review should explore the possibility of moving the bus stops outside the station in Haws Hill to a site**

**nearer to the part of the station that is actually used by trains.**

### **Rural Areas**

The Bus Users Group is extremely concerned to read that the Masterplan apparently accepts that funding for rural bus services will inevitably decline. Whilst the bus clearly cannot serve every little settlement, the existing network has been in place for many years and a clear distinction can be drawn between those settlements which are and those which are not served by bus. The Bus Users Group and, one suspects, the population at large do not expect everywhere to have a bus service, but neither should they expect an existing service to be withdrawn when its presence may have been a factor in their choice of place of residence.

The Plan talks about focussing on where the greatest benefits can be achieved using public money to maintain access to services. Figures that the Bus Users Group has obtained from the county council show that in terms of the “subsidy-per-passenger” (or to put it another way the number of passenger-trips per £1 of expenditure), subsidised bus services produce a better return than any other council expenditure on passenger transport.

**The Bus Users Group feels that the suggestion in the plan that rural “transport hubs” should developed as mini “park and ride” sites is risible given the low frequency of the rural bus service and the likely opposition to the “urbanisation” of rural villages that the associated car parking would require.**

**The Bus Users Group also believes that the existing rural bus network should be maintained in its entirety, with the role of community transport and similar initiatives being restricted to a supplementary role meeting specific needs that cannot be met by buses.**

### **Recognising the potential of the bus.**

The Bus User Group feels that the “Transport Masterplan” is, in its present form, merely a “Highways Masterplan” that does not recognise the



potential of the bus network to contribute towards solving Lancaster's transport difficulties.

In part, this may be due to the need for a degree of revenue funding needed to unlock that potential, whereas the Masterplan is, in large part, a tool to facilitate the bidding process for capital funding. Nevertheless there are "capital" projects that could be undertaken to improve the bus service alongside those requiring revenue funding and the Group puts forward the following suggestions for inclusion in the final Masterplan document.

Refurbishment and improvement of the bus stations in Lancaster and Morecambe to include in Lancaster the permanent incorporation of the car park in Wood Street to be used as a bus parking area so as to reduce congestion in the bus station itself and to act as a pick up/drop off interchange point for bus passengers arriving or being picked up by car. In Morecambe, the "pagoda" waiting room to be refurbished and re-opened and the waiting shelters to be replaced with weatherproof shelters incorporating high-quality lighting and seating.

High-quality bus shelters to be provided throughout the District, designed with the needs of bus passengers in mind (The Bus Users Group would be pleased to provide an input) and under the unified control of the county council. The county council to enter into a clear, long-term maintenance commitment with clear reporting lines for members of the public to report faults and matters needing attention.

Publicity for bus services to be improved. High-quality maps and timetables for all operators to be available both on-line and in print. Information on **all** fares and ticket prices to be readily available. Details of changes to times and fares to be available at least 10 days in advance, on-line and in print.

To facilitate the above, all changes (other than emergencies due to road closures etc.) to the bus network to be co-ordinated on no more than three days each year, the dates to be fixed and publicised in advance.

Comprehensive route maps and timetable displays to be provided for all services in the towns concerned at the railway stations in Lancaster, Morecambe and Carnforth and a display of timetables of services passing the station at Bare Lane.

Recent technological developments have seen the introduction of “live-time” bus information whereby passengers can ascertain the exact location of their bus via smartphone apps. The council should work with local bus operators to introduce the system in Lancaster (and indeed throughout the county) with the provision of public display screens at key locations.

A telephone bus enquiry service to be available at a lo-call rate, rather than the expensive 0870 number used by Traveline.

The county council, acting as highway authority, to consult with bus companies at least six weeks in advance of major road works. Where the resulting congestion requires bus companies to deploy additional resources to maintain timetables reliably a compensatory payment to be made.

There are also a number of **minor highways schemes** that could be implemented to assist buses. Examples are:

At the junction of Scale Hall Lane and Morecambe Road where the junction between the bus lane on Scale Hall Lane and the bus lane on Morecambe Road is controlled by the same set of traffic signals that controls non-bus lane traffic. Buses waiting to turn left into the Morecambe Road bus lane must wait for a green light despite the only conflicting traffic being buses (and other legitimate users) on the bus lane in Morecambe Road. Given the low level of use of these lanes (compared with other traffic on the main carriageway) controlling this junction by means of a “Give Way” rather than signals would significantly reduce delays to Lancaster-bound buses.

Bus access to the Lancaster Infirmary grounds is difficult due to the road layout and obstruction of existing bus routes by illegally parked vehicles. The Group would suggest that such access should be reviewed and where possible improved.

	<p><b>The Bus User Group is grateful for the opportunity to comment on the Masterplan and would welcome the chance to discuss it in more detail with council officers such this be thought helpful. We do not, however, see this as a one-off exercise and feel that the needs of bus users need to be communicated to the council as the Plan develops and indeed in the wider transport planning context.</b></p>
<p>Lancaster Vision</p>	<p>Lancaster Vision welcomes the draft Masterplan, which identifies transport needs in Lancaster District, and proposes ways of meeting these needs over the period 2015-2031.</p> <p>No major transport improvements have taken place in Lancaster District since the building of the M6 motorway in the 1960s and the opening of the Lancaster gyratory system in the early 1970s. The potential of Lancaster District as a centre for business and for education has grown very substantially in this 45-year period, but this potential is very far from being realised because of inadequate transport provision.</p> <p>The Heysham-M6 Link Road, due to open in summer 2016, will greatly improve access to Heysham port and to Morecambe. This has already led to significant investment in shipping for the Heysham routes across the Irish Sea. We hope the construction of the Link Road will trigger a momentum of transport improvements in other parts of the District not directly benefited by its construction. We would then expect expansion in economic activity to follow.</p> <p>Lancaster Vision hopes the plan of action on transport in Lancaster District set out in the Masterplan will be taken forward to its full extent ('improve and extend', rather than 'do only what we need', or 'improve what we have'). We will be pressing for this to take place, and we believe that substantial economic benefits to the District will follow.</p> <p><b>1. Introduction</b></p> <p>Lancaster Vision welcomes the opportunity to</p>

respond to the consultation exercise on the draft Highways and Transport Masterplan for Lancaster District. Our response is informed by careful consideration of the Masterplan itself, and from visiting the displays in Lancaster Library.

Lancaster Vision recently collaborated with Lancaster District Chamber of Commerce in organising a seminar on Transport in Lancaster District (held at The Storey on 24 March 2015 and attended by more than 60 people from a wide variety of interests) at which County Council officers presented the Masterplan. At the seminar a number of speakers offered a range of ideas for transport developments in Lancaster and the surrounding district, and all those attending the seminar were invited to list their most pressing concerns, which were collated and fed into a report. This report has already been sent to all delegates to the seminar, including the County Council officers who were present and spoke.

The outcomes of the seminar have helped to shape this response to the consultation.

## **2. Transport needs of Lancaster District**

In common with other parts of Lancashire, the economy of Lancaster is growing. Transport needs, for both people and goods, are increasing. It is quite some time since an origin-and-destination survey was carried out in Lancaster District, so we can only guess what these needs are by observation of traffic on roads, rail and sea, but it is clear from the continual traffic jams on the Lancaster gyratories and elsewhere, and from the fact that people frequently have to stand while travelling on commuter trains, that transport needs are not being properly met. As the Masterplan document observes, Lancaster city 'is being held back by transport issues, of which by far the greatest challenge is posed by the infamous Lancaster gyratories'.

The completion of the Heysham-M6 Link Road, due in summer 2016, will help to meet some of these transport needs, but large parts of the District will be untouched by the Road. There the

transport difficulties will continue, although the Masterplan document suggests that the Link Road will act as 'the lever to unlock fundamental change across the District'. It recognises there is a possibility of gradual improvement.

In order to inform the actions that need to be taken to implement the Masterplan we recommend that, once the Link Road is open and travellers have settled into their new habits, an origin-and-destination survey should be carried out across Lancaster District as soon as possible.

### **3. Catering for Visitors**

Tourism is an important part of the economy of Lancaster District. This activity is likely to grow over the next few years, as Lancaster Castle develops as an attraction and as Lancaster's newly-acquired status as a Heritage City becomes established.

The heritage attractions of Lancaster itself are mostly concentrated in or close to the Castle, the Quay and the Georgian centre. At present, access to these areas is convenient by train, but they are hard to reach by road, and car parking in the city centre is very limited.

There are ten other Heritage Cities in England. Most have park-and-ride systems which allow drivers to park conveniently on the outskirts of the cities and travel to the historic centre by bus, generally from several car parks. Lancaster needs to take action to ensure visitors can gain access to its heritage attractions easily and inexpensively, so that the opportunities offered by the new Heritage City status can be realised. So far only one park-and-ride facility is planned for Lancaster (at M6 junction 34), which is plainly inadequate compared with the park-and-ride provision in other Heritage Cities (York, with a population only 20% larger, has six park-and-ride sites, for example).

### **4. Rapid-transit Service**

The Masterplan envisages a rapid-transit system ('Lancaster Reach') linking Morecambe to south

Lancaster via the city centre. If fully implemented to a high standard, this would be a great boon to the District. It would enable a proportion of the local population to travel easily and quickly between home and work, as well as providing access from car parks on the outskirts of town to the visitor attractions of central Lancaster, and carrying shoppers between their homes and the centre. However, the Masterplan is unable to provide further detail on this proposal until the City Council's decisions on the siting and extent of future housing developments are clarified.

### **5. Relocation of M6 Junction 33**

The M6 between Galgate and Carnforth, bypassing Lancaster, was the second length of motorway built in Britain (the M6 Preston by-pass was the first), and the location and design of the junctions falls well short of modern requirements. Junction 34, which was intended only for emergency and maintenance vehicles, is being modified as part of the Heysham-M6 Link Road works to bring it up to standard.

As traffic on the A6 south of Lancaster increases, partly due to the expansion of Lancaster University and the development of the Health Innovation campus, Galgate is becoming a more and more serious bottleneck, with long queues developing every weekday morning and evening. Since most of this traffic wishes to visit points to the north of Junction 33, this would be largely overcome by relocating junction 33 to the north side of Galgate. It will be necessary to provide a link from the Junction to the A6 south of Galgate, so that traffic wishing to go this way will also be able to avoid the Galgate bottleneck.

### **6. Access to Housing**

People need to be able readily to travel from where they live to their places of work, education, recreation or shopping; clearly areas of housing need good transport links. Transport is the responsibility of the County, whilst zoning of land for housing is a function of the City, so the two councils need to co-ordinate their thinking on



these matters. But this does not appear to have happened in every instance.

A case in point is the new housing at Luneside East and West. These areas are not well served by public transport and have only very limited links by road, all giving on to the gyratory system, which is already jammed by heavy traffic during the day. The same applies to the Marsh area of west Lancaster. One possible way to alleviate this would be to build a third bridge over the River Lune. We recommend that this, or some other way of addressing the problem of access to Luneside, should form part of the Masterplan.

## **7. The Gyratory System**

Lancaster has a complex, interlinked set of gyratories (described as 'infamous' in the Masterplan document). The northerly one includes the two river bridges; the southern gyratory encircles the main shopping area of Lancaster. The southern gyratory is more than a mile (1.8 km) in circumference; many journeys between points only a short distance apart as the crow flies involve travelling more than halfway round this circuit, which is clearly wasteful.

As has already been noted, there is often heavy traffic on the gyratories, bringing them near to their capacity. Any small perturbation, such as road works, a broken-down vehicle, or just a temporary increase in traffic volume, can bring the whole system to a standstill for a considerable period. The gyratory system is costly in many ways because it often operates in an unstable state, close to its maximum capacity.

As an approach to this problem, it could be helpful to consider Lancaster centre as not part of a route to somewhere else, because it is not suitable to carry through traffic. Instead, it should be a destination, which traffic visits and then leaves by the same route it arrived.

## **8. Caton Road to be the principal gateway to city?**

This question is intimately bound up with the future of the gyratory systems, because Caton

Road delivers traffic into these systems. Furthermore, the opening of the Heysham-M6 Link Road is expected to cut traffic on Caton Road significantly. It is impossible to comment usefully on this proposal before the future of the gyratory systems has been settled and the changes that follow from the opening of the Heysham-M6 Road have become established. But Caton Road is at present a two-lane road for most of its length, and it is incapable of carrying much more traffic unless it is modified.

### **9. Sustainable Transport**

We strongly support the intention expressed in the Masterplan to provide a network of strategic routes for cycling and other sustainable modes of transport. Lancaster has been a cycling demonstration town for six years, and much more could be done to support this non-polluting means of transport. We hope that walking will also be included as a healthy and sustainable form of transport.

We also support the introduction of Ultra-Low-Emission Vehicles on routes throughout the District.

Electric vehicles are bound to become more popular as they become more fully developed, and charging points should be provided across the city so that electric vehicles can be widely used - although it should be recognised that they cause CO<sub>2</sub> emissions at thermal power stations, in greater volumes than are caused by conventional road transport.

### **10. Funding**

Indications of funding sources are set out in the Masterplan (page 62 of the pdf). From this table it is clear that funding is by no means secure for many of the aims set out in the Masterplan document.

Lancaster Vision hopes the City and County will work together with the LEP to put strong cases for funding of these aims.

If these bids should not succeed, the Masterplan will be only partly implemented at best, and Lancaster will continue to be blighted by traffic jams, slow public transport, and a consequently poor level of economic activity. It will be a less attractive place than it could and should be, to shop, to visit briefly, to stay longer and explore for a few days, or even to live.

## **11. Conclusions**

When the Heysham-M6 Link Road opens, in summer 2016, it will greatly ease travel between the Morecambe/Heysham peninsula and the M6. Already this prospect has led to substantial investment in ships for the Heysham Irish routes and it is encouraging spending in the Heysham Gateway area.

But the economy of other parts of Lancaster District is being severely held back and investment is being discouraged by transport difficulties.

As a first step towards addressing these problems, we recommend a new origin-and-destination survey should be carried out once the Link Road has opened and travel patterns have become established.

Tourism is an important component of Lancaster's economy, with the Castle now open to the public and Lancaster recently having become one of England's Heritage Cities. The heritage that visitors will wish to see is concentrated in the city centre, particularly around the Castle and St George's Quay. The railway station is well placed to give access to these areas, but links by road are often jammed with traffic and car parking provision close to the attractions is poor. There should be quick, reliable park-and-ride and park-and-cycle provision giving access to the centre. This will require investment in new buses and new car parks close to motorway exits; but much more importantly it will require a solution to the problem of continual traffic jams, which will delay the buses and cycles if they have to use the roads in

	<p>their current congested state.</p> <p>The Masterplan envisages an end to the gyratory system - a death which will generate no tears of regret. It is not at all clear what might replace the system as a means of getting road traffic into Lancaster; but once the Heysham-M6 Link Road is open, it may be feasible to discourage Lancaster city centre from being used as a route to somewhere else. In other words, traffic would generally arrive and depart by the same route; through traffic would be discouraged. The proposed Caton Road gateway should be considered in the light of this possibility.</p> <p>There are parts of the District where housing is being built to which transport access is difficult, of which the most blatant case is Luneside. It is not at all clear how ready access is to be provided to and from the Luneside housing. This appears to be a case where planning has not been properly thought through.</p> <p>The Masterplan recognises that transport needs to become more sustainable, to reduce the risk of catastrophic global climate change. We support the proposals for new cycling routes, for the introduction of Ultra-Low-Emission vehicles and for electric vehicles, for which charging points should be built across the District. Walking is a healthy and sustainable means of transport which should not be overlooked.</p> <p>Overall, Lancaster Vision welcomes the Transport Masterplan, but we are acutely aware that funding for the proposals of the Masterplan will be subject to competitive bidding. If the ambitions of the Masterplan are to be realised, Lancaster City Council will need to work closely with Lancashire County Council and the LEP to develop attractive and convincing proposals for funding. Such proposals will carry much more weight if they are based on collaboration among all three bodies.</p> <p>To “improve and extend” the transport facilities in Lancaster and the surrounding district will require visionary thinking and political will on the part of the City Council. Lancaster Vision would be</p>
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	pleased to be a participant in the process.
Lancaster Vision (additional representation)	I have also been asked to say that our response didn't give as much weight as perhaps it should have to the desirability of developing rail links, both within the District (such as electrification of the route to Morecambe and Heysham and improvement of the Wennington line) and beyond (such as improvement and electrification of the line to Barrow). The Morecambe and Barrow lines are well-used and their passenger numbers could increase substantially following the provision of a better and more modern service. The Wennington line has the potential to be better used. All three are important links.
Space for Cycling (Matt Hodges CTC). Text only	<p>LCC often cite Lancaster University as having the highest cycling rate of any employer in the county but that rate is still low when compared with some other universities. The reason is not hard to understand. The signed cycle routes to the university are hilly, devious and very cycle unfriendly. They have been signed without proper consideration of their practicality. They are a token gesture. To ride up through Primrose and over Bowerham is hard and slow even for experienced cyclists. Neither staff nor students want to turn up at university in a sweaty lather.</p> <p>There is a direct well graded route to the university. It is the A6, but while many experienced cyclists use it, most "would-be cyclists" are put off because it is clogged with heavy traffic and parked cars which make cycling along this route a serious challenge.</p> <p>With 12,000 students and about 2,800 staff the university is the largest travel destination in the district and has plans to grow. The majority of those students and staff live in Lancaster and Morecambe. The students in particular are short of cash and cycling is an excellent way to economise. This major unfulfilled demand for cycling to and from Lancaster University needs to be properly addressed.</p> <p>Where there is a good safe direct cycle route it will be used by lots of new cycle commuters riding to work or school and also by shoppers. The numbers of bikes using the Greenway and the Caton cycle track clearly demonstrate that. We need an equivalent route south from Lancaster centre to serve the University and the residents of Scotforth and Hala together with the</p>

proposed new Bailrigg Science Park, and the A6 is the only reasonable line.

Dynamo have proposed a sensible solution: cycle lanes on the A6 all the way from Penny Street Bridge to the university entrance. However this proposal has been ignored by LCC Highways because it would require removing almost all the parking from the west side of the A6. But main roads should not be used for car storage. They are for travel. The vehicle licence allows a car to be used on the public road, it does not give the owner a right to store his car on the bit of road outside his house.

How can anyone justify allowing parking on a road that is routinely clogged with this level of queuing traffic? Yet every day this road has this sort of queue while there is an 1800 wide lane down the west side full of parked cars.

Meanwhile cyclists riding up here to the university are intimidated by vehicles squeezing past with very little clearance. We need Space for Cycling to The University.

Roads are for travelling by HGVs, Busses, Cars, AND by bicycles and pedestrians. They are not for leaving cars parked all day. This not only deters cyclists but it delays drivers also. If motor vehicles are not to have to wait behind cyclists up the A6 we need separate cycle lanes. There will be plenty of room for them when the parking lane is removed together with the build-outs designed to protect the parked cars.

Unfortunately so far LCC highways have not been prepared to face down the residents who seem to think that living in a house without off road parking entitles them to park on the road outside their house. If LCC won't tackle the problem of parking on this major artery into Lancaster they must find another way of providing a safe direct route for cycling to Scotforth and the University. You must provide for bicycle travellers as well as car drivers.

If you would prefer to spend lots more money to continue subsidising car parking on the main road into Lancaster there is another option outlined below. It will be much more expensive though only peanuts when compared with the Northern Link. Cycle lanes all the



way to the University remain the preferred option but this document outlines an alternative which would greatly increase cycling to the University and from Scotforth into the city centre without addressing the problem of residents' parking obstruction of the highway.

This alternative is based on a two way shared use path on the east side of the A6 all the way from the university entrance to Penny Street Bridge. For this to be viable it is important that it must be continuous with priority crossing of side roads. It is no use having bits where cyclists have to go back onto the carriageway at difficult places. This proposal is comparable to the dedicated cycle routes on the main roads into Cambridge where cycling is far higher than in Lancaster.

The photos and notes on the following pages show how the route can be constructed starting from Penny Street Bridge.

An Off Carriageway Cycle Route From Lancaster City Centre To The University.

At Penny Street Bridge there is already a Toucan that allows cyclists to cross between the footway on the left of this photo and the cycle facility linking to Penny Street.

South of White Cross the footway needs to be widened by about 1500 to provide a good shared route. It must also be protected from parking which is not currently allowed during the day but happens all the time.

There should be no difficulty in widening this footway as South Road is an awkward width where some cars try to form 2 lanes northbound while others do not. There is no need for two lanes northbound until near the lights.

After Bowerham Road (where the crossing needs to be improved with a toucan) there is already a cycle path leading to Belle Vue Terrace which, though not a cycle path, does provide a quiet two way cycle route. The crossing of Newsham Road at the end of Belle Vue Terrace needs to be improved and the footway

on the east side of the A6 widened by about 1500 to provide a shared path. To allow for this the parking on the west side of the A6 needs to be removed from just before this junction. This should not be a problem as the flats have off road parking behind.

This build-out can be removed allowing widening of the footway on the east side. The build-out and footway together are almost as wide as the carriageway.

If these shops want to retain parking then they can sacrifice their frontage and move the footway back. There will then be room for a parking bay in front of the shops. If they won't do so then they can't be that interested in trade from passing cars.

From Rutland Ave. to Barton Road there are only a few areas of parking on the west side but compare the width of the right lane with the left lane outside the parking bay. If those bits of parking on the west were removed the east side footway could be moved out by about 1500 allowing parking to remain in front of the houses and shops where it is at present allowed.

Priority crossings of the side roads will be needed

There is continuous parking on the left but only a few bits on the right. Most of the right (West) side has double yellow lines. Get rid of the parking on the right and widen the footway on the left as a shared path.

This junction with Barton Road will need a priority crossing.

At this point I think it would be necessary to sacrifice the cycle lane to widen the path sufficiently as a shared path.

Priority treatment would be necessary at the garage entrance and exit.

At this point past the Boot & Shoe the centre line would need to be moved over by about 700 and the kerb moved out by about a metre. This would still leave the shared path slightly sub-standard but this is acceptable for a short distance.

A light controlled crossing of Hala Road will be

needed at the same phase as the pedestrian crossing of the A6.

From here removing the centre hatching would allow the kerb to be moved out by about 1500 and with the hedges kept properly trimmed back to the boundary this would allow a two way shared path.

At this point it is vital that the proposed entry to the new Booths store is not allowed to prevent the installation of cycle lanes or moving out the kerb to create a two way shared path. Past developments have allowed the creation of a turning lane with narrow running lanes and no cycle lanes. This must not be allowed here. Any turning lanes MUST come from Booths land holding.

All the way down to Collingham Park the footway is grossly overgrown and covered with soil and other debris falling down the steep bank. This needs cleaning up and the kerb moving out by at least a metre removing some of the central hatching.

Here the central turn lane into this derelict water works should be removed and the kerb moved out to allow a three metre shared path.

This site has been derelict for many years and there is no justification for this redundant central turn lane or the island at the far end of it. If the site is ever developed then the developer should provide land for any necessary entry lane.

There are plans for the Bailrigg Science Park (or Business Park) here with a grand new entrance. It is important that the road scheme for the new entrance allows for full width cycle lanes on the road and for a shared path.

If it is decided to use a shared path on the east side instead of cycle lanes it is important that cyclist heading north on the A6 are advised that a quality shared path on the right continues to the City Centre otherwise they will not use it. To be any use a shared path on the other side of a road must continue for several miles.

This demonstrates that a shared path from the city

	<p>centre to the university along the A6 is feasible. As stated above proper cycle lanes on the carriageway would be cheaper and preferable but if LCC wants to continue to allow residents' parking to throttle the main road then this is the practical way to provide the necessary safe cycle route to Lancaster University which will also serve the people of Scotforth and Hala.</p> <p>We need Space for Cycling to The University.</p>
<p>Lothersdale Hotel &amp; Aspect Bistro</p>	<p>Consultation for District Transport Masterplan. Following the presentation at LMC on Thursday morning, we're pleased to have been involved with the Chamber in feeding back our thoughts and comments on the District Transport Masterplan.</p> <p>Overall we find the Masterplan shows a good degree of future vision with the needs of the local community, wider community and visitors travel needs all taken in to consideration. There are area's which we find very appealing especially the LEZ and uLEZ to aid improvement in air quality for all and a rapid transport solution for journeys between the Morecambe &amp; Heysham communities and the heart of Lancaster city.</p> <p>The plan does raise some questions surrounding the 'Place-Shaping' of Lancaster and Morecambe, Park &amp; Ride, Tourist Visitor traffic movement and the Rapid Transit system.</p> <p><b>Park &amp; Ride</b></p> <p>Currently Lancaster City centre has a surplus of vehicle parking spaces with parking charges reasonably low (when compared to other city centres.) In order to make a Park &amp; Ride scheme effective we feel it would need to be priced attractively (higher city parking charges/removal of car parking spaces/removal of on-street free parking areas) with connections to the city on a frequent basis to ensure users can be transported in faster than sitting in traffic/searching for a car parking space.</p> <p>This presents two challenges, how to manage the parking spaces within the city area and also how to manage traffic flow to prioritise buses to/from the P&amp;R area to ensure a minimum journey time.</p>

An uLEZ area defined by the circulatory road would help reduce both traffic in that area and also traffic flow thus aiding the P&R scheme, the only area we see as in need of possible dedicated bus lane would be Caton Road.

### **Place-Shaping – Morecambe**

Morecambe's main assets are the view and the promenade. We applaud you in taking bold steps to reduce traffic flow along the promenade and prioritise pedestrian movement. We do feel there is further measures that could be taken to enhance the promenade and encourage traffic flow away from Marine Road.

Extending the Promenade Gateway from by Queen street to the Lord Street roundabout would appear a natural change. Lord street is a far wider street to facilitate traffic flow removed from the promenade and its connections to Euston Road would create a flow through the back of the town centre back towards the promenade welcome gateway on Central Drive.

In addition, changing the layout of the roundabout slightly to allow for an entrance in to the Marine Road car park with traffic flowing at a slow pace through the car parks would significantly reduce flow on Marine Road (coupled with the suggestion below) and encourage greater use of Lord Street, Euston Road and Central Drive. It would also improve use of the car parks directly opposite the Belle Vue Hotel and by the RNLI inshore lifeboat station.

The second change (in conjunction with the above) would be traffic flow re-prioritised with East to West traffic entering at the Central Drive / Promenade round about only and West – East traffic entering via the roundabout at Lord Street, both sets of traffic would then be taken off the promenade at Northumberland street and circulated on to either Euston Road or Central Drive.

The discouraging of through Traffic to Heysham along the Marine Road would aid the reduction in traffic volume in Morecambe town centre. A rapid transit system with a station in the proximity of Central Drive would link the bus, train and transit systems together

and help utilise the car park by the BT exchange. This could also be utilised as a further Park & Ride scheme using the RTS in a similar way that the current rail system works with commuters having the charge for parking offset against the cost of the rail ticket.

### **Place-Shaping – Morecambe & Lancaster, Group Visitors**

The demands associated with group travel are very different to those of the individual leisure traveller. The vast majority of groups will travel together by coach and will need dedicated drop off / collection points close to the primary tourist destination. Following drop-off the coach will also require parking facilities. The promenade gardens development will create a coach drop-off by the Eric Morecambe statue although no provision has been made signage to the existing parking by Next. It has also to be identified whether the coach drop off will also be a bus stop in which case problems would arise when stage busses are stopping whilst a coach is also dropping / collecting. Our suggestion would be to have separate coach drop off/pickup point not a shared solution with a stage carriage bus. In addition, a visible street map of the area directly adjacent to the coach drop off in Morecambe identifying where the coach parking is and the route to get to it (give the coaches are facing in the wrong direction). Likewise the map would help orient visitors and give a focal information point for all.

In Lancaster the present coach drop off is not well publicised or even identified with coaches dropping off at the bus station, Common Garden Street, the Castle forecourt and St. Leonards Gate. The castle would be the main focal point for tourism in the City and we would suggest investigating a possible coach drop off point with sufficient turning circle adjacent to the castle. This may have to be in conjunction with traffic restriction measures and possible loss of on street metered parking. Coach parking would also be required in a convenient location, St. Leonards Gate parking area would continue to offer a viable option although this area may need to be set aside for future development. An alternative would be the land adjacent to the Bus Station, the corner of Cable and Chapel streets. Alternatively reprioritising the car park on North Road to accommodate coach drop off



spaces would be an alternative.

In addition to drop-off/collection points and parking requirements for coaches, an area where coaches / camper style vehicle can drop their chemical toilets and recharge water tanks would give the district an advantage over many other destinations and be favourable with both coach operators and coach drivers. Throughout Europe most destinations have some kind of facility to accommodate the dropping of chemical toilets and recharging of water through a pay as you use service. Investment would be initially required for the infrastructure and machine but this can be recouped through enhanced revenue and greater volume of visitors as a direct result. It would also give the district wide publicity within the coach & group specific media.

### **Rapid Transit**

We fully support the ethos of a Rapid integrated transport solution for the district connecting Heysham through Morecambe, Lancaster and on to the University. Such a bold and striking move coupled with an enhanced uLEZ area, traffic reduction schemes and park & ride systems would help lead the district towards a more prosperous future.

There no doubt will be concerns over impact of new bridges to cross the lune, how to utilise existing roads to develop the transit system. How this would impact on the rail would also need to be taken in to account, a possible solution could see a rapid transit system using a combination of the existing rail routes and some additional road development, although this would need to be explored in terms of connectivity to the port and power stations. A dedicated Guided Busway (see Leeds & Birmingham as examples) would give busses a dedicated road system to travel on and can be put in to place for more cost effectively than a rail based system. It would also allow vehicle multi-use for any operator instead of having a fleet of rail only vehicles they could utilise the vehicles designed for the guided busway on other routes during off-peak times.

Of all the above notes, our priority would be to extend the Marine Road gateway by Queen Street to Lord

	<p>Street.</p> <p>We fully appreciate that some or all of the above may have already been considered and discounted. Of all the plans for the district this transport masterplan holds possibly the most promising change to transport for the area since the development of the M6 link road. We'd be happy to discuss any of the points in greater detail.</p>
<p>Croft Transport Solutions on behalf of the Bailrigg Trustees</p>	<p>We write on behalf of the Bailrigg Trustees (BT) in relation to the District of Lancaster Highways and Transport Masterplan (DLHTM) Consultation Draft dated March 2015.</p> <p><b>Background</b></p> <p>The Lancaster Core Strategy was adopted in 2008. The Core Strategy allocated a number of strategic sites and Strategic Locations. Of particular interest to BT is their existing landholding at the 'Land at Bailrigg' Strategic Housing Location. This land is allocated in the Site Allocations Preferred Options 2012 DPD for up to 750 dwellings over the plan period.</p> <p>BT have subsequently submitted representations into the July 2014 housing options consultation supporting the broad principle of directing growth to the South of Lancaster. At the time, it was envisaged that these options were 'in addition' to the preferred options contained within the 2012 DPD. May 2015.</p> <p><b>Comments</b></p> <p>BT supports the preparation of the DLHTM as a means of securing the infrastructure necessary to secure the delivery of the development proposals set out in the adopted Lancaster Core Strategy and the emerging land allocation documents of the constituent authorities. However, in accordance with the National Planning Policy Framework [para 158] it is important that the DLHTM is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area and takes full account of relevant market and economic signals (i.e. the implications for development viability).</p> <p>Page 20 of the document includes a section on the</p>

Heysham to M6 Link which is currently under construction and due to be completed and open during the summer of 2016. The document acknowledges the fact that new link road will also benefit parts of Lancaster. We are aware that the forecast reduction in flow along the southern section of the A6 corridor in Lancaster is less than one might expect. This will clearly need to be monitored once the link road is open to traffic in just over a year's time and the results of this analysis will no doubt influence the magnitude and location of any key transport infrastructure proposed as part of the DLHTM.

It is noted on page 16 of the DLHTM document that the County Council state that there are congestion issues on the A6 corridor at the junctions of the A6/Hala Road and the Pointer Roundabout.

Page 31 of the document includes the County Council's 'Transport Vision'. This includes a reference to 'long term' solutions to congestion in Galgate. However, this will be influenced by the relief that the Heysham to M6 Link Road may have after its opening in the Summer of 2016. Under the 'City of Lancaster' section on Page 33 the DLHTM document refers to the potential relocation of Junction 33 of the M6 from its present location to north of the village of Galgate. We assume that the funding of this infrastructure will be secured through additional development over and above those sites currently identified as 'preferred options'. Any 'detuning' of the A6 along this corridor will need to be supplemented with further improvements at the junction of the A6/Hala Road and at the Pointer Roundabout.

The second bullet point on the third column of text on Page 33 indicates that 'more housing and wider development in south Lancaster can stimulate and accelerate delivery of these transport improvements and access additional streams of funding through CiL contributions'. It is unclear whether this is in addition to the currently allocated sites in south Lancaster, although we assume that the funding of this infrastructure will be secured through additional development over and above those sites currently identified as 'preferred options'.

There doesn't seem to be any modelling of the effects

and costings of the relocated Junction 33 of the M6 within the draft DLHTM.

Page 35 refers to the County's plans for a 'redesigned city centre network' and relocated Junction 33 and that they cannot be confirmed as being viable or cost effective until an analysis is completed once the Heysham to M6 link road is completed. This should be the case for all transport improvements within the DLHTM document.

Later on Page 35 a Park and Ride facility which is being constructed at Junction 34 is referred to. No mention is made of a similar facility at Junction 33, only at a relocated Junction 33. The potential relief of a potential Park and Ride site at Junction 33 should surely be considered to potentially reduce traffic flows in to the city centre from the south of the city.

A number of other potential improvements within the south of Lancaster area are welcomed by the BT. These include the potential of a rapid transit route and the Lancaster Links multi-use/cycle network.

This work remains outstanding, although the BT broadly supports the preparation of the DLHTM as a way of securing the delivery of the appropriate infrastructure need to facilitate the development of these sites. However, this infrastructure cannot be solely reliant on contributions from developers.

It is worth pointing out that the Highways Agency will be renamed Highways England (HE) and will be afforded different powers than they currently enjoy. Page 25 of the DLHTM mentions the change of name but not the change of powers that HE will be within their jurisdiction. The main one being no powers of direction at the planning application stage.

### **Conclusions**

In summary, the BT supports the preparation of the DLHTM as a means of securing the infrastructure necessary to secure the delivery of the development proposals set out in the adopted Lancaster Core Strategy. However, BT have concerns that the DLHTM is not based on adequate, up-to-date and

	<p>relevant evidence and does not take full account of the implications for development viability. Greater clarity is also required as to the scale of the development opportunities, over and above the current preferred options, which will facilitate the provision of this infrastructure.</p> <p>Whilst the BT supports strategic improvement of the type outlined in the DLHTM further information is required to demonstrate that appropriate alternative options have been considered based on robust and up to date evidence, as required by the Framework. We trust that these representations will be considered in the preparation of the emerging DLHTM and we would be grateful if you could confirm receipt and provide notification of future consultations relating to this and other policy documents relating to the District of Lancaster Area.</p>
<p><b>Peel Holdings</b></p>	<p><b>Introduction</b></p> <p>1 Bryan G Hall is instructed on behalf of Peel Holdings (Land and Property) Limited (PLPL) and Commercial Estates Projects (CEP) to make representations on the District of Lancaster Highways and Transport Masterplan Consultation Draft March 2015 prepared by Lancashire County Council. Hereafter, the Draft Highways and Transport Masterplan is referred to as the ‘Transport Masterplan’.</p> <p>2 The stated purpose of the Transport Masterplan is to set out the County Council’s vision for travel and transport in the District of Lancaster for the next 16 years (to 2031). The Transport Masterplan seeks to establish a consensus on the validity of the vision and on the options that could be implemented and developed to achieve it. The M6 to Heysham Link presents a significant opportunity to capture the benefits of traffic relief in the City Centre and through south Lancaster, and it is identified in the Transport Masterplan that the A6 Scotforth Road to the south of Lancaster could benefit from a reduction in up to 3,000 fewer vehicles daily as a result of the scheme. The Transport Masterplan is clearly an early indication of ideas and we note that further technical work is to be undertaken – reference is made on page 2 in the consultation document to ‘finalising all options and consulting on detailed plans’ in Autumn 2018.</p>

3 PLPL and CEP have previously made representations to Lancaster City Council in support of the Draft Land Allocations DPD in 2012 which identified land at Whinney Carr to the east and west of the West Coast Mainline being specifically allocated for mixed use development.

This draft Local Plan allocation and the representations made have shown the site can accommodate approximately 1000 houses and supporting infrastructure within a landscaped setting as well as a District Centre. PLPL and CEP retain a strong commitment to the Whinney Carr development proposals which are identified in the emerging Local Plan a planning application is being advanced and will be submitted this year, to deliver houses by 2018 and a District Centre in the short term also. The potential of this area in South Lancaster is also recognised in various Strategic Housing Land Availability Assessment and land supply documents and in the Lancashire Enterprise Partnerships 'Strategic Economic Plan – A Growth Deal for the Arc of Prosperity', March 2014, which states for example at paragraph 7.82:

*“Adjacent to the Innovation Park and university in South Lancaster is a location that has been identified as one capable of delivering significant development, critical to meeting the future housing and employment growth needs of Lancaster which will have wider economic benefits to Lancashire and beyond. The case for such development is strong, as is the case for developing to the south of the city in an area adjacent to the university and the M6, between the southern boundary of the city and the village of Galgate. This area includes major housing sites at Bailrigg and Whinney Carr, the University of Lancaster as well as the site of the planned Lancaster Innovation Campus. Jointly these sites will deliver up to 2,000 houses, circa 40,000m<sup>2</sup> of business and innovation space accommodating over 4,000 high-value jobs and circa 5,000m<sup>2</sup> of retail and leisure space.”*

4 These representations follow our review of the County Council's Transport Masterplan.

Specifically in relation to South Lancaster these



representations highlight where the Transport Masterplan should respond to the proposed urban extension at Whinney Carr to assist in the delivery of the wider objectives for Lancaster including meeting the urgent need for housing and shopping and service facilities; and where in particular development at Whinney Carr in South Lancaster accords with and can support the general transport strategy being proposed and can assist in the delivery of the Transport Masterplan.

**KEY ISSUES RAISED IN THESE REPRESENTATIONS**

**Whinney Carr Link Road**

5 The Transport Masterplan for Lancaster provides a significant opportunity to support the delivery of development at the Whinney Carr site. Whilst it is acknowledged that the

Transport Masterplan is not intended to be a response to Lancaster City Council's emerging Local Development Plan it is clear that development of the Whinney Carr site would support

the overall Transport Masterplan's strategy in providing sustainable housing and mixed-use development, reducing the need for single occupancy car borne trips to and through the City Centre of Lancaster. This is clearly identified within Appendix 2 of the Transport Masterplan which details the transport implications of development in meeting the future housing need. Appendix 2 concludes that a 'Single Large Urban Extension' in South Lancaster is the most sustainable of the options considered, in transport analysis terms.

6 The overall development of the Whinney Carr site could include a proposal to create a strategic Link Road through the site from the A6 Scotforth Road through to the A588 Ashton

Road. This Link Road could be seen as being an integral part of the Transport Masterplan given the potential wider traffic relief it offers to the A6 corridor south of Lancaster's gyratory systems.

7 The Link Road could be strategic and be constructed (when required in traffic capacity terms) to local distributor road standard, and as such would complement the reclassification

of the A6, in that it could, provide a strategically important additional route to the City Centre. This provides an additional route to the wider network including the longer-term reconfigured Motorway junction as well as providing an additional route to the City Centre for public transport, cyclists and pedestrians. Although the Transport Masterplan has a vision to significantly reduce traffic flows to and through the City Centre, in reality it is unlikely that the 'no through traffic' restrictions suggested on page 34 of the Transport Masterplan within the Place Shaping vision for Lancaster will be deliverable in practice, and as a consequence an alternative parallel route to the A6 could help to alleviate congestion on the A6 corridor, allow the introduction of public transport, cycling and pedestrian priority measures and enable residual traffic flows to balance between the two corridors. The Link Road could therefore have a role greater than just providing access to the Whinney Carr site and could contribute to the wider transport objectives for Lancaster as part of a carefully planned and phased package of works and measures. The City Council in their Draft Land Allocations DPD of 2012 make this same point at paragraph 8.5 where it is stated that:

*"The council is confident that through discussions with Lancashire County Council Highways, a comprehensive approach to development and a strategic solution can be delivered. Central to this approach is the delivery of a new road over the West Coast Mainline connecting the A6 and the A588. **The delivery of this route would serve to reduce the load on the main A6 road, dispersing movement and providing relief to the main transport corridor serving the city.**" (our emphasis).*

It is further stated at paragraph 8.6 that:

*"The council recognises that the delivery of this road is critical to future growth in South Lancaster, delivering a solution that would facilitate growth and have wider benefits for local amenity. The delivery of this road is reliant on a comprehensive approach to development that considers all allocated development sites in this area with each contributing to the delivery of a strategic solution to current highway capacity constraints."*

8 In addition, in creating a new east to west link across

the district linking the A6 and A588 corridors an alternative route to Ashford Road is created, which in turn would reduce traffic

flow through the Hala Road junction and would assist in allowing the reconfiguration of the Ashford Road/Hala Road A6 junction to provide some short term congestion relief on the A6 corridor as well as making the junction work better for vulnerable road users and offering the opportunity to provide dedicated cycling facilities. The construction of the Whinney Carr Link Road could remove much of the Ashford Road traffic from the Hala Road junction, thus freeing up capacity at the junction, which could be used for the promotion of bus priority as well as enhanced pedestrian and cycle facilities and works well in relation to achieving a sustainable urban extension at Whinney Carr. The delivery of such a Link Road is considered

to be one of the strategic and comprehensive responses to traffic issues in South Lancaster that is called for in City Council's Part B Land Allocations DPD Preferred Options Document in 2012 (paragraphs 8.5, 8.6 and 9.3) and in the LEP's Strategic Economic Plan, which notes at paragraph 7.85 that:

*"It is clear, even at this, stage that significant public resources will need to be coinvested with local public and private contributions to ensure the final highway solution is sustainable and genuinely unlocks the growth potential of South Lancaster and Lancashire."*

#### **Sustainability of the Whinney Carr site**

9 It is recognised in Appendix 2 of the Transport Masterplan, 'Meeting future housing needs – transport analysis' that delivering a 'Single Large Urban Extension' in the south of Lancaster is fully effective when assessed in relation to the key indicators for assessing the transport implications of development sites, with an urban extension in this location scoring most highly in terms of sustainability.

10 It is recognised, in page 13 of the Masterplan, that Lancaster is Lancashire's most self-contained labour market with nearly 83% of locally employed residents living and working in

the area. In that regard the Whinney Carr site, which is located less than 3km south of the City Centre, provides the opportunity to provide a community that

will be within easy walking and cycling distance of a range of employment and education facilities such as the University and the proposed Innovation Campus, as well as benefiting from a new District Centre, and being within easy cycling distance of the City Centre.

11 In addition, development at Whinney Carr, adjacent to an existing high quality public transport corridor would support the viability of existing public transport services, and will

assist in delivering the proposed Lancaster Reach – rapid transit service, by providing the potential for additional patronage.

12 The provision of the new Link Road between the A6 and the A588 Ashton Road would also facilitate bus penetration through the site, allowing all future residents to be within an

acceptable walk distance of a bus route (accepted nationally as 400 metres), thus allowing the whole of the Whinney Carr development to benefit from high quality public transport

provision to Lancaster City Centre.

13 Clearly the development of the Whinney Carr site would be fully in accordance with the opportunities presented in page 26 of the Transport Masterplan which seek to locate

developments in areas which are already sustainable, and are capable of being served by a sustainable transport network or would improve the viability of existing public transport

provision. The Whinney Carr site is already a good sustainable location which can be further improved.

14 It is proposed that the Whinney Carr site contains a mix of uses, and whilst the final mix of land uses on the site is yet to be determined, it would certainly include new housing and a

District Centre and as a consequence residents can shop locally, something which the Transport Masterplan will encourage in the future.

#### **Land Use in South Lancaster**

15 Within this section of the Transport Masterplan, there is no specific reference in relation to the need for improved local facilities in this part of the District.

16 Whilst it is acknowledged that the Transport Masterplan is not intended to provide a response to

the Land Use Plan for the district, land use planning and transport are inextricably linked and it clear that the substandard local facilities in the south of the District are a key factor in influencing travel behaviour in relation to movements around the District and in particular towards the City Centre and through the City Centre to reach other facilities on the north side of the River Lune. Clearly then with the Transport Masterplan seeking to

limit the movements towards the City Centre to public transport, walking and cycling only, the local facilities in the south side of the District need to be satisfactory to serve the existing and future needs.

17 The Whinney Carr site presents the opportunity to address the urgent need for new housing, as well as improved shopping and service facilities in the south side of Lancaster and it is

considered that the weakness should be identified in the SWOT analysis presented on page 26 of the Transport Masterplan along with recognition of the opportunity that the Whinney

Carr site presents to address this weakness.

18 Clearly within the Transport Masterplan there needs to be recognition that the emerging land use proposals for south Lancaster, both residential and local facilities, can influence the

way in which traffic moves around the district. The Masterplan should look to address the existing issues, and identify measures that facilitate the much needed sustainable housing development.

### **Phasing and Delivery of the Transport Masterplan**

19 Within the Transport Masterplan it is indicated that the full intervention package for the south of the district in relation to limiting City Centre bound traffic on the A6 corridor cannot

be implemented until the reconfigured Junction 33 of the M6 is implemented. However, it is also acknowledged within the Transport Masterplan that the delivery of the new junction is

likely to rely, to a certain extent, on the setting of a Community Infrastructure Levy (CIL) which delivers contributions from development as it proceeds. Clearly the Transport Masterplan needs to reflect the fact that other infrastructure independent from the reconfigured Motorway junction, such as the Whinney Carr Link Road, something that could be equally as

	<p>important to the delivery of the Transport Masterplan as the Motorway junction itself. Ongoing development / development potential should not be held back by large single infrastructure projects which may be delayed, and it is as important to identify and focus upon a series of practical and deliverable measures to reduce existing congestion and improve existing capacity, such as localised widening schemes, improved traffic signal control strategies, bus priority techniques and enhancements to the pedestrian and cycling network. An incremental approach should be advocated.</p> <p>20 The Transport Masterplan needs to recognise that in order to ultimately deliver the infrastructure that is required, whilst at the same time safeguarding the economic viability of development proposals, an amount of development needs to be allowed to come forward on the back of cost effective improvement schemes, and local small scale infrastructure improvement projects, in advance of the major infrastructure schemes that will be required in the longer term.</p> <p>21 In this regard in addition to the short term improvements to the Hala Road junction there will be similar scale localised improvements that would be possible at both Pointer Roundabout and Galgate junction which would allow development to come forward in advance of the relocated M6 Junction 33. Clearly development schemes can have a part to play, through highway improvement agreements, in delivering the easy win cost effective schemes such as the improvement to the Hala Road junction identified in the Transport Masterplan, which would allow an amount of development to be undertaken, whilst delivering small scale localised improvement schemes and making a fair contribution to the larger infrastructure schemes ultimately required and/or aspired to. Meaningful and significant improvements to the A6 can be achieved through the opening of the Heysham Link Road and other more local measures, some of which are identified in the Transport Masterplan, and development should not be delayed or prevented in the short to medium term in advance of the delivery of the relocated</p>
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Motorway Junction.

22 We object to the fact that the Transport Masterplan currently suggests that little can be achieved without a reconfigured M6 Junction 33, whilst noting that more housing and mixed-use development can stimulate accelerated delivery of the Transport Masterplan. This is a significant concern.

23 It is considered vital that the Transport Masterplan recognises and supports the need for phased development associated with the implementation of the short and longer term improvements. An acceptance of the early delivery of an amount of development in advance of the longer term transport infrastructure improvements / aspirations, such as the relocation of Junction 33 of the M6, south Lancaster Park and Ride; the full implementation of Lancaster Reach (the Rapid Transit Service), recognising that public funding would assist in the early delivery of these schemes in recognition of their wider public benefits.

24 In addition there is a level of recognition throughout the Transport Masterplan that there must be a balance between developer contributions and development viability, particularly in locations where development infrastructure costs will form a significant part of the development of a site. A site such as Whinney Carr will be required, on a phased basis, to deliver its own significant infrastructure, such as the Link Road (including a bridge over the West Coast mainline), which could fulfil not only the role of facilitating access to a particular development site, but also makes an important contribution to the wider objectives and aspirations of the Transport Masterplan, and the emerging local plan. Mechanisms to assist delivery must include contributions from developments in the wider area. The Highways and Planning Authorities should fully embrace the transport solutions and work proactively to seek to deliver them.

#### **Timeframe for Delivery of the Transport Masterplan**

25 It is acknowledged in the Masterplan that the A6 to the south of Lancaster could benefit from a reduction in up to 3,000 fewer vehicles daily as a consequence of the opening of the M6 to Heysham Link, in 2016.

Clearly this reduction will ease traffic congestion on the A6 now, but could also facilitate early delivery of further development in the southern part of the District, over and above that which can already be accommodated. As such it is considered vital to lock in these reductions in traffic flow to ensure that traffic flows to the

south of the City Centre and through the City Centre gyratory system do not revert back to how they were pre Heysham Link, as drivers take the opportunity to utilise the capacity created by the scheme.

26 To that end there is reference to the development of an Action Plan timetabling the measures to be completed within 10 years to lock in the benefits of the Heysham Link Road.

However, such a timescale is considered too long and will allow driver traffic patterns to be re-established. It is considered that the gains achieved by the Heysham Link within the City

Centre and on the A6 corridor need to be safeguarded much sooner, following completion of the Heysham link in 2016 to ensure they are not lost.

27 Finally, it is suggested in the Transport Masterplan that until accurate information is available on how traffic has changed with the opening of the Heysham Link Road, there can

be no certainty over the viability or cost effectiveness of the intervention plans which are broadly set out in the Transport Masterplan. As a consequence of the need for further

analysis, it is unlikely that detailed intervention plans will be available for consultation until 2018. Again it is considered that this is too long a process and cannot be allowed to frustrate decisions on development coming forward in the shorter term. It is considered that the Highways and Planning Authorities need to be in a position of certainty in relation to delivery of the short to medium term interventions, allowing developments which are ready to come forward over a much shorter timeframe, and which can start to make a meaningful contribution to the longer term aspirations of the Transport Masterplan and Local Plan. The Transport Masterplan needs to interface with the emerging Local Plan to seek to deliver on the key objectives of sustainable housing and associated development.

#### **CONCLUSION AND SUMMARY**

28 These representations submitted in relation to

Lancashire County Councils District of Lancaster Highways and Transport Masterplan Consultation Draft March 2015 respond to a number of key issues, which can be summarised as follows.

29 It is clear that this is an early stage document which is intended to set a long term strategy.

Further technical and feasibility work is required to refine the options and proposals, and we are keen to work with the County Council in this respect. The Transport Masterplan should be put in place as soon as possible to give certainty and to ensure that the measures identified are programmed and delivered as soon as possible;

30 It is considered essential that the Transport Masterplan seeks to deliver the objectives and proposals of the emerging Local Plan and Strategic Economic Plan, by helping to facilitate new beneficial and sustainable development in South Lancaster, and in particular in the Whinney Carr area. There are significant development opportunities in South Lancaster and

it is considered essential that these opportunities are secured and maximised. The Transport Masterplan should integrate with and complement the strategic proposals for the District as expressed in the emerging Local Plan.

31 The Transport Masterplan shows an infrastructure strategy for South Lancaster which differs from previous strategies and thinking, in that it does not include a strategic Link Road

between the A6 and A558, through the Whinney Carr site;

32 In addition to the short term improvement at the Hala Road junction there will be similar scale localised improvements that would be possible at both Pointer Roundabout and Galgate junction which would address current capacity issues and enable development to come forward in advance of the more strategic long term highway infrastructure. Clearly development schemes can have a part to play, in delivering easy win cost effective schemes such as the improvement to the Hala Road junction, which will allow development to be

undertaken, following delivery of these small scale localised improvement schemes;

33 We support the proposal for short term

	<p>improvements to the Hala Road junction and consider that the Council should be planning for improvements to capacity at the Pointer Roundabout (which may be as simple as revising the existing road markings). We also consider that the potential for improvements at the Galgate junction should be given further consideration, prior to more significant works – such as the potential relocation of Junction 33;</p> <p>34 We consider it essential that the delivery of the relocated motorway junction does not become a barrier to either the delivery of other shorter term highway capacity enhancements or the delivery of new development, where alternative options exist to deliver capacity. We note that the Transport Masterplan indicates that the new junction might be open in 2022/23 – 7 years hence. It is important that the County Council demonstrates that alternatives to the junction relocation will be considered, for example, a bypass for Galgate; and</p> <p>35 Whilst much of what is contained within the Transport Masterplan is supported by CEP and PLPL, it is considered that it has critical deficiencies in that it is disconnected from the proposals within the emerging Local Plan and does not directly take account of the highway infrastructure requirements that will be needed to allow all of the much needed housing and shopping and service facilities to come forward in South Lancaster, that it does not recognise the strategic importance and potential of the Whinney Carr Link Road to provide an additional route to the City Centre from the south, which will bring numerous transport benefits in the South Lancaster area. It is considered essential that short term improvements are also sought and delivered.</p> <p>36 The transport and development solutions around Lancaster are complex, but there are major opportunities to improve existing conditions and provide further and future capacity that can be delivered in phases to facilitate much needed new development and support wider objectives, for example those in the emerging Local Plan and LEP’s Strategic Economic Plan. PLPL and CEG are keen to work with the County Council to help define and refine the strategy for the delivery of phased capacity and highways</p>
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	<p>improvements in South Lancaster and in particular to identify robust delivery mechanisms and opportunities.</p>
<p>Dynamo (Lancaster &amp; District Cycle Campaign)</p>	<p>Dynamo (Lancaster &amp; District Cycle Campaign) welcomes the opportunity to respond to the vision and plans contained in the Consultation Draft Transport Masterplan for the District of Lancaster, March 2015.</p> <p>Dynamo is broadly in agreement with the transport problems identified in page 1 of the document: namely congestion, delays to public transport, barriers to pedestrian and cycle movements, and air quality and road safety concerns. It is true that rural residents and businesses would struggle without access to their own cars, but it is also true that with nearly 83% of residents working in the area where they live (as pointed out on page 13), the scope for increasing cycling, walking and public transport use for everyday transport is enormous.</p> <p>Dynamo’s position is that good quality alternatives to the private car must be in place prior to implementing measures to discourage and limit car use for short journeys within the district.</p> <p>1 The 2031 vision (p.31)</p> <p>The vision set out in the Masterplan is indeed an inspiring one that Dynamo would be delighted to see implemented (even if some of us will be in our 80s by then). However, our concerns here are twofold:</p> <ul style="list-style-type: none"> <li>• there is very little detail about how this vision is to be realised;</li> <li>• the little detail there is focuses on the relocation of junction 33, with the implication (on p.33) that improvements to sustainable transport have to wait on that.</li> </ul> <p>Dynamo’s view is that sustainable transport measures should be put in place immediately, whether or not junction 33 changes go ahead. The danger of not taking this approach is that – as with the M6 link road – the County’s energy will focus on relocating junction 33 or, in any case, all other transport improvements will languish in limbo.</p>

2. Benefits of cycling (and other forms of sustainable/active transport) (p.33)

We would point out once again that cycling (along with walking and efficient public transport) is part of the solution to the district's endemic problems of congestion, air quality, road safety and public health. This should be repeated as often as possible so that councillors, county officers and the general public cannot ignore it.

Another benefit of cycling is to green tourism. The Way of the Roses cycle route and the planned Morecambe Bay Cycleway have the potential to offer a low-impact, low-carbon boost to Heysham and Morecambe.

3. Lancaster City Action Plan

The County's desire to make Lancaster city centre less dominated by motor traffic is a laudable one. However, it is noticeable from pages 36-37 that – once again – any real change is proposed to be dependent on changes to Caton Road and relocating junction 33. This dependence of the City Action Plan on road projects needs to be removed. A City Action Plan, covering both the city centre and the transport network feeding into and from the centre, should be included as an Annex to the masterplan and should be populated with current ongoing and near term transport improvement plans. Dynamo has drafted such an Action Plan and included this as Annex A within this response to the consultation.

Improvements to sustainable transport measures should not wait on new road building or house building. If the County is serious about its 2031 vision, it needs to put good-quality cycling and public transport routes in place now so that people have a real alternative to using their cars. The City Council's figure of 12,000 new homes by 2031 implies that the transport situation will get a lot worse unless something is done to discourage car use before the local population starts to expand.

On a micro level, there are a few improvements that Dynamo would like to see in Lancaster city centre:



- Make Queen Street a no-through road at the China Street end. Currently it is a rat run from Aldcliffe Road to the one-way system, and there have been several crashes where cyclists have been hit by cars exiting from Queen Street. Queen Square can be made into a turning circle, and it would make parking on the road easier. There is no need for motorists to use Queen Street as a through-route; if they wish to get from Aldcliffe Road to China Street, they can continue to Penny Street Bridge.

- Make Dalton Square a no-through route by closing off the very wide entrance opposite the Town Hall. This is a dangerous spot for cyclists and pedestrians: cars turn into the square across their path regularly.

- Factor in the condition attached to planning application 13/01274/FUL for a toucan crossing on North Road to assist cyclists (and pedestrians) to exit Chapel Street onto North Road.

We include below a link to a document on reconfiguring Lancaster's one-way system that a Dynamo member wrote in 2006; we realise that cycling conditions in the city centre have improved since then with cycle lanes and the out-of-hours permeability of the pedestrianised centre .

#### 4. Lancaster Links multi-use network (p.39)

##### 4.1 Heysham-Lancaster

After so much campaigning, Dynamo is heartened to see that the Heysham-Lancaster greenway route is included in the Masterplan. However, we feel very strongly that the County should already have in place a timescale and list of actions to ensure this route is open at the same time as the Heysham-M6 link.

We would emphasise that one of the arguments for the Heysham-Lancaster route was that it linked places of residence and places of employment, and as such it should be an unbroken and relatively direct route. It should make use of an existing underpass to the Heysham bypass, so making the entire route safe and traffic free.

#### 4.2 Morecambe-Lancaster

Dynamo is concerned to see that the Morecambe-Lancaster greenway has disappeared from the map on page 40. Please confirm whether this is deliberate or an oversight.

#### 4.3 Superhighways

Dynamo is pleased to see that the County understands that commuting cyclists generally wish to get to their destinations as efficiently as possible (as demonstrated by the continuing use of the A6 as the route from Lancaster city centre to Lancaster University). However, we are concerned to see on page 39 that “Superhighways will be on road or pavement” (our italics). Pavements are not suitable for “speed and convenience”: they are rarely wide enough for cyclists to pass pedestrians safely, and, as currently configured in the district, cyclists have to stop and give way at every side junction. Superhighways should be direct and unbroken. Pavements – unless they are as wide as roads – are for pedestrians or cyclists travelling at near walking speed. Moreover, turning pavements into “superhighways” will not send a positive message to pedestrians.

#### 4.4 A comprehensive network

While it is good to see that the County Council wishes to extend the Millennium Path to Hornby and create an offroad link to Heysham, there are other villages like Overton and the Kelleys that need to be included in any cycle network. If offroad provision is not possible in the short to medium term, the County should expand its use of quiet lanes (as in the Bowland area) to calm motor traffic and make the back roads more cycle-friendly. (See guidance from the Council for the Protection of Rural England .)

#### 4.5 The A6 corridor

As the County is aware, Dynamo has been pushing for good quality, unbroken cycle lanes along the A6 corridor south from Penny Street canal bridge. However, the County should also consider similar provision along the A6 north to Slyne and Carnforth.

The canal towpath is a pleasant but meandering route between Lancaster and Carnforth; it is not an alternative to a direct cycle commuter route.

#### 5. Community Infrastructure Levy and planning

We are strongly of the view that Lancaster City Council (which, we appreciate, is a separate entity) should introduce a Community Infrastructure Levy on new developments. There have been too many housing developments recently (e.g. Heysham Mossgate) where the developers have simply built houses without regard for the necessary transport (or school and retail) links.

The City Council should also consider more carefully transport requirements when granting permission for developments. Obviously this runs counter to the tenor of the current government's position on planning law, but basically new developments should have all essential services (schools, shops, bus routes) within easy distance to minimise the need to travel.

#### 6. General principles to encourage cycling (and other means of sustainable transport)

It is heartening to read on page 39: "We will design a complete active travel network . . . We want the district to develop as an exemplar of active travel for rest of county, demonstrating the widespread benefits that cycling and walking bring when they are the day to day choice for shorter journeys." This coincides very neatly with Dynamo's vision, and we are pleased to offer the following thoughts.

Bluntly, Dynamo's view is that road space needs to be taken from private cars and allocated to cycling, walking and public transport . We appreciate that the County Council has a difficult task in implementing this without a strong lead from central government, but the alternative is that our district grows in exactly the same way as in the recent past – i.e. more houses, more roads, more cars = more congestion and worsening air quality. However, the County Council can take advantage of guidance and examples of other cities like York and Cambridge to see what is possible.

The County's vision for 2031 is bold and imaginative – and highly desirable. However, this vision will be eternally out of reach unless the County abandons its timid, road-led approach to transport management.

An example of this timid approach is in the extract below from the Masterplan (p.41):

“Cycling infrastructure can work both ways; not only should it make cycling safer and more attractive, it can make driving the same route less convenient, thereby encouraging a shift to active travel.” (p 41; our italics)

The Masterplan rightfully recognises that a modal shift from car to bike is necessary to achieve its sustainable vision, but the use of the word ‘can’ in the second clause implies that this might possibly happen as by product of new cycling infrastructure. A far more confident and positive approach would substitute ‘can’ with ‘should’ or even better ‘will’, thus transforming the County’s approach from a timid aspiration into a bold, can-do one.

We would therefore urge the County to take the following steps in the short to medium term:

#### 6.1 Implement the County’s own guidelines on cycling infrastructure

The Environment Directorate commissioned “Making Lancashire Cycling Friendly: a code for planning, designing and maintaining roads and tracks for cyclists” in 2002/3 but it does not seem to be widely employed by the County’s own designers. (A link to the document can be found on the Dynamo website .)

#### 6.2 Make a start on the Heysham-Lancaster offroad route and Lawsons Bridge route

A possible route between Heysham and Lancaster has been identified; public support for it has been demonstrated; now is the time for the County Council to begin negotiations with local landowners and cost the scheme.

Regarding the A6, planning permission for the new supermarket in south Lancaster makes provision for

an off-road route over Lawsons Bridge to take cyclists from the A6 to Ashton Road. The County Council should liaise with landowners to try to establish a cycle route, in advance of the supermarket building, from Burrow Bridge on the A6 to Lawsons Bridge to provide the most direct route, via the new Booths, to town.

#### 6.3 Dedicate space to cycling on busier urban roads

In order to move people out of cars, the alternatives (whether cycling or public transport) need to be good quality, highly visible and favour non-motorists over motorists. For this reason, Dynamo wants initially to see segregated, safe cycle lanes along the A6 south. These lanes should be unbroken and should privilege cyclists over cars (as in the County Council's own hierarchy of road users ).

#### 6.4 Make rat runs into no-through roads

We have made the case above (in point 3) for Queen Square and Dalton Square to be made no-through roads so that cycling and walking is prioritised and road danger reduced. Other roads in the district can be identified: another contender would be the bottom of Sharpes Hill/ Newsham Road to enable safe cycle lanes along the A6. Here access to the A6 from Belle Vue Terrace should be maintained for residents.

#### 6.5 Give cyclists priority where offroad paths cross minor roads

There are examples in the district where cyclists are directed onto a shared-use path and have to give way at minor junctions (e.g. Morecambe Road). There is just one example where cyclists have priority – at Rushley Drive in Hest Bank. Where cyclists are directed onto shared-use paths, they (and pedestrians) should have priority over traffic on minor side junctions. This conforms to section 6.2.2 of “Making Lancashire Cycle Friendly” referred to above.

#### 6.6 Embed cycle training and riding in schools

One of the problems in Britain to promote cycling is that parent-guided cycle training of children has

	<p>missed a generation or two. One of the most heartening success stories of the Cycling Demonstration Town years in Lancaster was the popularity of the Sustrans-led Bike It project , which worked with schools and introduced the fun and utility of cycling to dozens of children. This went beyond the usual cycle competence scheme run in schools, where children are confined to the playground. A cycling officer should be identified to work with Sustrans to develop safe routes to school.</p> <p>6.7 Establish a programme of maintenance and repair</p> <p>Some of the best-used cycle infrastructure is now in a poor state of repair. The most notable example is the canal towpath between Beaumont and Carnforth. This is a very popular route with walkers and cyclists and it has been breaking up for some years. Dynamo appreciates that this is not the County Council's responsibility, but it is an example of the importance of a timely and multi-agency approach to maintenance.</p>
<p>L&amp;K Group PLC, the owners of North West Auctions in Kendal and Lancaster</p>	<p>We are sorry to have missed the original consultation but L&amp;K is now further down the line with its plans to relocate the NWA Lancaster livestock auction mart closer to J33 of the M6. Hopefully you are still able to consider this response.</p> <p>L&amp;K's intention is to dispose of the existing Wyresdale Road auction mart in the City for residential use and relocate the auction mart agricultural business to a new greenfield site near the existing J33 of the M6, between the A6 and the canal, south of Galgate. L&amp;K is currently in discussions about this with Lancaster CC regeneration and planning departments.</p> <p>L&amp;K has already, with the support of SLDC and Cumbria CC, successfully relocated the NWA Kendal auction mart from the town to a greenfield site adjacent to J36 of the M6.</p> <p>Having read the Transport Masterplan, L&amp;K's primary concern is the effect that the planned relocation of J33 to the north of Galgate could have on the proposed relocation of the auction mart. It is important to L&amp;K that the existing access and egress on and off the existing J33 slip roads are maintained. This would</p>



	<p>ensure that traffic to and from the proposed auction mart (south of Galgate) does not have to travel through Galgate after the new J33 is constructed to the north. L&amp;K would appreciate being consulted before any firm decisions are made about the access and egress arrangements both north and south on and off the M6 once the new J33 access is in place.</p> <p>L&amp;K are also interested in plans to downgrade/re-designate/re-sign the A6 north of J33 and introduce a new 7.5t weight limit except for access to key businesses. This would affect heavy vehicles travelling the short distance north from J33 to the proposed auction mart site and the return journey back to the M6.</p> <p>Discussions with Lancaster CC are in the very early stages but I thought that you would find it useful to be made aware of L&amp;K's aspirations to help you to formulate the Transport Masterplan going forward. The auction mart relocation would definitely move heavy traffic out of the city and reduce congestion in Galgate which are both stated objectives of the Masterplan.</p>
Lancaster University	<p>Lancaster University welcomes the opportunity to respond to the consultation draft of the above masterplan.</p> <p>Lancaster University is a major employer and the students we attract from home and abroad contribute substantially to the local, regional and national economy. In addition to direct economic benefits from employing staff and bringing in students, research intensive universities, such as Lancaster, are able to contribute significantly to the wider economy by working collaboratively with businesses of all sizes on research, licensing of intellectual property, and through the academic excellence of management schools.</p> <p>Lancaster University's commitment to engaging with enterprise has helped thousands of northern businesses grow, enables them to create thousands of new jobs and cements the university's position as an economic anchor institution for North West England. It should be noted within this context that the University is progressing with the implementation of the hybrid planning permission for the Innovation Campus (formal planning commitment) A separate</p>

masterplanning exercise is to shortly commence to identify the University's future development needs over the short, medium and long-term (corresponding with emerging Local Plan timescales). The campus-wide masterplan will be prepared in conjunction with the City Council and County Council in order to ensure that the University's future development needs are central to emerging strategy.

**Overarching Comments on the Consultation Draft**

Upon review of the draft masterplan, the following points should be taken into account throughout:

·**Innovation Campus**; the land north of the existing campus benefits from an extant hybrid planning permission (LPA ref. 12/00626/RENU) for a business park (maximum 34,000 m<sup>2</sup> of Class B1 development). The permission includes a package of off-site highways improvement works as well as Travel Plan targets to encourage modal shift. The University is presently seeking to discharge pre-development conditions attached to the full planning permission element of the scheme (the Estate Road) to enable lawful implementation.

The scheme should therefore be acknowledged in the masterplan as a formal planning commitment so as to avoid any misinterpretation of its planning status; its development is not predicated on the potential transport proposals for South Lancaster detailed in the draft masterplan.

**Junction 33**; there is no consistent reference or description in the draft masterplan in terms of explaining the potential proposals for Junction 33; the majority of references are to total relocation but then there are references to remodelling / enhancements to the existing junction. There should be a consistent reference to potential solutions to enhance J33 throughout the masterplan.

**More specific comments in regards to the draft masterplan are provided below and should be read in conjunction with the above.**

**Lancaster Now**

***Travel Problems Today***

The draft masterplan, under Travel Problems Today, states that '.... **the three interconnected gyratory systems that form the heart of the City of Lancaster's road network are notorious for congestion.**' It further states that '**The A6 corridor in**

**particular is very busy, with significant congestion at the A6/A588 Pointer Roundabout and at the A6/Hala Road junctions. This limits the potential for growth to the south of the city and making connections to the University slow and difficult, particularly for cyclists.'**

Queueing and congestion associated with the traffic signals in the village of Galgate, which reduces the effectiveness of the A6 of travel between the City and South Lancaster is also highlighted. All of these current transport problems affect accessibility to the University and the surrounding area.

The University welcomes recognition of the need to address these current transport issues in order to facilitate future development in the South Lancaster area and in particular the University Campus. It is noteworthy that the draft masterplan has been prepared in response to how the district of

Lancaster may change over the next 10 to 15 years as a result of the potential economic growth of

the area and the future housing strategy for South Lancaster. It states that **'Clearly, exactly where housing is developed will have major implications for our highways and transport networks.....**

**No highway authority wants to see development which will make highways issues worse.'** It goes on to say that **'We won't, however, rule our major infrastructure improvements if these are required and the funding can be found (although such funding could require a substantial contributions from developers).'**

As detailed previously, the Innovation Campus (LUIC) benefits from an extant hybrid planning permission (LPA ref. 12/00626/RENU) for a business park (maximum 34,000 m2 of Class B1 development) on the Bailrigg site (land north of the existing campus). Whilst the University welcomes the identification of the Innovation Campus as one of the four development priorities that must be accommodated, the draft masterplan must recognise that it is a committed development and its delivery is not predicated on the delivery of the transport infrastructure improvements that may come forward as part of the Transport Vision.

In developing its Transport Vision, the County Council has presented three options in the Draft Masterplan all of which build upon the relief to traffic conditions in the City Centre that opening of the Heysham to M6

Link Road will bring. The University supports the initiatives that are to be included within an Action Plan which identifies the transport interventions for the short, medium and long term and welcomes the proposal to review the City Centre gyratory, investigate the potential for more Park and Rides sites and assess the feasibility of a rapid transit system, within the next 12 months. However, the University believes that the suggested 10 year time horizon for implementation of some of the initiatives within the Action Plan is too pessimistic and would like to see the identified changes to the City Centre gyratory implemented sooner, to ensure that the potential benefits to public transport, (in terms of improved journey times and reliability), can be realised in the short to medium term.

**Looking to the Future – What are the Challenges? (Pages 26-30)**

The SWOT analysis refers to the Health Innovation Park and other University-led activities as an opportunity. Whilst the University wholly supports this positive acknowledgement of the importance of the opportunity, it is important that the Innovation Campus is recognised as a formal commitment in planning terms and is not predicated on delivery of further transport enhancements in South Lancaster (reflecting our earlier commentary).

With respect to the wider SWOT analysis, it is important that the preparation of a business case to support enhancement of M6 Junction 33, either through relocation or enhancement of the existing junction, is acknowledged; a significant amount of work is required to move this forward in the short term. It is recognised that the preparation of the University's campus-wide masterplan (above and beyond the committed Innovation Campus scheme) will greatly assist in this respect.

**Developing our Transport Vision**

***Option 1 – Do only what we need to***

Although having a limited capital cost when compared to the other options, the University does not support this option given that it effectively reflects the status quo and will not go far enough to bring about the step change needed to improve transport linkages between the City Centre and the University, especially conditions for cyclists and public transport. Improved linkages and frequent and reliable public transport will form an essential part of the transport strategy that will

support the continued development of the University Campus in the future timeframe consistent with the draft masterplan.

***Option 2 – Improve what we have***

The University supports this option on the basis that measures to improve the current situation (particularly in the short term) will need to be progressed whilst the more comprehensive step change required (detailed in Option 3) is delivered. We do not believe that Options 2 and 3 are mutually exclusive and see Option 2 as a precursor to Option 3.

The University believes that only limited benefits will accrue from Option 2, but supports the aspirations to enhance walking and cycle links to the City Centre and to implement a core network of walking and cycling routes between the main urban areas in the district. Improved linkages will enhance the existing sustainable travel characteristics of the University Campus and support its future development. The University also welcomes the proposal to take advantage of the reduction in traffic around the gyratory to provide priority to public transport, especially for services to/from South Lancaster and the University.

***Option 3 – Improve and Extend***

This option builds on option 2 above and it is clear that the additional initiatives proposed have the potential to bring about the required step change improvement to transport conditions in South Lancaster. By increasing road capacity at key locations and providing improved route choice for people travelling between South Lancaster and destinations to/from the north and east, traffic conditions on the A6 corridor and within the City Centre should be improved significantly. An improvement in traffic conditions would assist in facilitating economic growth, support the housing strategy and enable the desired quality and reliability improvements in public transport to be fully realised. The additional initiatives are therefore welcomed by the University. However, the success of Option 3 is heavily reliant upon the ability of the County Council to deliver the partial relocation / remodelling of Junction 33 of the M6 Motorway. Indeed, the Draft Masterplan states that, **‘The masterplan therefore sets out a clear course of action, from early quick wins through to the longer term projects that will realise our visions for the**

**City of Lancaster. It also makes it clear how little can be achieved without a reconfigured Junction 33.'**

The University is mindful that a lengthy evaluation and assessment programme would need to be followed to facilitate the relocation / remodelling of Junction 33 and a successful outcome to any such proposal is not guaranteed due to the various factors that need to be considered, not least the views and support from Highways England and other issues, such as environmental impacts and funding. Furthermore, a scheme of this nature would have a high capital cost and the draft masterplan already acknowledges an ambitious project realisation date of 2023 / 24. Given that this would need to be met by a combination of developer contributions and growth deal funding, it may take many years to accrue the necessary monies to facilitate its implementation. The deliverability of this proposal is therefore a concern to the University and the draft masterplan must consider alternative options to facilitate growth in South Lancaster (e.g. identify a contingency plan for the Transport Vision).

The University also seeks further clarification regarding the Park and Ride proposals for South Lancaster, which is afforded significant status in the draft masterplan. If the rapid transit service is to be road-based, (using buses), then bus priority measures are clearly an important matter and would need to be accommodated along the A6 corridor between Lancaster University and the City Centre.

Also, the plans appear to indicate that the South Lancaster Park and Ride facility / rapid transit service would *not* serve the University campus. Clearly, large numbers of University staff, students and visitors could use such a service and would be beneficial in encouraging modal shift.

**Our Transport Vision (p31)**

Influencing travel behaviour change will also be key in realising the overall vision. The current draft masterplan relies heavily on major physical infrastructure changes and it is not certain as to deliverability at this stage. It is therefore proposed that the draft masterplan should encompass a broader approach to effecting the desired changes in travel behaviour to overcome the 'reluctance to change travel behaviour' which has been identified as a threat to realising the vision.

In terms of the Table provided at page 31 (entitled 'In



2031'), the University wishes to see reference to it being included given its importance (only generically referenced in accompanying text). It is also important that the Innovation Campus is recognised as a formal planning commitment given the reference to 'major developments planned'.

**City of Lancaster (p33)**

As previously detailed, the references to M6 Junction 33 need to be consistent. As currently drafted, the masterplan refers to relocation and reconfiguration but thereafter (p34 – immediately above Figure 13) solely refers to reconfiguration. The summary text should also be revised as the Innovation Campus is a committed scheme and potential enhancements (in whatever form) to Junction 33 are not required to support it. The masterplan effectively seeks to respond to the transport impacts of the committed Campus scheme but this has already been agreed during the planning application process and has resulted in a mix of off-site junction enhancement works (MOVA etc.) and travel plan targets.

In terms of the conclusion that the masterplan sets a clear course of action, whilst the University is supportive, we would also like to see progress with the City Action Plan business case to support the works to M6 Junction 33.

**How do we make it happen? (Pages 35-42)**

There are numerous references to relocated M6 Junction 33 but nothing on remodelling – need consistency through this section (and entire masterplan report). The reference (page 37) to 'this is as far as we can go' seems relatively short-termist and again the University would welcome reference to the Innovation Campus not being seen as part of the future capacity constraints without intervention given that it is a committed development.

**Summary**

In summary, the University welcomes and broadly supports the Transport Vision set out within the Draft Highways and Transport Masterplan. The initiatives proposed have the potential to address current travel problems and bring about the much needed step change improvement in transport conditions in South Lancaster, especially in terms of the prioritisation of sustainable travel that is needed to support the economic growth and development of the area.

Furthermore, the University recognises the benefits that the Transport Vision could bring in terms of

improved accessibility for all transport modes to both the existing University Campus and the proposed Innovation Campus. However, the University notes that the Transport Vision is heavily reliant on the deliverability of the relocation / reconfiguration of Junction 33 and the Draft Masterplan does not identify a contingency plan for the Transport Vision should this infrastructure not come forward.

The University welcomes the fact that the Innovation Campus is seen by the County Council as one of the four development priorities that must be accommodated. However, we would again reiterate that the LUIC is already a 'committed development' as it will be delivered via the implementation of the extant planning consent for the Bailrigg site and is therefore not predicated on the delivery of the transport infrastructure improvements that may come forward as part of the Transport Vision.

With regard to the Action Plan, the University would like to see changes to the City Centre gyratory implemented as soon as possible, to ensure that the potential benefits to public transport in terms of improved journey times and reliability can be realised in the short to medium term.

Finally, we commend the County Council for adopting a forward thinking and pro-active approach to addressing transport issues in the District of Lancaster and offer our support and involvement as a key stakeholder going forward as the Highways and Transport Masterplan evolves.

The University would welcome the opportunity to be involved in helping to inform the feasibility studies to be undertaken on a rapid transit system, relocated / reconfigured M6 Junction 33. Park and Ride and any other initiatives that may have an impact on the University in the future, including the work to be undertaken to help inform the Lancaster City Action Plan.

As detailed in the introduction, the University is to commence a campus-wide masterplan exercise to establish its future development (and thereafter spatial) needs. This exercise will be run in conjunction with the City and County Councils to ensure a fully-joined up approach and ultimately a deliverable proposition which will enable the University to continue to be a premier education provider on a local, regional and international basis.

In the meantime, if you have any queries regarding

	<p>this initial response then we would be happy to clarify as appropriate. We would also welcome ourselves and our advisors being kept informed as to masterplan progress.</p>
Members of Public	
1	<p>Thank you for setting out an ambitious vision for the future. I liked the idea of 2031 being a time a when people reach for their bikes rather than their cars. However, as regular cycle commuter (station to University 3-4 times per week) I felt that the strategy was short of plans on how to do this.</p> <p>There is clearly plenty to do, but from a selfish perspective it would have been good to have seen the commitment to a fast , safe cycle route between the city and the University, backed with a timeline and target for when this would be achieved by. Currently cyclists are routed through busy car-lined streets, past poorly controlled junctions (Hala Road /Claughton drive for example) and over potholed surfaces ? Dallas Road springs to mind - that force cycles to swerve into the traffic. It is no surprise that Lancaster?s cycle safety statistics are amongst the worst in the country.</p> <p>Perhaps the strategy could set real targets for itself and revisit them on an annual or 5-year basis ? i.e a reduction in cycle injuries of 5% year on year, and increase in cycle journeys of 5% year on year; and increase in the proportion of the transport budget spent on cycling of 5% year on year. I fear that without verifiable targets we will be sitting around in 2031 still having the same ideas for 2045.</p>
2	<p>I am sorry not to address you by name, but I failed to ask for it when we spoke at Carnforth yesterday.</p> <p>I enclose the Questionnaire, which I have answered from question 9 onwards. This is because I want to concentrate on Carnforth because I am a resident of that area and have considerable concerns regarding it and want to address those issues.</p> <p>It is mentioned on page 48 about the option of reviewing the Green Belt. Reviewing Green Belt is not something which, to my mind, needs to be done as there is an excellent brown field opportunity in Carnforth. I refer, of course, to the site of the former ironworks. Developers should not be given their</p>

generally preferred green field opportunities until all brown field opportunities have been exhausted. The site has already been considered for development, but somehow it fell through. At that time, it was considered that a supermarket could be included on the site, such as Aldi, but there is now no need for that as Aldi is already established in Carnforth. That suggested site is already close to both the bus services and the railway station, so is good for encouraging people not to be reliant on the car.

Now to look at Carnforth Rail Station. The document refers to the main line platforms being closed down and largely removed in 1970, which is not accurate. Main line services were withdrawn in May 1970. However, Network Rail have admitted to David Morris MP, that they were not closed, only withdrawn. This followed on from extensive research work to find the authorisation for their closure, when it became apparent that they had not been closed. On being told that the platforms were not closed, a person who works a lot on railway matters immediately responded that they could now be "grand-fathered". (It is appreciated that during the Westminster Hall debate it was said that the DfT is satisfied that the platforms were properly closed and that I was being told. However, they had earlier agreed that they are still open. My correspondent started his letter by stating that he had not looked at earlier correspondence about the platforms. He is now well aware that I disagree with him and that Network Rail have admitted that they are still open. Correspondence is ongoing.)

Although the facings have been removed, bearing the above in mind, this has to be without authority. I have a note from the engineer involved where he tells me that British Rail at first put out a press release stating that it was on his instruction, but owing to his protestations it was withdrawn and replaced by a new release stating that it had been done in accordance with BR policy.

As campaigning for the reinstatement of the platforms has been going on for many years, and became really serious from 1980 onwards, I suggest that with the damage which has been done to the still existent platforms, it is the responsibility of Network Rail to

immediately correct this and now reinstate them at its own expense. The Statute of Limitations would seem to apply and that this should be done. However, I do think that it should be the Lancashire County Council that instructs for this to be done forthwith.

On page 49, the document says that rail connectivity from the station “could be regarded as rather perverse”. That should say “is perverse”, something of which I am fully aware every time I go to Scotland using Carnforth station.

The consultation is very negative regarding the reinstatement of the mainline platforms. This should not be so and a positive attitude should be taken. Carnforth is a major hub. It is a centre for travel from the Furness Area, South Lakes and the west of Yorkshire. Unfortunately, in my dealings, authorities look at the matter as a tiny corner at the north of Lancashire rather than looking across the borders. When the wider strategic values are pointed out, replies just speak of it as a very local issue. People in villages round about, such as Burton and Arnside, are from across the border but use Carnforth station. From speaking to many people, I am of the firm opinion that the market is very much wider than that.

As I mentioned yesterday, every train passing through Carnforth station from 08.00 to 13.00 one day and 13.00 to 18.00 the following day last April was listed. When the listing was analysed, it revealed that there was always time for a TransPennine train to stop at Carnforth without a following Virgin train being affected.

It was stated during the Westminster Hall debate in December 2014 that funding for the platforms is available to the County Council for work to proceed. Please see Hansard Column 589WH. That work is something which I consider should be done forthwith and that all planning, such as for the forthcoming franchises, be done based on the Carnforth mainline platforms being back in use by then and not just at some possible date somewhere in the future. The lead needs to be taken now, for the general benefit of the area. It would appear to me that there are two ways in which the reinstatement of the platforms could be funded.

	<p>To re-iterate, the reinstatement of the Carnforth mainline platforms is for now, and not for being possibly included in Network Rail's North of England Route Study and something possibly being done sometime in the future. There has to be a positive 'can do' approach and negotiations with the TOC's be done with the reinstatement of the platforms included.</p> <p>Something which is not mentioned in the Consultation Document regarding public transport, but which fits in with walking and cycling that are mentioned, is that there is nominally a Waterbus service on the Lancaster Canal. It used to run daily from Carnforth to Lancaster and back during the holiday season. The vessel "Kingfisher" was purchased with Market Town Initiative monies and was, according to the grant application obtained from Lancaster City Council under the Freedom of Information Act, was for use in promoting the northern end of the canal. Over the years, this has changed so that it is now based on Barton Grange and Lancaster and is just due to come to Carnforth for four visits in August, just staying to turn round for the return to Lancaster. This is per the timetable at the waterbus stops. Last year Kingfisher was due to come four times and then the publicity cut it to three. In actual fact, the vessel came just the once. All but the Carnforth journeys are called cruises on the timetables, but Carnforth is called a waterbus. I cannot see how this can be the case. However, a proper waterbus is perhaps something to be considered again.</p> <p>If you wish to contact me to discuss anything further, please feel free to do so.</p>
3	<p>Improvements to the rail line to Morecambe must be comprehensive and include Heysham. The housing and employment in Heysham can only increase and mobility for individuals and goods is necessary to bring this to its best level. Also the Port needs good transport for passengers and also a better rail link would enable new ventures in container and bulk goods.</p> <p>A simple, cheap and sustainable method of reducing (peak) traffic is to stagger school, shop and shift times. With relatively discrete types of employers</p>



	<p>(education, hospital, local government, shopping etc) this should not be too difficult.</p> <p>I consider that a new crossing of the Lune west of the centre to be almost essential with the developments to the west and the central Lancaster traffic convergence.</p> <p>I see problems in the commuter flow from the expanded Caton and Halton to Lancaster. Better buses are needed.</p> <p>Note that the English Coastal Trail is scheduled for the next few years and will probably supersede the Lancashire Coastal Trail. The new Morecambe Bay Cycle Way is a tourism initiative with now new links and will have no positive contribution.</p> <p>A new J33 is a good idea. Retention of some connectivity between M6 and A6 at Hampson Green is necessary for the traffic going south to Garstang and the north Fylde is essential since otherwise the problem in Galgate centre continues with just reverse flow.</p> <p>The Carnforth rail connection north is good, but a solution using platforms other than the main line needs close investigation. Making Market Street more pedestrian friendly would be good. A link from Station along Hunter Street and out to A6 was suggested seriously a few years ago.</p> <p>The gyratory is a problem. A new East relief road may be a solution but no land is left. It may be possible to try opening up the three cross roads to general (one way) traffic, remove or smarten up the lights and keep a slow steady stream of traffic.</p> <p>If the shared use routes are to be promoted then they must be made more friendly for walkers. Fast commuting cyclists can be/seem to be intimidating. Training needed.</p>
4	<p>The plan states that the objective is to reduce the movement of traffic in the city centre by altering the gyratory system. The presence of HGV's in this traffic flow is not detailed. Much reliance is placed on the Heysham—M6 Link to relieve this. There is mention</p>

	<p>of the principal industrial areas which generate the movement of HGV's as White Lund, White Cross and the Power Station. White Lund and the Power Station will benefit from the M6 Link, but not White Cross. There is no mention of the Lune Business Park, or the other new development on the Quay, which generates significantly more HGV traffic than White Cross The M6 Link will not relieve the problems of traffic requiring access to this area. The best way to deal with this is to construct the West By-Pass to the city with a new bridge over the Lune and a link to the Heysham M6 Link. This was proposed many years ago. It would be expensive and is probably the reason why it was scrapped.</p> <p>We are left with this heavy traffic making a hazardous journey from Market Street to the Quay via Meeting House Lane, Station Road, West Road and Lune Road., passing the Railway Station, through a residential area with a school and Residential Home. Visitors to Lancaster using the Railway Station have this as a greeting.</p> <p>It is not necessary. If the low bridge span at Damside was removed, the problem would be greatly reduced. The bridge carries foot and cycle traffic. Both could be accommodated by constructing a ramp from the path below the Priory to Damside. There, a pedestrian crossing would link to the spur to the Millennium Bridge and back to the existing route. This is a cheap and simple solution. This ramp would also serve people who want access to the bus station and the lower part of the city. Presently they scramble the bank on an unofficial and dangerous path.</p> <p>Sketches included</p>
5	<p>I visited the exhibition in Lancaster Library on 26th March, but the County Council officials had gone home by the time of my visit. The question I wished to pose concerns the route to Morecambe by car when access to the City centre becomes restricted. Is it the case that traffic from the south and west of the city centre will be expected to go via the M6 from the resited junction 33 to junction 34, thence by way of the new link road? If so, I think you will receive a large</p>

	<p>number of objections. If this is not the case will you please say how traffic from for example</p> <ol style="list-style-type: none"> <li>1) the Westbourne Road area</li> <li>2) the Scotforth/Greaves Road area will be able to get to Morecambe.</li> </ol>
6	<p><b>Relocate J33!</b></p> <p>There have already been thousands of trees cut down for the new link road. J33 is fine where it is. Change it (no doubt the University is at the back of this given the blot on the landscape that is the University, but hey planning restrictions don't apply to them) and more trees will be cut down and wildlife again will suffer. One day someone with sense will stop the inept and stupid automatically attending a university just to get the numbers down on the unemployment list then this city will become what it was when the two nuclear power stations were completed, a ghost city with everything of interest ruined for the sake of money. The whole idea of relocating a perfectly good junction which is accessible for those living south of the city just because some half wits with plenty of money to throw at the Council want it just demonstrates the low level of intelligence of those who thought up this Masterplan!</p> <p>There are plenty of plans for the towns but those living outside will not benefit. You need to stop ripping people off for parking their cars. Having to pay to park in the evening has certainly made me think twice about even going to the cinema. Park and ride is out of the question for those in rural areas and most of this plan is about those people in the towns, what a surprise there then! What needs to be done is bulldoze that monstrosity that greets you when you arrive from Caton Road, namely the old bus station!</p>
7	<p><b>An open letter concerning the Lancaster Roads Master Plan</b></p> <p>The vast majority of residents will be entirely unaware of the current consultation taking place by Lancashire County Council on their proposals for a Transport Masterplan. The Lancaster element tells us the following on Page 21:</p> <p><i>“The three interconnected gyratory systems that form the heart of the City of Lancaster's road network are notorious for congestion. The sheer volume of traffic</i></p>

*that needs to travel in and out of the city centre or cross the city to reach Morecambe and Heysham makes congestion almost inevitable, but gyratory systems compound the issues from this congestion. These one-way systems were typically a 1960s and 1970s solution to the increasing numbers of cars on the roads then.*

*Gyratories are noisy, polluted and unpleasant places and create a vicious circle where people feel compelled to drive because cycling and walking are perceived to be too dangerous and unpleasant; this compounds the problem as traffic volumes then reach levels the system was never designed to cope and so congestion spirals. Buses too become less attractive if they are also caught up in the congestion and their timetables are no longer reliable. Lancaster's gyratories are effectively throttling the city centre."*

Whilst the problem is recognised in the report, no solutions are offered! Given that the problem exists surely we need to examine what can be done about the number of vehicles using the entire gyratory and reduce these wherever possible. With a small number of road modifications many vehicles can avoid going round the entire circuit and ease the congestion currently experienced. I suggest the following:

Enable a right turn for eastbound traffic on Aldcliffe Road travelling south on the A6 – a short link from Willow Lane to Aldcliffe Lane would encourage all Marsh southbound vehicles out of the City Centre.

Create a roundabout on the current car park on Cable St and North Road to enable shoppers from the North and East to enter and exit Sainsburys.

Permit traffic rights through Damside Street for traffic from the north and east for St Georges Quay, also providing a direct link from the bus station to the quayside with its expanding housing area.

Create bus stops on Dalton Square for southbound buses and stop the circulation of southbound buses round the Brock St and George St mini gyratory – without the market these stops are anachronistic.

Consideration should be given to a much bigger scheme using the Canal corridor to entirely remove

	<p>the southbound gyratory away from the City core – If it can be done in Stoke why not here! Creating an enlarged retail offer in the City centre cannot be an attractive proposition until the transport issue is resolved.</p> <p>Given that we have a refreshed City Council is it too much to expect that this nettle will finally be grasped. The Conservative Councillors have indicated that this is a priority for them; will the controlling Labour group be mature enough to work with them to deliver what all our residents need? Will the Green group accept that for many the car is the only current alternative until much improved public transport is available and support a whole Council solution? The debate has started – don't allow it to be a damp squib!</p>
8	<p>The Draft Masterplan's vision for Lancaster in 2031 is indeed visionary. However, I question one of the key assumptions made in the plan that moving Junction 33 north of Galgate would lead to a dramatic reduction in traffic trying to move through or around the city centre. I therefore have grave concerns that some of the specific changes proposed under the "place-shaping" of Lancaster city centre would have a seriously negative impact on residential areas in parts of the city, such as East and West Lancaster.</p> <p>In particular, limiting vehicular access through the city centre will inevitably lead to more rat-running through residential areas, rather than less, as local traffic tries to find a way round the city from north to south, west to east and vice versa. Roads such as Bulk Road, Ridge Lane, Ullswater Road, and Derwent Road in east Lancaster are already used as rat runs by both cars and commercial vehicles using their "satnavs" to circumnavigate the city. Moor Lane, Wyresdale and Coulston Roads also bear a heavy burden. Meeting House Lane, West Road, Lune Road and the Quay would similarly become rat runs to the west of the city. With no alternative routes or new roads round the city proposed in the plan, residential areas would pay the price of relieving the city centre from congestion.</p> <p>In east Lancaster, several new housing developments are under construction amounting to around 650 homes with a further 31 homes proposed at Fenham Carr Lane. Developers are also looking at building 450 homes at the Grab Lane site. These locations are</p>

	<p>all up the long, steep hills of east Lancaster where cycling, walking or the bus may not be a practical option for young families or for commercial vehicles. Many of the residential streets around Lancaster are narrow Victorian roads, some no more than 5 metres wide. East Lancaster also has the largest and tightest cluster of schools in the area, with 3 primary schools and 2 secondary schools. Hundreds of children walk along the streets to and from school and the playing fields every day. Effective traffic calming measures and the enforcement of the 20 mph speed limit is already much needed along these roads.</p> <p>In short, while the need to reduce congestion through the city centre is clearly a priority for Lancaster, it cannot be at the expense of residential areas. It is unlikely that moving junction 33 a little further north will encourage local traffic to use the motorway as their main route round the town or to Morecambe, as this would add a considerable distance to their journey. Reducing city centre congestion and pollution could however be achieved by:</p> <p>the exclusion of HGVs from the city centre Park and Rides at both junctions 33 and 34 improved cycling and pedestrian networks improved bus services using ULEVs making the city centre roads two-way so that traffic did not have to go all the way round the city to get to their destination if the funds were available, building a new “by-pass” road to the east of the city between the M6 motorway and the Lancaster Moor hospital site, running parallel to the M6, to link with the A683 at Junction 34.</p> <p>Closing the city centre to local through traffic, however, would not be compatible with the Masterplan’s stated aims of improving the environment and road safety for pedestrians, cyclists, children and young people in residential areas, and reducing rat running.</p>
8 (representation includes drawings)	I would like to start by complimenting the team behind the Lancaster Draft Masterplan on producing such an impressive and informative document. I shall certainly be returning to it in due course to gain a greater understanding of the traffic and transportation situation in the district – which, like many, I have hitherto assumed to be largely insoluble. The vision



and thinking evident in this document certainly give some cause for hope.

Whatever the problems of the district as a whole, I have long held the view that the particular problems of Galgate in relation to traffic are eminently solvable in principle, although quite where the money would come from was a different matter altogether.

It is only in the light of recent consultations on land allocations and discussions about possible large scale development in South Lancaster that I have sensed a window of opportunity for Galgate. Now the Lancaster Masterplan with its proposal for a relocated Junction 33, its discussion of central Lancaster traffic management issues, the respective roles of Junction 34 and the new Link Road and the district's various AQMA issues, has led me to believe that if the right measures are pursued, we could end up with the situation which not only realises the vision of Galgate as 'a quiet village, no longer straddling the city's main link to the motorway', but which accommodates all the development targets for South Lancaster, enhances the setting of the University, facilitates the creation of the envisaged low carbon 'superhighways', and, moreover, opens up new opportunities for Galgate that transcend mere tranquility.

**Frame of reference**

My frame of reference has a number of aspects:

As a Galgate resident (and one who shares the 'green' outlook of the Masterplan) I would like nothing better than to see Galgate no longer plagued by congestion and through traffic. I would also like to see Galgate prosper, also as a place of employment, and would be perfectly happy to see its population grow, provided the traffic problems were solved and provided that the village as a 'place' could be developed in such a way as to accommodate greater housing volume.

I also take it as read that of the options outlined in the recent land allocation consultations and other discussions around the University (of which I am a great supporter), such as the Innovations Park, large scale development south of Lancaster is practically inevitable, and that for this very reason effective (and expensive) measures to address the traffic issues are necessary, but also possible.

At the same time, I believe passionately that it would be an appalling mistake to develop in such a way that Galgate is subsumed into the Lancaster conurbation,

rather than maintain a clearly separate identity and physical location. The distance between Lancaster and Galgate may become somewhat smaller than it is now, but a distance and a clear separation there must be.

All the above informed by thinking before I read the Draft Masterplan, but with a better understanding now of some of the issues concerning city centre and peninsula-bound traffic and the approaches to them, I can see the possibility of a virtuous circle in which the greater the degree to which advantage is taken of the various opportunities to develop South of the city centre, the greater the justification there is to undertake radical and far-reaching changes to the main traffic

routes in order that these new developments are not only extensive, but also lead to a higher quality environment for residents, business, education and research amenities, and road users of all kinds.

#### **Traffic re-routing measures**

Although I am by no means an instinctive advocate of new road building, in what follows I argue for quite a lot of construction. However, it should be noted that only one reasonably short stretch of entirely new single carriageway road is proposed – linking the A6 to the M6 somewhere North of the University. Everything else that I propose is based on existing corridors and roadbeds. Although in some cases those roadbeds would need widening, in other cases roads would be ‘downgraded’ to less intensive use, or modified to be more hospitable to sustainable forms of transport, notably the road through Galgate and ultimately also the stretch of road that passes in front of the University (meaning the A6 running West of it).

#### **Galgate By-pass**

I have long held the view that a Galgate by-pass would bring many benefits. It is only recently that I have sensed that such an idea could have any chance of implementation. As shown in the first drawing ‘Scheme 1’, I believe that the route for the bypass already exists, namely with the A6 from Preston sweeping round at the site of the J33 roundabout and then following the route of the M6 until it intersects with Hazelrigg Lane at which point it would drop back down to the A6 proper. The construction would be achieved principally by means of a widening of the roadbed on the Eastern side and a lateral displacement of the motorway to make space for a

'new A6' running alongside the M6. The existing road through Galgate would then become a road into and out of Galgate and giving access to its hinterlands. With further measures taken to deter people from cutting through (for example, road paving in the central portion, more crossing points) the village would no longer be at the mercy of constant heavy traffic flows. This, it seems to me, would remove at a stroke the main reason given for opposing or refusing planning applications in Galgate, as the road into it (let's call it the 'old A6'), freed from through traffic, would have greatly enhanced capacity for providing local access – something that would also help local businesses.

Significantly, this could be achieved without relocating the motorway junction, although I believe that ultimately the two measures could go hand in hand (see next section).

[At this point I should perhaps mention that I have recently seen a drawing of a Galgate by-pass which bears some superficial resemblance to what is described above (I may even have unwittingly inspired it), but which I think largely misses the point. It was submitted along with an objection to the planning application for a housing development off Stoney Lane. As well as the fact that it shows the road being built nearer to the village on who-knows-which land, it also shows various spurs leading off it to give access 'from behind' (as it were) to Galgate Mill and a number of putative developments. For me, however, the by-pass needs to provide a maximally unobstructed route precisely in order to fulfil its function. I firmly believe that amenities within Galgate should be accessed from within Galgate in order to preserve the integrity of the place. Otherwise, these places become 'peripheralized' and the place fragmented in a way that undermines communal cohesion and coherent development.]

I have stated already that I believe that a clear separation must be maintained between Galgate and Lancaster, and this could be achieved by precluding development along the 'old A6' north of the police station. Even if Lancaster were developed right up to the University, Galgate would not border the 'new A6' and one would have to turn off this road to travel into Galgate. At the same time, the short distance to Galgate would not be a deterrent to anyone who sought business there, so such a change should not

have the often feared consequence of a by-pass – that of removing passing trade. I believe that on this question, the odds would stack up in favour of Galgate, to the extent that a calmed ‘old A6’ could actually give rise to new shops in Galgate serving people both from within and outside the village.

It is not my purpose here to argue against relocation of Junction 33. I do not doubt for one moment that doing so would reduce the volume of traffic passing through Galgate, but I am sceptical as to whether the measure in itself could ever lead Galgate to once again being a quiet village. The A6 between Preston and Lancaster is a busy road with a number of small settlements straddling it along its length and I doubt whether any of these could, as a result of the traffic, be described as a quiet village. There may well be other reasons to move the Junction, but I think that the measures outlined here would contribute more to a solution of Galgate’s traffic problems, with benefits reaching far beyond the health and safety of the village’s residents.

To conclude, I feel that a solution such as that outlined here to Galgate’s ‘through traffic’ problem would not only provide relief to Galgate and remove an obstacle to development in and North of Galgate, it could also have a far-reaching effect on the desirability and viability of Galgate as a place to live and a place to invest. With its strong historical and rural foundations, as well as a strong sense of community, a de-congested Galgate with space to expand could actually transform the perception of itself and by others as a settlement neighbouring Lancaster rather than a congested stretch of road. This would give it an immense advantage over newly constructed suburbs and give it a very bright future as well as consolidating its current functions as a settlement.

Although this section views things very much from the perspective of a Galgate resident, as I mentioned previously it is possible now to see an identity of purpose between the needs of Galgate residents and the wider development needs of the district, given the impulse to develop intensively in South Lancaster and to expand the University’s research and associated commercial facilities. In the next section I take this argument further and consider how an extension of the Galgate By-pass approach could help to re-shape the South Lancaster area to the general benefit of all.

**From By-pass to New Approach Road (and M6**

**Junction 33 re-location)**

Having drawn the 'new A6' as a Galgate By-pass, one is struck by the potential for an extended road following the path of the M6, passing East of the University until it comes within reach of the 'old A6' just south of Scotforth. I have drawn this in my second illustration, 'Scheme 2'. It means that any new development (residential or otherwise) South of Scotforth could be liberated from the burden of a trunk road or primary motorway access route passing directly through it, yet be superbly served by dedicated access roads. I believe this actually gives rise to 'place shaping' on a grand scale. What the proposal outlined in the second illustration actually gives Lancaster is, in effect, a 'University District' 'Quarter', 'Park' or 'Zone' into which developments such as the Innovations Park would fit eminently well. To the other side of the 'old A6', any large-scale housing development would doubtless gain considerably in terms of amenities and prestige by being situated in close proximity to this zone.

I understand that the location deemed most likely for a relocated Junction 33 is at the M6 / Hazelrigg Lane intersection, but I have drawn it in further North for two reasons – firstly, I think it is a better fit with the idea of swinging A6 round behind Bailrigg and the University and second, I think it better serves the stated aim of the Masterplan to deter people crossing town from South Lancaster to join the M6 to travel North. I hasten to add, however, that my proposed citing of this road and junction is no more than an approximation.

I would not expect people living in Balirigg village to jump for joy at the proposal, but it seems to me that this proposal would at least locate them with the University quarter circumscribed by the road that I have proposed to form the linking section of A6 between the M6 and the original A6 route.

A further advantage of the scheme outlined here is that it delivers up the 'old A6' as an ideal base for the 'Superhighway' outlined in the Draft Masterplan.

With a small leap of the imagination, one could envisage the disused flyover at Junction 33 as one of those iconic bridges used as agricultural land or a haven for wildlife. Its location would lend it to such use and it could be a significant, striking and wholly positive advertisement for the district.

I attach no particular significance to my third illustration (proposal 2a) which treats the motorway

	<p>junction relocation differently, leaving the Southern slip roads in their current location. I was simply looking at various options and saw this as a (possibly cost saving) possibility, but in general I would imagine that Scheme 2 has more benefits, although I haven't analysed this depth.</p> <p><b>Conclusion</b></p> <p>What is proposed here would not be cheap, and at the heart of the proposal is something not proposed in the Masterplan at all, namely a widening / lateral displacement of a stretch of the M6 combined with a re-routing of the A6 along the M6 corridor, but no proposal to relocate Junction 33 is going to come cheap or be sufficient on its own, so the costs may not be as outlandish as one might first imagine, but when the benefits are considered, these seem quite compelling.</p> <p>This major, but conceptually straightforward, investment in road infrastructure could deliver benefits to the area South of Lancaster City Centre on a scale that eclipses even the way in which the new Link Road is set to transform the outlook for Heysham and Morecambe.</p> <ul style="list-style-type: none"> <li>• Transformed prospects for Galgate as a settlement;</li> <li>• Creation of an attractive, circumscribed and highly functional University Quarter;</li> <li>• Unlocks potential for major development South of Lancaster, solving the present Land Allocation conundrum in the optimal way;</li> <li>• Vastly improved traffic outlook for University, Galgate and 'New Build' area;</li> <li>• Motorway access where it needs to be for sake of City traffic management;</li> <li>• Provides for a logical and functional approach to 'South Lancaster' and the University, commensurate with planned expansion, and distinct from principal approach via J34</li> </ul> <p>Clearly as a Galgate resident, the aspects of the this argument that concern Galgate are of particular interest to me, but the wider significance in terms of Lancaster's expansion and the development of its institutions, not to mention the prospect of the impact on local travel and transportation that form the very basis of the Masterplan, mean that this would be something for Lancaster as a whole to get behind.</p>
9	I would like to ask you to support and apply pressure to the right places for Heysham to be properly



	<p>connected by Rail. At the moment the rail company has the expense of maintaining the line but only puts on 2 trains a day to the harbour and we do not have any 'hail &amp; ride' platforms en-route. I think in conjunction with the new road bypass if we had some platforms and a regular service (especially start and finish work times and more at weekends) we could remove thousands of cars off the road.</p> <p>we already have the infrastructure but do not use it. Travel time by rail would be approx 15mins max whereas on busy days the road is jammed from Asda to Lancaster town centre taking at least 35-40mins.</p> <p>i just feel this is a natural progression to improve our roads and to tie in with the new bypass road by removing another huge amount of cars.</p>
10	<p>Please accept this letter as my response to your consultation in place of your questionnaire so that I can give a fuller answer, including my reasoning. I have previously responded to the Lancaster City Council Consultation (2014): “How Can We Meet Our Future Housing Needs?” I enclose a copy of this for reference as the two issues are closely related.</p> <p>The primary questions for Lancaster and Morecambe must be: “What do we want our city, town and surrounding area to become?” and “What are the primary moves to enable these objectives to develop?”. Unless we have a good answers to these two questions, then there is a risk of failure to develop our potential. The local communities’ interests must remain at the heart of this.</p> <p>My answers to the <b>primary</b> question “What do we want our area to become?” for Lancaster and Morecambe and then for the surrounding area are:</p> <p>An <i>integrated</i> and vibrant city-scape (Lancaster and Morecambe together) with a sound and expanding business economy that will attract both investment and tourism. (I use the term “business” in a wide and looser sense to include not only commerce and industry, but also institutions like the Universities, etc.) That requires connectivity to allow these towns to function as one.</p> <p>A <i>sustainable</i> region of towns, villages and countryside that is able to maintain local shops, businesses, services and accommodation suitable for local residents whilst becoming more attractive to visitors. Transport and accessibility are key to this.</p>

These primary points can be embellished and added to, but they should remain central to the planning process so that every move enhances these objectives – whatever order they are achieved in.

How can we answer the second question: What are the primary moves to enable these objectives to develop?

Both Lancaster and Morecambe are the hub of our area, yet the hub is divided. The population of each is small in commercial terms, but together would make a much stronger whole. The river is the main obstruction which must be overcome to enable proper *integration* of this hub and allow it to achieve a greater potential. In my view, the northern bypass is an opportunity missed in this respect. It may reduce traffic congestion thereby indirectly helping, but it is not primarily providing local connectivity. Rather it is likely to become a simple bypass and potentially a further unattractive physical barrier to the local communities joining together. It will also facilitate people driving elsewhere for their shopping / entertainment etc instead of developing the local economy. Unfortunately the traffic restrictions proposed to the Lancaster City Centre (although desirable for improving the experience of the City Centre) add further obstruction to this flow of people rather than improving it. In other words, I believe strongly we need another road bridge crossing the River Lune and joining the south side of Lancaster (including Lancaster University) with Morecambe. The current proposed Highway plans therefore would also benefit from an additional bridge linking the south side of Lancaster to Morecambe and Heysham. The proposed public transport bridge to the north side of Lancaster does not do this, leaving the University and Hospital disconnected from many staff and patients whilst Morecambe is deprived of potential visits from a large local population.

The benefits of improved connectivity from the bridge are many. The most important is starting to think of the two populations as a single entity. It becomes much easier to visit businesses on both sides of the river rather than to slip onto the motorway and look elsewhere. It is easier to commute from one side to the other too, whether going to work at the Universities from the northwest or visiting the coast and shops from the southeast. Therefore there should be an increased attraction for business

investment, for housing investment<sup>1</sup>, and an added incentive for previously financially unattractive propositions to be developed once a bridge is clearly going to be built. Thus, established objectives such as the canal corridor development and improvements to run down housing stock all potentially gain from a bridge. This would facilitate Lancaster City Council's plans for meeting its future housing needs.

What sort of a bridge is needed? I believe a small one. I am not proposing a large dual carriageway all singing and dancing design. However, it does need to carry local traffic as well as improved public transport in both directions. Traffic calming / control measures may be appropriate (which might be achieved by prioritising bus lanes and stopping other traffic whilst the busses took preference crossing the bridge). Pedestrians and cyclists should also be catered for (and I would personally prefer they had separated routes off the road carriageways thereby encouraging more to enjoy this mode of transport in a quieter less intimidating setting). Pedestrian routes might also allow better development of the riverside business potential of the quay and possibly the opposite (north)bank, as well as opening up existing routes for walking / cycling along the Lune.

To work, this bridge must connect to the south of Lancaster City centre, therefore enabling the reduction in proposed traffic flows through the City centre whilst simultaneously improving connectivity across the Lune. Therefore I propose that a road link be developed close to Lucy Brook joining Aldecliffe Road to under the Railway line and pass up to the current traffic lights which should become a roundabout to enable southerly traffic flows. (The canal bridge may be use and modified to provide pedestrian underpasses at the same time). In the opposite direction, the southerly end of Willow Lane could fork west to join the westerly end of New Quay Road with the bridge in this vicinity to cross the River Lune joining either adjacent to the spots grounds onto Doris Henderson Way past the waste Disposal area and onto Ovangle Road, or slightly further west to join close to the Lancaster Road / Ovangle road roundabout. In both cases the areas of Special Scientific Interest and marshland could be avoided. Cycle/pedestrian routes around the estuary would simultaneously be enhanced. This is my main

	proposal and other important points are covered in my proposals made to Lancaster City Council with respect to its recent housing proposal consultation. Please consider relevant sections(attached) for the Highways Consultation too. Note: I support efforts to reduce traffic flows through Lancaster City Centre provided connectivity across the River Lune is significantly enhanced with a further bridge.
11	In relation to the consultation draft – page 2 of the executive summary – 'Our Vision in 2031' includes the statement "Galgate is a quiet village no longer straddling the city's main link to the motorway." If J.34 (Caton rd) is made the 'Principal Gateway' to the city – there is no need to relocate J. 33 to the north side of the village of Galgate. And save millions!
12	Should be a shuttle-stop on the railway to the university from the city.
13	More houses = more people = more vehicles = more congestion.
14	People fundamentally prefer private transport to public transport. It's to do with freedoms of choice and personal security issues. There is also a storage-of-shopping issue.
15	How much larger is the knowledge sector' going to be? Or should it have completely uninhibited growth in the big picture of the city's development?"
16	Retain gyratory for local, non-motorway journeys. Make it more attractive – trees, parking bays, wide segregated cycle paths boulevard-style.
17	Moving the M6 J33 will not help north Fylde traffic movement to/from Lancaster – ideally retain both to create a Galgate bypass.
18	I don't think that removing local traffic from the city centre is a good idea. Residents would have to drive to Galgate M6 –J33 – J34 to get to Morecambe. I don't think that this is practical and would lead to increased use of rat runs.
19	City centre place shaping issues – M6 diversion in event of motorway closure – short local journeys from south – north Lancaster unsuitable for public transport will result in more traffic in residential areas
20	A6 renumbering will serve no benefit. All long distance journeys will be on M6 anyway
21	Need fully separate cycle/foot/motor lanes
22	Generally agree with principles
23	Would prefer cycle-ways to be separate from a busy road network

24	Need improved rail links. More frequent service from Morecambe and Carnforth
25	We don't want a rail link to Kendal taking more shoppers there than to Lancaster. Emphasis should be on connections from Oxenholme – further north
26	Better bus/rail connectivity – bus stations should be at Wheatfield Street. No western relief road – so no moving to M6 J33 northwards – just Galgate. More shared space. Cable car from Hornsey pottery (coach + car park at service section from new J33 A off M6 to Williamson then to the back of the castle.
27	Buses are not fit to size for the roads and their usage should be made more efficient (less pollution) eg put smaller buses on Sunday evenings (city centre to university). Install ticket buying machines instead of each bus user having to buy a ticket on the bus when the bus blocks the traffic. Cycle routes should be solely for bicycles (not "shared") and clearly marked (eg Copenhagen, Bonn..) The reason being that pedestrians rarely are willing to "Share", and dogs and children don't know what it means! I experience it daily! Remove all heavy traffic from city centres
28	It appears that people living to the south or west of Lancaster need to go on the motorway from J33 to J34 if as page 34 of the plan suggests, through traffic through the city centre was to be prohibited. I think this would be a most unwelcome development which I imagine would be strongly resented by many people
29	The junction 34 P&R scheme would have to be frequent and cheap to tempt drivers out of their cars
30	<ol style="list-style-type: none"> <li>1. The gyratory system through Lancaster city is fine.</li> <li>2. Under no circumstances should Carnforth main line platforms be re-opened. There is no custom/patronage for such.</li> <li>3. Junction 33 is fine where it is.</li> <li>4. Too much priority has been given to cycle lanes in Lancaster &amp; Morecambe. Now, the lanes are too narrow for vehicles on Thurnham Street &amp; King Street. Dalton Square and China Street in Lancaster. They must be removed immediately.</li> <li>5. Priority should be given to transporting all goods by rail into and out of Heysham port.</li> <li>6. All disabled people must be allowed access by car into Lancaster.</li> <li>7. A new bridge for buses and HGVs (only) is needed across The River Lune at Carlisle Bridge</li> </ol>
31	Consideration needs to be given for when incidents close the M6. How would traffic move north to south

	<p>of the city and vice versa? Given additional traffic volumes on M6 additional screening from noise pollution should be introduced along the western side of the M6. Additional trees should be planted to improve the appearance and air quality of Caton Road as the main gateway to the city. Rather than relocating J33 it would be preferable to have an additional J33a north Galgate. Significant additional secure bicycle storage is required in the city centre to ensure of mind for cycle commuters</p>
32	<p>For both Morecambe and Lancaster unless we have a strong vision and look to extend and improve what we have considerably we will just be having the same consultation process again in 3-5 years. Improvements in infrastructure are rarely a bad thing and changes should be pushed through for the benefit of the area. Having moved back to the area from London via a few years in Manchester the level of public transport and frequency of the transport is poor. It appears to be in a chicken and egg situation, for example the train from Morecambe to Lancaster is quick and easier however the frequency is poor, I imagine people are put off due to this but the frequency won't be increased due to the low numbers. Compare this in London when major bus routes run every 3-5 minutes. If this is a vision for the future it should also look at a consolidated mixed transport payment approach similar to the oyster card. This would allow people to mix public transports in an affordable way. I cannot see from the plan how increased traffic volumes from all the new housing near the marsh on the old quay area is going to be managed (called out as development sites on page 24), this new housing will create increased traffic in and around the castle and maritime area. These areas are key to Lancaster's heritage and should be protected. Has a new bridge between the quay and salt ayre been looked at or even a ferry for local residents to travel from this area of Lancaster across to morecambe/heysham avoiding the centre all together. There is also no mention to improving the junction near Skerton where the traffic from Lancaster passes over the traffic going towards Lancaster, I feel this will be a local hot potato and should be addressed in some form</p>
33	<p>One issue not addressed is access to the Marsh area in Lancaster Currently the only roads to access this part of town are Station Rd and St Georges Quay.</p>



	<p>This is a huge bottleneck for these residents meaning they must travel through the centre of town to get anywhere. An additional roadway connecting at the southern end of town would provide an alternate route. If Caton Road is ever going to be the gateway to Lancaster serious thought must be given to widening the road to two lanes in each direction to handle additional volume. Some investigation should be done in the usage of Park and Ride schemes in smaller communities. I have personally seen these sites be completely unused except by boy racers as a meet up location. If the council plans actually succeed at reducing traffic in the city who would park up and pay to take a bus the remainder of their journey. Unless the council already knows these "improvements" will do little to nothing to really improve the average person's journey through Lancaster. As for closing Marine Rd to vehicles that is a very silly idea. Morecambe's road system is already over taxed and closing a major road would be like converting the A6 into a footpath every other road will be filled with the displaced traffic and people will rat-race around Morecambe to get where they want to go. The Pavement on marine road is quite wide in most its length through Morecambe with only small sections restricted by fences and outside sections of shops and pubs. If the council instead widened the path be compulsory purchase of these obstructive fences the foot path would be more than wide enough for the amount of foot traffic Morecambe has even in the summer. The council's attempt to further restrict the movement of people by the preferred method of transport (cars) will result in the further decline of city centres and small shops</p>
34	<p>The rail link to Heysham should be better utilised. Currently there is only one daily service to Heysham Harbour station. The Heysham Harbour station is not easily accessible so not used by Heysham residents. A Heysham rail halt should be created to serve residents and the number of rail services increased to make it a real alternative for commuters/shoppers travelling from Heysham to Morecambe, Lancaster, and Preston and beyond. This would supplement the new link road and take more traffic off the roads in an environmentally friendly way. The cycle way to connect Heysham to the rest of the local cycle network at Salt Ayre (avoiding the Link Road) should be created as soon as possible</p>

35	<p>Suggestion of severing the gyratory is not acceptable. There are many journeys on a north/south axis that need a regular main road through Lancaster- i.e. local within Lancaster as well as Blackpool/Fleetwood/north Fylde into Lancaster district that will remain better served by a non-motorway/new bypass route. A trip to the tip or Asda from Cockerham/Glasson shouldn't require a detour via the M6. Reconsider 24 hour bus lanes to only operate at peak times, freeing up road capacity. A6 in south Lancaster is still a major route in and out of Lancaster, as that is where most of Lancaster is located, so route shouldn't be compromised by excessive road alterations. Galgate would benefit from retaining existing J33 as well as a new J33a, and might even become a pleasant village. Traffic lights at Skerton where the A6/A683 meet should be removed and free flow traffic system reinstated- these works should never have been carried out with the bypass construction having started...what a waste of money</p>
36	<p>I very much welcome the vision of a city (and towns) with sharply reduced car traffic, and all the positives that follow from that. This is an admirable goal and it's great to see the County signing up to it ... in principle. Even though if I'm still alive in 2030 I will probably be pottering around on an electrically-assisted tricycle. I have one request I'd like to insist on as a west Lancaster resident, and that is that you update the maps on page 24 to include the Lune Estuary SSSI and the Fairfield Nature Reserve which is also becoming a (low-key but valued) visitor attraction. A City Council officer at the Lancaster consultation assured me this would be done, but I'd like to put it on record. These are important areas of nature conservation. (Oh and how about the Heysham / Middleton Wildlife Trust reserves, too? I have one suggestion which I was asked at the consultation to put in writing: that is that if you're serious about making Junction 34 the main entry point as soon as the bypass is complete, we will urgently need a reliable and fast bus service from it through the city centre to the universities. If people coming from the north have to change buses in town, they will continue to drive to junction 33 and through Galgate. In other words, the 'rapid transit service' should be Y-shaped not linear. But ... I was told yesterday that the 'rapid transit' will in fact be buses, possibly with a</p>

bit more by way of bus priority if the current road network can take it. It seems to me obvious that something far more reliable, faster and more comfortable is needed to get the commuters out of their cars. Please think TRAM / light rail, whatever you want to call it. At this stage a bit of ambition would come in handy - and is surely far more likely to catch the eye of national / regional grant-givers. The cycling/walking reshaping ideal is radical and everything else should match up to that. Equally, I see the logic of moving Junction 33 but waiting for / relying on funding from developers again shows a lack of ambition, could take years, will annoy lots of people who don't want more green fields filled with housing etc etc. Somebody should be out selling this whole 'demonstration' (your word) package in Whitehall now (and on May 8) ! A related technical question: I know a lot of planning is cost-benefit driven. Have the air quality and other health benefits of reducing emissions, promoting cycling, been fully calculated? I couldn't find reference to this, and it has to be crucial if these ideas are going to be taken seriously. I think I am most bothered by the definition of a 'superhighway' fit for 'confident' cyclists, which sounds just like the present arrangement with poorly designed and appallingly unsafe cycling and walking routes. The idea, explained to me again yesterday, that more cyclists will gradually make drivers behave better and gradually increase the case for funding safer cycle routes, seems to mean that cyclists are going to be cannon fodder for the indefinite future for some pretty vague ambitions. I don't have great confidence in the council's design capacity or commitment to safety on superhighways or anywhere else. I would like to be able to take my grandchildren on cycle trips and send them off to school on foot. But have you tried crossing Station Road in Lancaster from the soon-to-be-upgraded bus stop (gee, thanks) to the station or into town? Have you tried cycling from the end of the Morecambe greenway to Morecambe Prom? These are scary places where basic design opportunities have been repeatedly missed. (Oh and whose bright idea was it to build a Lune cycleway which tips unwary visitors out after Bull Beck onto the most dangerous stretch of the A683? Talk about cannon fodder...) Real superhighways would have properly segregated bike lanes like the Netherlands, Denmark, Germany, or (so we hear) shortly London. Now that might be a

	<p>demonstration to be proud of. It's very hard not to agree with the reactions of Dynamo reps and others, that there is ALWAYS money for road building, but everything else, costing just a fraction, has to wait. I would really like, before I die, to be able to cycle in safety to Wennington (yup, good ideas about the station), to Heysham via the greenway, and up South/Greaves/Scotforth Roads in safety. Let's see some of those 'quick wins' NOW!</p>
37	<p>The gyratory system I approve of the wish to reduce traffic but I don't see how the existing proposals allow for through traffic. Congestion in Lancaster relative to other cities in the uk is minimal and though that will change by 2030 it is important to recognise that. Existing statistics are based upon average speed of traffic. If it was measured by variation of anticipated arrival and actual arrival, on a bad day in Lancaster I am only 5-10 mins late max. IN Manchester the delay can be 40 mins. Do not in any circumstance all two way traffic on the hurst pry system. The congestion caused by right turning traffic into the car parks would bring the city to a standstill Relocate Jn 33 Though this eased pressure on Galgate, it can only increase traffic into the city from the south, putting further pressure on the pointer road roundabout and South st. It therefore would create potential development capacity to the south of the city. Ease access in the South St pounder road and then you will unlock this capacity. Morecambe Road access to Morecambe is highly congested and hinders Ebonics growth significantly. High speed access to Morecambe would be a major boost to the town and is desperately needed. Pedestrianising part of the coast road is one of the best proposals in the document and can't come soon enough. Park and ride This should be integrated to the high speed connection to Morecambe Most of the recent congestion in Lancaster is due to the combination of the new sewerage system, the gas pipe work and disruption from the bypass. An assessment is essential of the traffic flow post the opening of the bypass to check whether the predicted flows in the document need adjusting</p>
38	<p>1) park-and-ride is fine if it is tourism/leisure that attracts people into the city/sea front e.g. York: If not, this will have little impact. If people shop in Lancaster centre for items carried easily by hand, then car parking adjacent but not in the city centre would</p>

	<p>suffice. However, bulk shopping such as Sainsbury's/Morrison's etc needs cars parked by the stores, with all the infrastructure required for it. 2) cycle use will only improve if those working in the city use this form of transport rather than a car, and their places of work provide safe secure sites for cycles to be stored. Distances within Lancaster are small - compared to London or Liverpool - and walking is easy within the immediate environs of both Lancaster, Morecambe and Heysham centres. 3) Lancaster South M6 junction should be moved for reasons given but this will not affect the HGVs using the new Heysham link. Most HGV access to the city should be limited to designated routes from this new road, not Caton Road or Lancaster South junction which should be used only by businesses between the M6 and the river Lune. The size of delivery vehicles for shops etc. should be limited so that no articulated HGVs use city/town centre roads. 4) Lancaster station should be developed as an integrated transport centre, together with Morcambe and Carnforth stations. The bus and train timetables should be structured to support each other. They are in towns everywhere else in Europe, why not here? Station car parks must have increased capacity - you try and park a car in Lancaster after 0900 am - impossible except at weekends!! The same is true for Carnforth. 5) Buses up the Lune Valley should not be double deckers but smaller vehicles, and the service terminate at Lancaster station. 6) it is the Manchester Airport/Windermere train service that should call at Carnforth to improve train links both north and south. 7) the Lancaster/ Leeds train service must be improved to equal the frequency of the Settle/Carlisle service. Why not a Lancaster/Skipton service so that ongoing passengers for Leeds can join the service from Carlisle at Skipton. 8) should be a much better road corridor between Lancaster and Morecambe/Heysham. Traffic lights are the main obstacle to even traffic flow, together with bad road design. The Plan will do little to reduce private car use in the District so this MUST be addressed. 9) if you want people to use buses rather cars, a better bus frequency/service and fare structure has to be introduced to make it attractive.</p>
39	<p>Access to Lancaster train station from all parts of the district, INCLUDING the City Centre, is essential * Access to City Centre by vehicle is essential for visitors with luggage. This applies whether arriving by</p>

	<p>car or by train and requiring transport to their temporary accommodation * Tourism development NEEDS vehicle access and affordable parking, especially for visitors staying in the City Centre for days/weeks * Businesses and services need vehicle access especially for sectors where mobility and flexibility of location is important * Maintenance of premises requires good access for vehicles used by workmen and for materials delivery * Businesses need good access for deliveries and collection of goods and people * There is a major risk of increasing rat running if the proposed closures in the City Centre are too restrictive or ineffective in allowing necessary access and/or progress * 18% of people cycle once per month or more - 82% DON'T!! Predicted changes to age profiles of the population are likely to influence demand for these facilities * The Under 65 sectors of the population (currently 81% of the total) are predicted to decrease by 5% by 2037. The Over 65s (currently 19% of total) are predicted to INCREASE by over 50%!! This means some 25-26% of the population will be over 65 and likely to rise further in future years. Will the transport plans reflect this properly?</p>
40	<p>1) Increase capacity of the Morecambe and Lancaster railway line (needs only one or two more carriages), which will reduce congestion and air pollution for houses along Morecambe Road and the Lancaster gyratory. 2) Electrify the Morecambe and Lancaster railway line, which will reduce CO2 emissions (less car use), reduce noise and air pollution for those near the line (electric trains are quieter), and reduce journey times a little. This short, uncomplicated line should be cheap to electrify using the Paisley Canal line's methods, and certainly cheaper than the Oxenholme-Windermere branch. 3) In the longer term extend the railway passenger service towards Heysham, with a new station and medium-sized car park. This will be useful if the M6 Link Road does in fact increase employment and housing in the Heysham area. New technology for hybrid trains may mean that this extension need not be electrified, so greatly improving the BCR. 4) Build a new J33 North on the M6 to relieve the current severe environmental problems in Galgate – noise, vibration, dust, air pollution, accidents – just as is being done for Broughton with its proposed A6 bypass. The Galgate benefits of the new junction are underplayed in the</p>



	<p>Masterplan. Keep the current J33 open for access south to Garstang without going through Galgate. 5) Improve the frequency of buses between Galgate and Lancaster by extending a University service to Galgate. This will reduce car use into Lancaster. 6) Encourage by all means the use of buses, cycling and walking to reduce car use in Lancaster city centre but do not exclude those who have to use car to link north Lancaster (and beyond) and to south Lancaster. 7) Make the best use of the park and ride at J34 - some P&amp;Rs fail - ensuring frequent affordable journeys on a route that must serve key destinations in central Lancaster (shops, employment, hospital and railway station). 8) If the J34 Park and ride is successful, develop park-and-ride schemes to the north and south of Lancaster along the current A6. 9) If, and only if, there is major housing growth in south Lancaster, consider a new railway station on the WCML in the University/Galgate area. 10) Strongly support the greater use of low-emission vehicles</p>
41	<p>Lancaster is desperate for a better transport system. The fact it is the second slowest area after Westminster is shocking -- come on, it's only slightly slower than London! I also frequent Plymouth a lot, and very rarely get stuck in traffic jams there. I understand Plymouth is a different kind of city, but what really stands out there is how many high-capacity roads they have. Going forward into the future, the Lancaster district will need more space for roads. Even now, I think the only solution that is going to significantly affect transport issues around Lancaster is a few new roads, mostly those omitting Lancaster city centre or additional bridges over the river. This would allow the council to optimise what little space is available in Lancaster city centre for city centre traffic. Furthermore, I also use a lot of buses, and their importance must be remembered. I often use the 2/2A service and I appreciate the Common Garden Street/George Street facilities, but due to the one way system, these take a long time to get around</p>
42	<p>I think that the idea of moving the junction at Galgate on the m6 is absolutely ridiculous. Some people live in a dream world and should stay there. If the Heysham bypass had gone from the junction at galgate this idiotic idea would not have even been considered. People that live in Galgate that work south of the village will have to drive at least 3 miles out of their way to get to work each day adding time</p>

	and cost to their journeys
43	<p>The traffic congestion in Galgate occurs only on weekday morning and evening rush-hours. A major part is caused by commuters to Lancaster University. Currently people from the south have no realistic public transport access to Lancaster University. People from Carnforth and Cumbria also drive to the University via J33 to avoid Lancaster town centre. Rather than spending money on moving J33, please consider opening a railway station on the WCML adjacent to Lancaster University. There are already 2 main lines plus 2 passing loops here. The passing loops could accommodate platforms without modifying the tracks. Fast trains could overtake those at the platforms. There would be no need for WCML (Virgin) trains to stop there, but the local (TPEX &amp; Northern) could stop. The Lancaster/Bare/Morecambe shuttle train could extend to the University. This would open up train travel to the University (and proposed adjacent Health Campus) and take car traffic off the roads I request that this be costed and the cost compared with the proposal to move J33. Thanks</p>
44	<p>District of Lancaster – Highways and Transport Masterplan Comments about the proposals The document includes some excellent ideas, as well as some that do not appear to be completely thought through. My own preference would include all of Option 2, some parts of Option 3 and a few other features not included in any of the options. Attractive parts of Option 3 • The new Junction 33 on the M6, with Park &amp; Ride facilities. • A rapid transit service from South Lancaster to Heysham, preferably a tram service. • New provision for pedestrians and cyclists. Unattractive or unrealistic parts of Option 3 • Banning private cars from travelling through Lancaster town centre. This would effectively cut the city in two. To go from South Lancaster to Sainsbury's, Asda or White Lund for heavy shopping becomes very inconvenient. To take domestic rubbish to the Salt Ayre recycling facility involves a long drive round. To take friends or relatives with mobility problems from North Lancaster to the Infirmary is inconvenient. Possible consequences include a reduction in business for local stores, congestion on the M6 between the new junction 33 and the link road, the development of new informal routes through side streets and inconvenience for many residents. Once</p>

	<p>on the M6, people may decide to drive out of the area for their needs, no longer feeling part of a connected city.</p> <ul style="list-style-type: none"> <li>• Creating an integrated multi-use/cycling network. Cyclists and pedestrians do not always coexist comfortably. Some cyclists ride at speed, expecting pedestrians to scatter before them, they do not always give warnings, and they can be rude and abusive to those who do not jump out of their way. Mixed cycle/pedestrian routes can therefore be uncomfortable for pedestrians, who will tend to avoid them. If cycle traffic doubles or quadruples, as the plan would seek to achieve, these problems would become of even greater concern even on routes intended to be quiet.</li> <li>• Expecting that cycling will become the normal way to travel. Currently, in Cambridge 20% of residents cycle for at least 30 minutes at least once per month for utility purposes (DoT website). Even at that level, the highest in England and a hugely ambitious target for Lancaster where the corresponding figure is currently 4%, cycling could not be considered “the normal way to travel”. The emphasis has to be on how the rest of the people will travel. Options not mentioned</li> <li>• A link between the railway and bus stations in Lancaster is needed. The distance is about ½ a kilometre, which is too short to justify getting onto a further vehicle. One possibility would be a tunnel, with moving walkways, as at an airport. It would need to be well lit and staffed for security. Such a facility would be expensive, but would reduce the need to take people to and from the station by car and make arriving in the city far more attractive.</li> <li>• Increasing the frequency of bus services, increasing the number of routes available and providing indicators of the times of approaching buses. All of these would improve uptake of public transport, although they might require the provision of greater subsidies from the council. It is unfortunate that many of the questions are loaded, for example asking respondents to agree with both a scheme and the given reason for it. The text describing Option 1 ends with the statement: “Doing only what we need to is therefore not an acceptable option”, and then the questionnaire asks for an opinion about Option 1. The wording of the questions will cast doubt on the interpretation of any statistical analysis of the responses.</li> </ul>
45	The vision behind the plan is attractive and compelling. However, the section on funding raises

	<p>doubts as to how it would ever be afforded. As a resident of south Lancaster I do not understand how relocating Junction 33 would make it sensible for me to drive south to the motorway, travel north past the city to the Link Road and then travel west to Morecambe. I feel it would always be easier and quicker to travel via the city centre, especially if the Link Road itself has removed 10% of the traffic. The improved "sustainable" transport options, such as the Park and Ride and the "rapid transit" will require continuing revenue funding. This form of funding is no doubt outside the scope of the Master Plan, but it appears that even if the money can be found to build these facilities, there is no plan in place to ensure funding to continue to operate them. Whilst I am sure most people would be happy to see the main line platforms back at Carnforth, the Master Plan does not address the issue of what use would be made of them. The operators of anglo-Scottish train services are unlikely to want to stop trains there, given the small catchment area and its proximity to Lancaster, where such trains already stop. That just leaves the Windermere trains, which are few in number. Carnforth, Kendal and Windermere are already linked by an hourly bus service</p>
46	<p>The proposal to move j33 seems odd considering the planned relocation of the Lancaster auction mart to just off the current j33. Although traffic will be reduced moving northbound through Galgate in the morning, surely we'll only end up with farm traffic &amp; hgv's travelling southbound through Galgate?? Therefore not relieving any traffic through this area. The traffic management of the new auction mart needs to be considered carefully if Lancaster wants to be a large auction &amp; what impact it will have on the a6 &amp; m6</p>
47	<p>Would use bus more but very expensive so tend to walk. Mainly only bike in summer</p>
48	<p>Since Glasson Dock is supposedly a thriving port currently most of the HGVs leave the M6 at junction 33 travel down the A6 to Cockerham Road, which is a country lane unsuitable for HGVs, then turn right and thunder down Main Street (B5272) which is barely wide enough for two cars forcing everything of the road and any pedestrian walking on the footpath to fear for their lives. HGVs frequently mount the pavement to pass each other and since most of the houses on Main street front doors lead directly onto the pavement this is very dangerous. I have reported</p>

	<p>this dangerous stretch of road several times to LCC only to be fobbed of with the attitude 'well no ones died yet!'. If you truly want to improve the lives and environment for rural communities then I urge you as a matter of urgency to back the construction of an M6/A6 link to Glasson Dock or failing that the very of minimum of a bypass for the Main Street in Cockerham before it is too late.</p>
49	<p>Most aspects of the future of the transport infrastructure are dependent upon Lancaster City Council agreeing a Local Plan clearly indicating where future developments (principally housing) are to be located. The suggestion of major housing developments in south Lancaster will put additional pressure on the A6. A re-configured Junction 33 would assist traffic movements out of Lancaster to the south - some north-bound traffic, and that destined for Morecambe and Heysham may be diverted on to the M6, but there will still be added pressure on the already busy Scotforth and Greaves Roads. There is general agreement that the gyratory system hinders the free flow of traffic but no one has come up with an alternative solution. The Masterplan gives far too little attention to the pressing need for an additional river crossing. Lancaster's traffic problems will never be solved without this. There is a danger that permission will be given to housing developments which will close off possible routes for a road from the A6 opposite Collingham Park, over the canal, crossing Ashton Road, widening Lunecliffe Road, through or round Aldcliffe village, to link up with Willow Lane - Lune Street and a new bridge across the Lune to the east of Salt Ayre, thus creating a much needed western bypass. (Which has always been the preferred option). The emphasis in the plan for increased cycle use is of little relevance to the aged and infirm who look for efficient public services. Plans to improve rail connectivity should include Heysham where it is clear there is going to be considerable expansion in housing and employment. As it stands the Masterplan is little more than a "wish-list" The Council needs to be more courageous and visionary in its proposals</p>
50	<p>I believe that the people of Lancaster and Morecambe should be allowed a few years rest after the M6 Bypass is completed before any new work is carried out. We have had traffic jams for years and should be allowed to enjoy a roadwork free district for at least two years whilst the new traffic movements settle</p>

	<p>down. I believe too many assumptions are made in the document as to how traffic movements will change. The proof will only be seen after the road has been open for two or three years. The amended junction 33 was considered unsuitable when the consultations on the "blue route" for the M6 bypass were considered 20 years ago. The expense was frightening then and posed tremendous risks to the motorway network due to the necessary tunnelling and the reservoir and lake to the east of the motorway. Have these engineering problems been forgotten? The connection may suit the University but local people will benefit little. Was not the M6 bypass going to resolve the traffic issues in Galgate? Monies would be better spent on improving rail and bus services. Whilst not in Lancashire County Council's gift you could at least press for more seats on local train services. It does not encourage you to travel to Manchester when you have to stand. Furthermore evening and weekend services are deplorable. Trains to Manchester on a Sunday become later every year. In summary let us enjoy the traffic benefits which were promised when the M6 proposals were put forward before tinkering again</p>
51	<p>I once went to a presentation by York City Council, where a spokesperson proudly proclaimed that York City Council had a trendy and deliberate car unfriendly policy. What they failed to realise is that cars are vital to the local economy. Brian Souter's Stagecoach company has a monopoly on busses in the UK, and any car unfriendly policy will ultimately harm Lancaster, and the UK. No doubt a park and ride system will be implemented, and then accessibility to Lancaster by cars will be made more difficult, either with higher car parking charges or reduced access. Lancaster town centre will then suffer a slow and painful economic death, like we are seeing at the moment</p>
52	<p>Would it not be viable to have a park and ride at junction 33 instead of moving it. If you made parking inexpensive and also the bus surely that would encourage drivers to use it as parking costs in Lancaster are ridiculous. It is going to cost millions if you totally move the exit and also ruining more of the countryside around Lancaster</p>
53	<p>I feel that a third crossing of the River Lune is vital and do like the proposal of some form of barrier on the River, to 'lock in' a body of water that could be then</p>



	used for watersports. Perhaps this barrier could also provide the third crossing of the River Lune? I also feel that Lancaster City Centre should have a totally redefined road policy, reducing road traffic to vital and public service vehicles only. If the pedestrian and cycle ways were improved with better lighting, rest areas etc, these would help access the city, providing healthier means of travel as opposed to vehicular means
54	It is disappointing that for all the cost, loss of countryside and upheaval experienced during its construction that the Heysham M6 relief road will only result in a 10% reduction in traffic through Lancaster City Centre. I still believe that the South Relief road would have better served both Heysham, Morecambe and particularly the Marsh area of Lancaster. There is a huge development of Housing in the Marsh area and all the traffic as a result is pushed into the one way system through the City Centre. Similarly the huge development of housing around the Williamson Park area of the City is resulting in a massive increase in traffic using Coulston Road, Bowerham Road and Barton Road. There is a need for a new road or a third M6 junction with Wyresdale Road to relieve this problem
55	Even having read the master plan I found the questionnaire difficult to complete as several topics were lumped together in the same question so I might only agree with one premise in the question but not the other part. Overall I like the vision for the future as a Green Party member I feel it is in line with most of our Green principles. As a resident of South Lancaster I am concerned that any improvement in the roads here will inevitably open the way to losing green fields to housing which I am Very strongly against. I think moving junction 33 to the university would be a huge expense for very little gain and money could be better spent elsewhere
56	I particularly dislike the proposal to move the entrance to and from Junction 33 to a position north of Galgate
57	I am the landlord and owner of the golden ball hotel (locally known as 'snatchems'). my opinion is bound to lean towards my business, however i do feel this area has a lot to offer visitors and residents alike. a bridge from st Georges quay across to the small round about at snatchems would benefit both sides of the river and be a great asset to cyclist. it would ease traffic from all the new housing on the quay side at

	peak times linking them direct to the new bypass
58	<p>I have written about this before and had no response. CARNFORTH is crying out to be regenerated. It has the best communication system in the area, in that trains, buses and the motorway are very central. It has excellent schooling, plenty of shops (which would be improved if the town was given a face lift), medical facilities, hotels where people could stay who want to visit the Lakes or Dales, a charming canal and a weekly market which could be extended. The quite attractive High Street could be made to look extremely nice if the shop fronts were returned to their original design (see the Book Shop) and all the garish plastic was removed. Most importantly it needs to have all the housing that is planned for turning the local villages into small towns, to be centred in Carnforth. This would mean that people do not have to get in their cars to do the everyday things in life - causing pollution and clogging up roads that cannot take the excessive traffic they now take, let alone more traffic from extra housing. They could catch the train/bus to work in Lancaster and beyond. It is adjacent to beautiful countryside and if open spaces, play areas and cycle/footpaths were included in any future large scale development (as they do in France, for instance) it would create nice leisure spaces in a newly upgraded township. It seems crazy to build in villages, destroying their village character in the process, when they have few facilities and everyone has to get into their car, which is bad for the environment, they are using roads that are not suitable for modern traffic and have no pavements so putting the many visiting cyclists, walkers and local pedestrians at risk.</p>
59	<p>The completion of the bypass to the north gives a perfect opportunity to attract new visitors and new jobs to the district. Sadly, this draft plan is a vision for the decline of Lancaster and Morecambe centres and will lead to more out of town shopping and working in peripheral zones. There is consensus that the Lancaster one way system needs fixing. It is inefficient due to several factors: the large quantity of pedestrian crossings, the number of places where traffic has to switch lanes, the blocking off of cross streets in the 1990s to through traffic, the lack of provision of alternative routes when lanes are blocked by delivery vehicles or accidents and the number of journeys which have to go all the way around the one way</p>

system to reach a point close to the initial joining point. Many of these problems could be fixed, and the attraction of Lancaster as a destination could be maintained and enhanced. To do this, firstly, Lancaster needs an access and exit point from the West. This could be provided by a new road bridge crossing the Lune to the west of Lancaster linking the Marsh, Abraham Heights and the new housing on the Quay to the new Heysham M6 link. This crossing would also offer an option for Heysham and Morecambe traffic which wishes to visit Lancaster, for example to reach the railway station without needing to enter the one way system. It would also speed up emergency access to the RLI from the peninsula. Secondly, the pedestrian crossings on the one way system need to be rationalized and their sequence synchronized. Why not look to separate the pedestrians by building one or two bridges over the traffic? The junction at the top of the one way system is the biggest bottleneck. Really, it needs separated flows of pedestrians, cyclists and northbound, southbound and Aldcliffe Road road traffic. Carnforth centre does not require pedestrianisation but instead a relief road to give alternative routes to Warton, Silverdale, the station, the supermarkets and Crag Bank. Local rail provision in the district is poor. Commuter stations could be constructed south of Lancaster near the University, at Hest Bank and near the new housing at Heysham on or near existing lines. That is where park and ride could work if subsidised; not using bus routes. Then make south Lancaster the gateway to the city- and Caton Road the gateway to Morecambe. Why create new congestion at Junction 34 by making it a gateway for every journey into the district? The popularity of rail journeys from Bare and Carnforth shows there is a willingness to adopt rail travel if priced correctly. The same cannot be said of bus use. If these stations were opened then there would be no need for an expensive rapid transit system as seen in larger cities. In terms of rapid transit, guided busways are a poor substitute for rail transportation systems and suffer from negative perceptions about quality. Experiences elsewhere have been mixed. In any case the only economically viable corridors between Morecambe and Lancaster would be on Morecambe and Lancaster Road or on the current cycleway (a former railway line). The former would create new congestion and the latter

	<p>could impinge on an established cycle route. In terms of connectivity with the region and beyond, why does the long term plan not discuss a viable corridor for any future high speed rail link? Morecambe badly needs to grow and attract tourists and as most come from afar by road, further pedestrianising the already well separated promenade zone will ultimately slow down journeys and discourage visits. What Morecambe needs is coherence in linking the pedestrian zones between the Morrisons area and the Arndale area and the front near the Midland. To balance shopping trips between Morecambe and Lancaster we need to make free parking the norm for Morecambe town centre and place it between the shopping and the front. Macro-economic factors will likely drive the adoption of low emission vehicles and will create a ceiling for car journeys. Cycling is well provided for already, albeit there continues to be a need to safely separate the cyclist from other road users and to separate the pedestrian from the cyclist wherever possible for safety reasons. The current off road footpaths need to be made more open and pleasant for walkers by clearing thickets near the paths and making them lighter and more visible. Many of the current shared routes are OK to cycle down, but have parts where pedestrians feel vulnerable and this discourages walking especially during winter months. A plan to open up the paths to make them lighter would attract more use after dark.</p>
60	<p>Concerned that the Lancaster City centre plans for no through traffic will just lead to major rat-running on residential streets. This is already a major problem in Bowerham where we live, at times making it very difficult, and dangerous, being a pedestrian/cyclist. This is also of concern given we have a young child as many vehicles speed through Bowerham road, Coulson road and Ulster road in an attempt to get around the city centre traffic. Would it not be better to have a solution where the railway station/castle side of the gyratory system is restricted and the gyratory on other side of town adjacent to the town hall/Dalton sq is made more free-flowing 2-way and then connected over Skerton Bridge so that A6 traffic can flow better almost creating a Lancaster by-pass? We shop at Sainsbury's Lancaster which is already difficult enough to get to, the proposed solution would make this next to impossible without rat-running and we have no other similarly priced alternative</p>

	supermarket without travelling to Morecambe. Other than the above concerns I believe the plans present some very interesting and good ideas.
61	<p>Re: the city shaping plan. It seems that the plan focuses on movement of traffic north and south to and from the motorway, but forgets that many journeys in Lancaster city centre are east to west (e.g. Marsh to Freehold or Abraham Heights to Bowerham). It is not clear if reconfiguring the gyratory means changing it back to 2 way e.g. along Cable Street. This may work but the plan is difficult to assess from a map without clearer explanation. However if reconfiguration means just limited access on China Street or around Dalton Square, then this would make it impossible to drive from the Caton Road to e.g. the Marsh, Abraham Heights, Lune Industrial Estate. There are 550 new houses being built on the Quay area of Lancaster and if China Street area becomes limited access and there is no access at Damside Street, then all the current and new traffic to the west of the gyratory system will be directed past the rail station and down West Road. This area already suffers from road safety issue. By limiting the access to the Quay at Damside St, you are increasing the potential for heavier traffic in residential area of the Castle and Marsh wards, not removing it. There is an area all around the Castle which is marked as new pedestrian facility. As a pedestrian who uses this route daily I do not see this is necessary. There are wide pavements here and very little traffic. Making the area a pedestrian zone would remove vital paid car parking in the area. This is one of only 2 car parking available close to the main Post Office and sorting office (the other is Dallas Road). The Castle area has a shortage of parking areas already. If this change were to go ahead then what would be the access to Long Marsh Lane, Hillside, Mallard Close?</p>
62	<p>Your questionnaire omits walking as a mode of travel, which is a very viable one for short local trips within the urban area and is the one I use most frequently. The vision of a vibrant district which is not ruined by traffic has cleaner air and which more sustainable and healthier modes of travel are seen as the first choice in many situations is one I strongly agree with. Such a plan would bring many benefits not least the economic ones which would come from having a much more efficient transport system The plan is good on vision but as yet short on strategy and mechanisms for bringing it about. I do have reservations about</p>

plans for yet more expensive road infrastructure. Because of the high cost of these projects there is a danger they divert resources and attention away from where they can be spent more usefully. The plan requires a high degree of 'modal shift' away from single occupancy motor vehicles which are the main cause of the appalling inefficiency of the current urban transport system. This will require a big change in attitude and a big change in many people's perception of the viability of other modes of transport, particularly buses. The current deregulated bus system makes the kind of integrated affordable high quality services required difficult to bring about and will need the support of Central Government to provide an appropriate framework. In general the perceived costs of car use compared to public transport use is still a barrier although some of this is down to the failure to apportion external costs such as congestion and pollution, and the tendency to only consider the costs of petrol as the main factor. There have been many improvements to cycling in the district - albeit from an extremely low base line both locally and nationally, but negotiating the City Centre and main roads is still a major obstacle. The general enthusiasm for cycling following the Olympic games has been welcome although there is a danger that it is perceived as a specialist leisure activity requiring specialist clothing and high levels of fitness rather than an everyday activity that can be undertaken without any fuss by almost anyone. The biggest hope in attitudinal change is the effect of generational change. It is difficult to change the minds of people who have spent most of their lives getting into the private space of the motor car as soon as they leave the house. The widespread use of mobile devices means that the younger generation are quite happy to socialise, listen to music, or even work whilst using public transport, all things which it would be impossible for them to do legally and safely whilst driving a car. Technology and greater connectivity promises to reduce the need to travel, and improve both public transport information and the ability to hook up for car sharing. Car clubs will also make a lot of sense in an era where constantly rising prosperity is less certain and the car is seen as one choice amongst many rather than the first choice. The car is a good servant but a bad master. It's good to see that transport policy is at last putting the servant in its



	proper place.
63	<p>I do not like the idea of moving Junction 33 to North of Galgate. I am not convinced that it will relieve the traffic going through Galgate at the rush hour times. People will still do it as it is the simplest and straightest route. If it is absolutely necessary the present Junction 33 should remain in place."</p> <p>"I cannot see how the proposed change to junction 33 will reduce traffic in the city Centre- people going to the university from the south do not go into town. People going north of Lancaster, Morecambe and Heysham from the south are likely to use the new link road from junction 34, so reducing the traffic. People living north of Lancaster working at the University are unlikely to use the motorway to a new junction 33 and still come through the town centre. A park and ride at junction 33 might reduce traffic to the city centre, but most people working in the centre are likely to need their car with them.</p>
64	<p>You have highlighted that you intend to restrict traffic and potentially have no through traffic on the Lancaster Gyratory system but have not shown how traffic using this route daily will be diverted to achieve the same outcome ie get to work. I work in Lancaster, Cable Street and have parking provided but I live in Morecambe and use the gyratory system to get to work if you intend to restrict traffic through flow you need to show where that traffic will go. As far as I can see to get to B&amp;Q from Morecambe you will have to 'rat run' through Edward Street &amp; St Peters Road and down Nelson Street to rejoin Thurnham Street as no traffic will be allowed up Great John Street. This will increase traffic and put strain on narrow residential streets, and to get to Cable Street for staff living off South Road will they have to go via the Marsh Estates and down St Georges Quay - Surely this will increase peoples journey time, therefore increase pollution to residential areas and potentially cause rat runs with the increase of traffic speed etc causing accidents. I agree that the traffic needs to be managed but this is the main through road for traffic in Lancaster and those that live and work there and unfortunately the surrounding estate roads are not suitable for the level of traffic that will be forced on to them.</p>
65	<p>I am a resident of Scotforth of South Lancaster and a qualified civil engineer with most of my back ground in highways or major civils. I can but only read with utter disbelief the proposal to make it impassable from the</p>

South of the city to the North of the city, and out to Morecambe. I totally agree with the moving and remodelling of Jct 33 at Hampson Green, to alleviate a major bottleneck with in Galgate. What i struggle with is the implausible journey you expect a family to have to make to say Morecambe to reach the cheaper supermarkets, as the local council continually blocks viable cost effective supermarkets to the south of the city. The document i feel is not very upfront, not transparent, and does not communicate well the ramifications of not allowing through traffic to pass through the city centre. The two pages with diagrams on 34 & 37 are woefully inadequate, unclear and badly represented in the importance of what they are showing. Are the consultants on this too scared to admit the far reaching proposal so try to hide it with poor plans? It does not once describe the journey in detail you would expect me to say to go to Morecambe. As far as i can make out, i am sorry if its wrong but, go south from my residence in Scotforth just off the A6 for 2.7miles south to an area south of the university, then travel north on the M6 to Jct 34, join the new link road and travel to say Overage Road where Asda is located at total of 11miles. Current distance from my residence to Asda- 3miles. A similar problem arrises if i have to use the car to go to Lancaster, current- 1.3miles, proposed 11miles. How can this be good for the environment? This plan effectively discriminates against anyone who lives in South Lancaster traveling into the North of the City centre or Morecambe / Heysham. This will only add to the current house pricing divide in Lancaster where house prices on the South of the City and the Central part of the City are very high in comparison with the North part. As a family we walk to the city whenever we can, my son and daughter both at the Grammar schools walk on a daily basis, but there are times when the car is required, and as i have to supply a vehicle for work it is not an option to dispose of it. Which leads me on to my next point, sustainable transport. We NEVER use the bus into Lancaster, even at its subsidised rate by the County Council it is far to high. It costs just short of £10 for a return journey 1.3miles. I already own a vehicle, so why would i pay again. Reduce the price i might consider using it, but not until it does so. The document talks about the stopping up of 'rat-runs', this is an impossibility in Lancaster, if the passage of traffic North to South and

	<p>South to North is stopped on the Gyrotory the rat runs will be the predominate passage of small vehicular traffic, the Quay and Ullverston Road being favourites. You will propose restrictions with Traffic Regulation Orders, traffic calming schemes etc, the Police do not have the man power in the policing of your orders, and therefore they will be ignored. You can not stop the passage of traffic through residential area to residential area which surrounds all of the city centre, and therefore ran runs will always exist. Lancaster as a shopping centre is failing at the moment, there are many empty units. I fail to see how making it more complicated to gain access to the city centre will aid in its regeneration. This has been a long old problem with Lancaster City Council, and its elected members, pro change. Many large corporations have tried to invest in Lancaster, but time and time have been refused. Debenham's on Canal corridor, Tesco's South of Lancaster, just to name a few. Planning predominately at the moment is student accommodation. Students are not a long term fix, the residents of Lancaster need affordable housing, and nothing affordable is currently being built. The whole ethos has to change for anything to change, not just the remodelling of the highways. I don't want to be negative about this, i do understand the Gyrotory has to be improved, but the stopping up of traffic through the city centre from South to North and North to South, in your current proposal is not viable for the residents of Lancaster, needing to travel locally.</p>
66	<p>A Lune bridge for commuter / local traffic is needed between Salt Ayre area and the quay, even if only to access a park and ride facility which would run a circular shuttle bus along the quay serving the bus station, Dalton Sq, Auction Mart for RLI, Railway Stn and back down to P&amp;R on the Quay... Preston have run this for years from Riversway. Cheap all day parking includes fare on the shuttle - I'd suggest this would take 75% of the city bound traffic from the north off both bridges - especially peak time commuters.</p>
67	<p>GALGATE...it will be very important for the village of Galgate to achieve a new road layout(as part of the new M6 junction) which will return it to a village in the true sense of the meaning of a Village centre. It is quite feasible to build a local road east of the village which could also solve the serious problem of the future use of the old Mill complex. CARNFORTH....as part of the Carnforth Regeneration Project an</p>

	<p>expensive £80,000 Study was commissioned to study the problems of Traffic and Parking using national level Consultants. This Study considered the usage of the Station by commuters etc, the future options for Market Street including some fine sketches of how priority to foot/bus traffic could be accommodated. This Study should be available in the Lancaster Townhall CARNFORTH STATION.....the reality of stopping extra trains anywhere on this very fast main line (where future speeds are predicted to increase) means that the existing main line platform will never be reopened, in my opinion. There is another solution and that is that Windermere trains(northbound) would go left, stop, and then by initially following the Leeds line rejoin the main line by means of a new link ...and vice versa. The increase in the number of train services would have a very beneficial effect upon the economy of Carnforth and Area, both for business but also tourism SILVERDALE STATION.....parking for rail users is a problem and because it is so small causes car drivers to park all day in Carnforth instead !! COAST PATH...you show the idea of a new Path route across the Arnside Viaduct. During the recent £13m rebuilding of this Viaduct Rail Track were asked about this possibility in several Public meetings. Each time they said that they would agree to it provided that someone else pays for it (£2m+), some one else insures/maintains it for ever!! Its design would have to take account that this line is used every week for secure nuclear waste trains going to Sellafield. In addition there is the considerable cost of a new mile or so long new path across the salt marshes which go under water at many high tides followed by the legal agreeing of a new crossing of the line to get to Grange...giving close on £3m costs.....there is a cheaper option further up the estuary avoiding Levens</p>
68	<p>Lancaster has fallen on hard times and you are seeking to treat us as lab rats. You are killing off business and the slant you are taking will finish the job off. Very many people are incapable of the exercise that you as employment aged adults see as ideal. Your figures statistically linking obesity and exercise are wild speculation. The simple fact is that if you remove transport you will remove jobs and end up removing people. The cost of moving things around is added to the price of everything that we buy. Your interference with the flow of traffic is pushing the price of basic items beyond the ability of many to pay for</p>

	<p>them, an equal contributor to the rise of food banks. The only thing we spend more money on than transport is our housing. People living in the city have families living everywhere between Lands End and John O Groats and they should be able to visit these whenever the need arises. Nationally 78% of people get to work in a car 10% walk and amongst the 5% described as Other are the cyclists. Lancaster is 25 times less densely populated than Greater London therefore people have 25 times the distance to cover to reach essential services. The vast majority of people coming into the city already live here and are not going to travel 5 miles out to Caton Road or Galgate to get a bus back in. We need a system of trunk and secondary roads as in USA where parking is forbidden and traffic calming removed. Give pedestrians priority on residential streets and keep traffic moving on secondary or trunk roads and you will prevent rat runs. Rat runs are a product of a failing road network when lesser roads become faster to use than the main network. You have designated all of the roads in Castle and Marsh Wards as residential with 20mph limit and traffic calming. All of the roads in the over grown cul-de-sac lead onto Willow Lane, St Georges Quay or Westbourne Road. These roads should be 30mph secondary roads with no parking permitted on them. Parked cars are the biggest hazard to road safety for cyclists and pedestrians. Messing about with traffic light phasing and interrupting traffic flow, produces more greenhouse gases, increases costs which are passed on in prices and results in drivers looking for alternative rat runs. Internal combustion engines may disappear but cars will not. Have a referendum on getting rid of cars, stick by the verdict, and then plan accordingly. We are people; stop treating us like animals.</p>
69	<p>Many of the overarching aims - such as reduced air pollution and congestion, and improved well-being of the residents - are certainly laudable. Some of the proposals - for example, a rapid transit bus service or ultra-low emissions vehicles plan - have clear merit. But the proposed masterplan is not the only route through which these measures could be provided. Indeed, there is no indication that LCC has carried out thorough assessments of alternative options to those that are proposed. As such, respondents to the survey are not being given an adequate assessment of the situation on which to comment. Indeed, I would go as</p>

	<p>far as to say that the way the consultation document and questionnaire are structured simply leads respondents to say they agree with LCC, whether they really do or not. Thus it is highly biased and LCC would be guilty of deception if it quoted the responses as robust evidence in support of its plans. Unfortunately, consultations like this simply fuel the belief that politicians and government are not sufficiently accountable. That is certainly my conclusion.</p>
70	<p>The Draft Masterplan’s vision for Lancaster in 2031 is indeed visionary. However, I question one of the key assumptions made in the plan that moving Junction 33 north of Galgate would lead to a dramatic reduction in traffic trying to move through or around the city centre. I therefore have grave concerns that some of the specific changes proposed under the “place-shaping” of Lancaster city centre would have a seriously negative impact on residential areas in parts of the city, such as East and West Lancaster. In particular, limiting vehicular access through the city centre will inevitably lead to more rat-running through residential areas, rather than less, as local traffic tries to find a way round the city from north to south, west to east and vice versa. Roads such as Bulk Road, Ridge Lane, Ullswater Road, and Derwent Road in east Lancaster are already used as rat runs by both cars and commercial vehicles using their “satnavs” to circumnavigate the city. Moor Lane, Wyresdale and Coulston Roads also bear a heavy burden. Meeting House Lane, West Road, Lune Road and the Quay would similarly become rat runs to the west of the city. With no alternative routes or new roads round the city proposed in the plan, residential areas would pay the price of relieving the city centre from congestion. In east Lancaster, several new housing developments are under construction amounting to around 650 homes with a further 31 homes proposed at Fenham Carr Lane. Developers are also looking at building 450 homes at the Grab Lane site. These locations are all up the long, steep hills of east Lancaster where cycling, walking or the bus may not be a practical option for young families or for commercial vehicles. Many of the residential streets around Lancaster are narrow Victorian roads, some no more than 5 metres wide. East Lancaster also has the largest and tightest cluster of schools in the area, with 3 primary schools and 2 secondary schools. Hundreds of children walk</p>



	<p>along the streets to and from school and the playing fields every day. Effective traffic calming measures and the enforcement of the 20 mph speed limit is already much needed along these roads. In short, while the need to reduce congestion through the city centre is clearly a priority for Lancaster, it cannot be at the expense of residential areas. It is unlikely that moving junction 33 a little further north will encourage local traffic to use the motorway as their main route round the town or to Morecambe, as this would add a considerable distance to their journey. Reducing city centre congestion and pollution could however be achieved by:</p> <ul style="list-style-type: none"> <li>• the exclusion of HGVs from the city centre</li> <li>• Park and Rides at both junctions 33 and 34</li> <li>• improved cycling and pedestrian networks</li> <li>• improved bus services using ULEVs</li> <li>• making the city centre roads two-way so that traffic did not have to go all the way round the city to get to their destination</li> <li>• if the funds were available, building a new “by-pass” road to the east of the city between the M6 motorway and the Lancaster Moor hospital site, running parallel to the M6, to link with the A683 at Junction 34.</li> </ul> <p>Closing the city centre to local through traffic, however, would not be compatible with the Masterplan’s stated aims of improving the environment and road safety for pedestrians, cyclists, children and young people in residential areas, and reducing rat running.</p>
71	<p>I applaud the Plan’s intention to encourage more ‘sustainable’ forms of transport within the city boundaries, including Park and Ride scheme(s), greater provision for cyclists, a Rapid Transport Service, and the introduction of ULEVs for public transport. There is however a disheartening lack of detail on how these intentions would be implemented. Given the largely tokenistic (and in some places quite dangerous) location of nominal cycle lanes on the current road network, we need to see how road space e.g. on the southern A6 entry could be seriously reconfigured to create a truly safe cycling space on this projected ‘superhighway’. And what levers does the Council have to persuade a ruthless monopoly provider of bus transport (Stagecoach) to invest in an entirely new fleet of ULEVs?</p> <ul style="list-style-type: none"> <li>• The plan to reshape the city centre by blocking off access to ‘through traffic’ at two key points in the centre is fundamentally misconceived. Its effect will be to send traffic off into residential ‘rat runs’, leading to serious additional pollution and environmental degradation in these</li> </ul>

	<p>areas (which of course also include schools and open public spaces as well as housing). The ambiguous term 'through traffic' presumably includes vehicles making a local journey from one part of Lancaster to another, or to a motorway junction. This cannot be simply wished away, even with enhanced public transport and cycle provision. This is particularly true since the major housing developments eg on the Quay and in East Lancaster (Moor Hospital site etc.), currently lacking any significant infrastructural support, will considerably enlarge the sheer geographical extent of our urban space and result in a greatly increased number of local journeys from one part of the city to another. Effectively cutting the city in two will make a lot of these journeys more complicated and longer, adding to congestion and pollution.</p> <ul style="list-style-type: none"> <li>• A better and more immediately feasible way of reducing city-centre congestion would be to turn the current one-way gyratory into a two-way system, thus cutting down the volume of traffic making unnecessary journeys round town.</li> <li>• The plan to make Junction 34 with its Park &amp; Ride provision the main motorway access point for Lancaster only makes sense with reference to people visiting Lancaster from elsewhere (including of course those 'dropping in' en route to the Lakes or Scotland). The Park and Ride initiative, though most welcome, is irrelevant to the transport needs of Lancaster residents, who will arrive at and leave the city either by Junction 33 or by Junction 34, depending on which area of the city they live in. A relocated Junction 33, if it is ever to be realised, will need to serve the needs of residents in a wide area of south Lancaster (thus minimising rat running and city-centre congestion) as well as those of the University and the Health Innovation Park.</li> </ul>
72	<p>I have just finished reading the document and it is 1 am. There are extensive comments I would like to make on one particular aspect of the plan (relocation of Junction 33) but will have to do so tomorrow</p>
73	<p>"I think the plan is well written and addresses the main issues. Here are some additional thoughts for consideration and hopefully implementation: 1. Every outlying village should have a dedicated "safe" (walking/cycling/wheelchair/mobility scooter) pathway to the nearest transport "hub". For example, I live in Cantsfield and our route should be to the enhanced Wennington hub. At the moment it is completely</p>

	<p>unsafe for pedestrians, cyclists etc to use the A687 towards Greta Bridge. Such pathways can be either developments of existing bridleways or alongside the main roads, taking say 5m of a field (as has happened elsewhere in the district). 2. Taking Cantsfield as an example of an outlying village, there are around 20 properties in the "centre", many with multiple cars (4x4s for farmers) which sit idle most days. Why not install say three or four (or whatever) electric vehicles at the centre of the village (on public land or private land), with recharging points and an internet-enabled booking system? All of the properties now have high-speed internet (thanks to B4RN) and we must start making the full use of changing the ways we have always done things. We could easily cut the number of conventional vehicles by two thirds or more, and assuming some funding to get the scheme going, there must be the opportunity for ongoing savings for every house. At the least we could replace all the "second cars" which people have. Any chance of EU funding for a trial?? 3. Replace existing school buses (and taxis?) with bright yellow electric ones</p>
74	<p>1. Good analysis of existing situation. 2. The acknowledged uncertainties of the effects of the Heysham-M6 link road and the implications of the forthcoming Land Allocations DPD (including the revised SHMA figures) mean that the proposed feasibility studies (rail and rapid transit) and other reports will be crucial and will presumably contain detailed proposals. I look forward to seeing these and trust there will be opportunities for consultation and comment. 3. Support proposed adoption of Community Infrastructure Levy, but would adoption have any negative implications for developer contributions towards affordable housing? 4. Re question 1. In principle, I strongly agree with the "Improve and extend" option but much more detail is needed especially about the environmental impact, loss of green land and disruption. 5. Rail: • Lancaster –Morecambe line: More should be made of the existing line and services as soon as possible. Press for more carriages at peak times and more services if possible. This would assist in alleviating road congestion and air pollution. • Give high priority to Morecambe Rail Connectivity Study. Longer term, the Heysham line should have a regular passenger service with stations to serve Heysham's growing population. • Actively encourage use of Bentham line</p>

	<p>to assist rural areas of the Lune Valley. 6. Re-configuration of Junction 33: This is crucial to much of the Masterplan but the maps give only a very broad indication of its possible location, which is causing concern for Ellel residents. The benefits for Galgate residents should be given more emphasis. There is little mention of plans for the existing junction 33 should a new junction be realised. Ideally it should remain to enable those travelling south to avoid Galgate on their way to Garstang and beyond. 7. Pedestrians and cyclists: These are generally treated together in the Masterplan but their needs can differ. More consultation with specific interest groups (e.g. Living Streets representing pedestrians) when drawing up detailed proposals would be useful. 8. Final comment: The quality of the map reproduction (in the Masterplan) is poor, making interpretation of the information presented difficult</p>
75	<p>There appears to be no consideration in the plan for people like myself who live in area's such as Cockerham. Again, we are being told not to use our cars but the bus service to my village is none existent (every 2 hours at some points of the day and none whatsoever if I want to go to Garstang). I would love to have more green options but they simply don't exist. If I want to go to the University to work I either have to get a bus into Lancaster and then a bus from Lancaster to University, a journey of over an hour each way, or I sit in the comfort of my car for 15 minutes maximum. The road from Cockerham to Lancaster is not safe to cycle on, the speed limit is too high and too many drivers do not take cyclists into account - and on a sunny evening the area around Cockerham tends to become a race track for high powered motorbikes. Yet despite the lack of travel options, and the well intentioned Green policy, more housing developments are being approved in areas such as Cockerham. The 17 affordable houses built in Cockerham last year (or which 11 still remain to be sold, despite being available for 3 months and the council planners insistence that there was great demand for these houses in the area) were meant to bring traffic calming measures and speed restrictions to the village. These have still not been implemented. Why is this? Why should I trust a travel plan when developer funded speed restrictions have not been implemented? The proposal to move the M6 junction is a welcome one although I cannot see the benefit of</p>

	<p>moving it between Galgate and the university - surely the sensible place is between the university and Lancaster - otherwise the area around the university will become a bottleneck for traffic heading from both the university and south Lancaster to the motorway. You will simply be moving the traffic backlog from Galgate to outside the university, affecting residents in South Lancaster - and the inevitable delays that will occur for people wanting to get from Lancaster &gt; Galgate and vice versa will still be there, just at a different point on the A6 - particularly as the strategy implies, the idea is to send more traffic onto the motorway in order to get from South Lancaster to North Lancaster/Morecambe</p>
77	<p>I write to enquire whether there is any further news on increasing the number of parking spaces in Morecambe and also on improving the access to parking. The new link road will complete in the first half of 2016 and it is likely that the traffic jams currently associated with entrance to Lancaster will transfer to Morecambe</p>
78	<p>As usual traffic from Morecambe to Lancaster is virtually stationary. We left st johns road , morecambe, at 7.50am to go to whalley, Clitheroe for 9.30 am, via the Trough road. A journey of 1hour 10 mins at most.. We need to cross the river Lune and cut across the north of lancaster. An hour later, at 8.48am we are only at the traffic lights at scale hall. Yet suddenly the next part, Skerton Bridge is clear.. And clear to the motorway (as now we are very late). Its now 8.56am at junction 34.</p> <p>No obvious block.. Not by-pass work Just volume of traffic?</p> <p>Suggestion: Make the car park behind winter gardens a park and ride for £3 a car.</p> <p>Or the land that is the old frontierland by aldi .</p> <p>Put on extra trains that arrive in Lancaster between 8 and 8.45 am and buses the same. Free travel between 7.30am and 8.50am and back 4.30 to 6. 30 pm on specific tickets for park and ride users.</p> <p>Then the bypass will take traffic to motorway.</p>

The Lancaster and Morecambe roads take traffic through Lancaster. The buses and trains take business people into Lancaster on time for work.

We have travelled a lot in UK over years..  
Very rarely is any traffic jam anywhere as bad as this bit of road which is a nightmare all times of day.  
After 25 years we are happily waiting for the bypass..  
But as it doesn't circle Lancaster south we don't believe it's going to be a cure-all!!



## Appendix 2: Media Analysis

A nine week consultation on the draft Lancaster District Highways and Transport Masterplan took place from Monday 23 March to Friday 22 May 2015. Views were sought from a range of stakeholders which included district councils, councillors, district and parish councils and members of the public.

### Media relations

The masterplan was approved for consultation by the cabinet member for Highways and Transport on 18 March 2015. Two news releases were issued with details of the consultation period (18 March 2015 – PR15/0133) and one with details about the extension of the consultation (24 April 2015 – PR15/0186).

The two press releases generated seven articles printed in the local media and was mentioned six times on BBC Radio Lancashire (see appendix 1).

For each story we create a total score depending how positive or negative the story is and how widely the story appears. This total score can range from -8 to +8 for each story with any positive score representing a positive story. The average score for all Lancaster masterplan related articles is 4.8 (fairly positive).

### Stakeholder engagement

A briefing for county councillors was held. All county councillors were invited to attend. For those councillors who were unable to attend, the documents were posted on the members' portal C-First.

Emails were also sent to a wide range of stakeholders informing them of the consultation as well as promoting the events. A briefing was also given to Lancaster district councillors.

### Website

A dedicated area for the consultation was developed on the county council's website. Visits to the page to date (March - May 2015) are as follows:

Website stats for	Page views	Unique visitors	Avg. time on page
March-June 2015	1,698	1,451	4mins 56secs

The consultation was also posted on the ['Have your Say'](#) consultation pages of council's website.

### Social media messages

A series of messages were posted on the county council's social media channels – Facebook and Twitter - throughout the consultation period.

- Our Twitter messages were seen by 8412 people and actively engaged with by 81 people (0.9 %)
- Our Facebook messages reached 3467 people and we had 6 interactions (0.17%)

### Twitter messages

Impressions = number of times a user saw a tweet on twitter.

Engagements = Total number of times a user has interacted with a Tweet. This includes all clicks anywhere on the Tweet, retweets, replies, follows, and favourites.

- #HaveYourSay on the Lancaster Masterplan at #Carnforth Library, Mon 23 Mar 2pm - 6pm

Impressions: 2054 Engagements: 10

- #HaveYourSay on the Lancaster Masterplan at #Lancaster Library, Thur 26 Mar 12pm - 7pm

Impressions: 3777 Engagements: 51

- #HaveYourSay on the Lancaster Transport Masterplan at #Morecambe Library, Tue 24 Mar 2pm-7pm

Impressions: 2581 Engagements: 20

#### Facebook messages

- #HaveYourSay on the Lancaster District Highways and Transport Masterplan at #Lancaster Library, Thur 26 Mar 12pm - 7pm [ow.ly/KAQcgf](https://www.facebook.com/ow.ly/KAQcgf)

1322 reached 3 likes, comments & shares

- #HaveYourSay on the Lancaster District Highways and Transport Masterplan at #Morecambe Library, Tue 24 Mar 2pm-7pm [ow.ly/KAQcgf](https://www.facebook.com/ow.ly/KAQcgf)

1215 reached 1 likes, comments & shares

- #HaveYourSay on the Lancaster District Highways and Transport Masterplan at #Carnforth Library, Mon 23 March 2pm - 6pm [ow.ly/KAQcgf](https://www.facebook.com/ow.ly/KAQcgf)

930 reached 2 likes, comments & shares

#### **Consultation documents**

Consultation documents were made available across the Lancaster District from 12 January 2015.

#### **Consultation events**

Consultation events were held at the following locations during the consultation period.

<b>Location</b>
<b>Carnforth Library</b> - Lancaster Road, Carnforth, LA5 9DZ Monday 23rd March – 2pm to 6pm
<b>Morecambe Library</b> - Central Drive, Morecambe, LA4 5DL Tuesday 24th March – 2pm to 7pm
<b>Lancaster Library</b> - Market Square, Lancaster, LA1 1HY Thursday 26th March – 12noon to 7pm

Appendix 1 – Lancaster District Highways and Transport Masterplan - Media coverage – March to May 2015

Headline	Publication	Published	Value (£)	Revenue	Weighting	Score	Total score	PR No.
Council to unveil roads masterplan	Blackpool Gazette	05/03/2015	2933.35	165	2	2	4	
Breakfast - BBC Radio Lancs - 06:32:22	BBC Radio Lancashire	19/03/2015	222	740	3	2	6	PR15/0133
Breakfast - BBC Radio Lancs - 08:32:34	BBC Radio Lancashire	19/03/2015	222	740	3	2	6	PR15/0133
Breakfast - BBC Radio Lancs - 08:00:00	BBC Radio Lancashire	19/03/2015	222	740	3	2	6	PR15/0133
Breakfast - BBC Radio Lancs - 08:18:14	BBC Radio Lancashire	19/03/2015	222	740	3	2	6	PR15/0133
News - BBC Radio Lancs - 16:02:42	BBC Radio Lancashire	19/03/2015	222	740	3	2	6	PR15/0133
Drivetime - BBC Radio Lancs - 17:45:08	BBC Radio Lancashire	19/03/2015	222	740	3	2	6	PR15/0133

		5						1 3 3
Anything better than what we have now	Lancaster Guardian	21/03/2015	803.44	121	2	2	4	PR1 5 / 0 1 3 3
Plans could spell end of the road for one way system	Lancashire Evening Post	22/03/2015	2215.44	149	3	2	6	PR1 5 / 0 1 3 3
Motorway junction move is part of vision for city End of road for one-way system	Lancaster Guardian	22/03/2015	1362.46	121	2	2	4	
Traffic vision for the prom	Morecambe Visitor	25/03/2015	1259.72	104	2	2	4	PR1 5 / 0 1 3 3
A smokescreen for inaction1	Lancaster Guardian	28/03/2015	827.64	121	2	-1	-2	PR1 5 / 0 1 3 3
More time to have a say on future	Lancashire Evening Post	28/04/2015	428.97	149	3	2	6	PR1 5 / 0 1 8 6
<b>Total:</b>			<b>£11,163.02</b>	<b>537</b>		<b>Average score:</b>	<b>4.8</b>	






## Appendix 3: Questionnaire Analysis

### Executive summary

Lancashire County Council undertook a nine-week consultation to inform the Lancaster district masterplan. The consultation was conducted by a combination of paper-based and online questionnaires. In total, 100 responses were received.

#### 1.1 Key findings

- For developing the masterplan, respondents were most likely to agree with option 3 – improve and extend (74% agree).
- For developing the masterplan, respondents were most likely to disagree with option 1 – do only what we need to (78% disagree).
- Around two-thirds of respondents (65%) agree with our intention to make Caton Road the principal gateway into the city for traffic from the M6, from both north and south.
- Around three-fifths of respondents (59%) agree with our proposals for Lancaster city centre place-shaping.
- Around three-fifths of respondents (61%) agree with our intention to remove traffic from the city centre to make it a more attractive and healthier place to be.
- Around nine in ten respondents (87%) agree that it is important to make sure that traffic doesn't rat run through residential areas.
- Around two-thirds of respondents (67%) agree that junction 33 of the M6 should be relocated to north of Galgate to enable the removal of through traffic from the city centre and make sustainable modes of travel viable.
- Around seven out of ten respondents (68%) agree with the proposal for a South Lancaster Park and Ride/Cycle facility at the relocated junction.
- Around three-quarters of respondents (74%) agree with the proposal for a rapid transit service between Heysham and South Lancaster.
- Around four-fifths of respondents (81%) agree with the proposal for an integrated multi-use/cycling network for the district.
- Three-fifths of respondents (60%) agree with the proposal for a district wide Ultra Low Emission Vehicle (ULEV) Strategy.
- Around three-fifths of respondents (58%) agree that traffic on part of Marine Road Central Morecambe should be limited to make the seafront a more attractive public space and better link it into the town centre.
- Around three-fifths of respondents (59%) agree that Carnforth town centre should be made more pedestrian friendly.
- Respondents were asked how strongly they agree or disagree that there needs to be better connectivity around Morecambe Bay by rail, cycle and road. Respondents were most likely to agree that there needs to be better connectivity around Morecambe Bay by rail (87% agree) and least likely to agree that there needs to be better connectivity around Morecambe Bay by road (66% agree).
- Three-quarters of respondents (75%) agree that Morecambe needs better rail connectivity.
- Around two-thirds of respondents (63%) agree that the Bentham line needs to be improved.
- Around seven out of ten respondents (71%) agree that there should be northbound connectivity from Carnforth station.

- 
- Around all respondents (96%) agree that connections into and out of the rural area for people with a car must be maintained.

## Introduction

The Lancaster district masterplan looks at problems, gaps and opportunities affecting the roads and public transport in the Lancaster district and the impact of these on the people, places and economy of the area. It sets out Lancashire County Council's vision for travel and transport in the future and explains what the county council will do next to meet the current and future needs and hopes of the people of the Lancaster district.

A range of proposals have been developed to meet the future transport needs of Lancaster district for rail, roads, public transport, walking and cycling. A public consultation was conducted to seek views in relation to the proposals.

## Methodology

The consultation ran from 23 March 2015 to 22 May 2015. The consultation was conducted by a combination of paper-based and online questionnaires. In total, 71 responses were received.

### 3.1 Limitations

Although the survey was available for anyone to respond to, the aim of the consultation was to gain the views of those who will be affected by the proposals and so the responses should not be seen as the view of the overall Lancaster district population.

In charts or tables where responses do not add up to 100%, this is due to multiple responses or computer rounding.

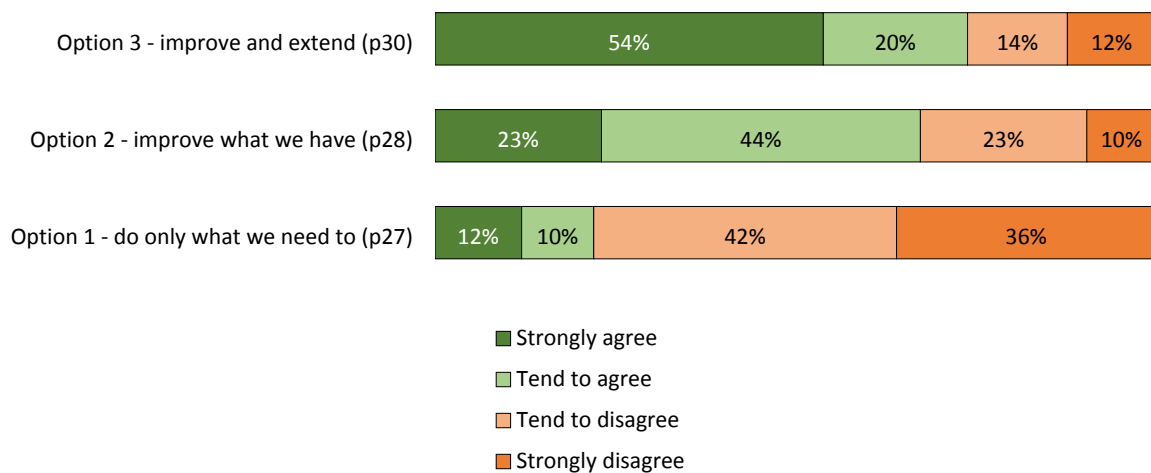
## Main research findings

The Lancaster district masterplan outlines three options for developing the vision for the district: option 1 is to do only what we need to; option 2 is to improve what we have; and option 3 is to improve and extend. Respondents were asked how strongly they agree or disagree with each of the three options.

Respondents were most likely to agree with option 3 – improve and extend (74% agree).

Respondents were most likely to disagree with option 1 – do only what we need to (78% disagree).

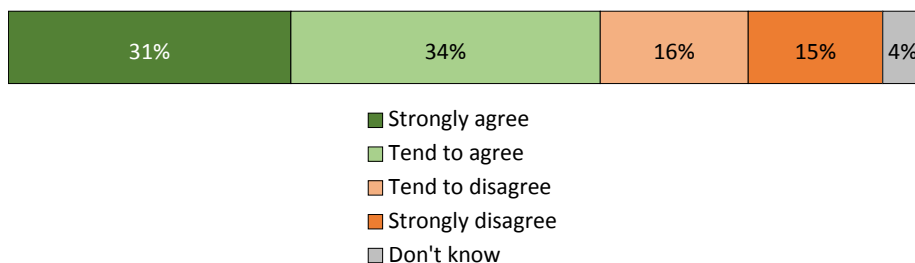
Chart 1 - How strongly do you agree or disagree with each of the three options for developing the masterplan?



Base: all respondents

Around two-thirds of respondents (65%) agree with our intention to make Caton Road the principal gateway into the city for traffic from the M6, from both north and south.

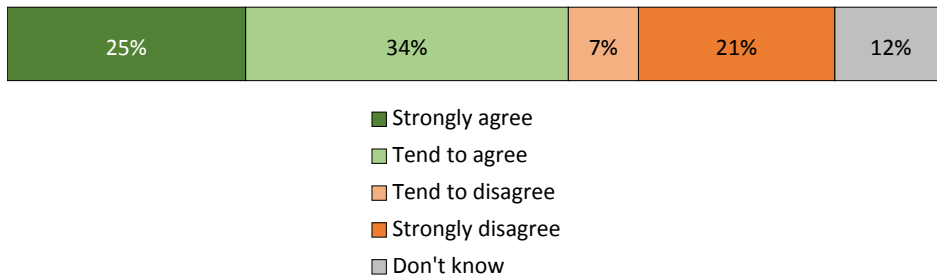
Chart 2 - How strongly do you agree or disagree with our intention to make Caton Road the principal gateway into the city for traffic from the M6, from both north and south (p35)?



Base: all respondents

Around three-fifths of respondents (59%) agree with our proposals for Lancaster city centre place-shaping.

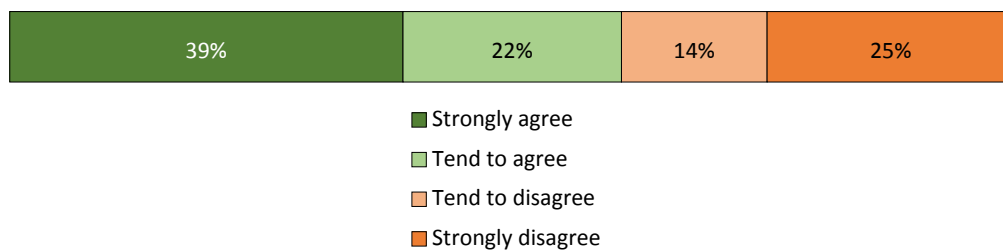
Chart 3 – How strongly do you agree or disagree with our proposals for Lancaster city centre place-shaping (p36)?



Base: all respondents

Around three-fifths of respondents (61%) agree with our intention to remove traffic from the city centre to make it a more attractive and healthier place to be.

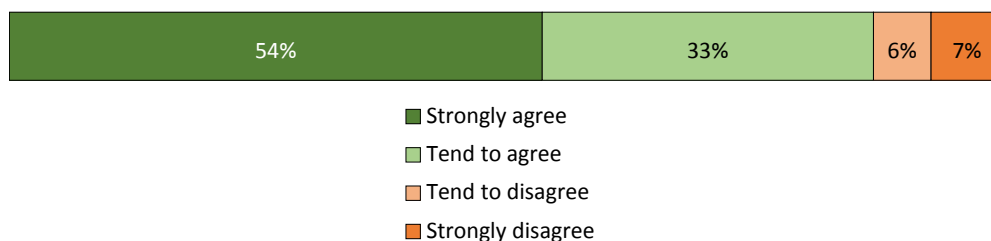
Chart 4 – How strongly do you agree or disagree with our intention to remove traffic from the city centre to make it a more attractive and healthier place to be?



Base: all respondents

Around nine in ten respondents (87%) agree that it is important to make sure that traffic doesn't rat run through residential areas.

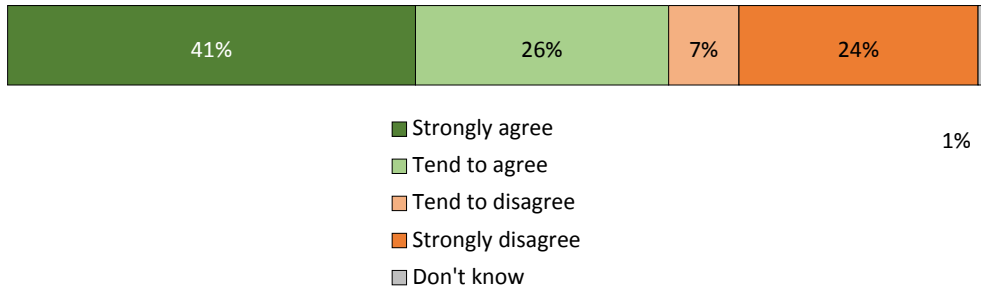
Chart 5 – How strongly do you agree or disagree that it is important to make sure that traffic doesn't rat run through residential areas?



Base: all respondents

Around two-thirds of respondents (67%) agree that junction 33 of the M6 should be relocated to north of Galgate to enable the removal of through traffic from the city centre and make sustainable modes of travel viable.

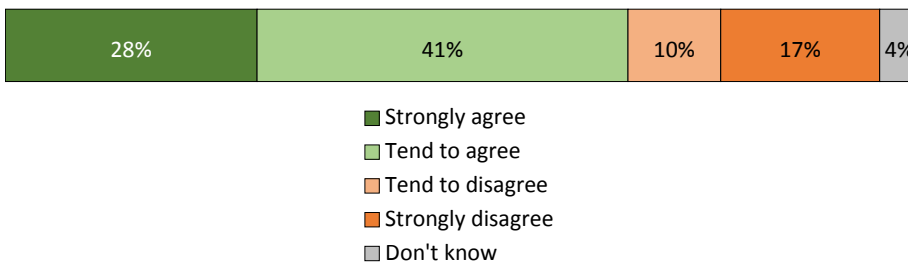
Chart 6 – How strongly do you agree or disagree that junction 33 of the M6 should be relocated to north of Galgate to enable the removal of through traffic from the city centre and make sustainable modes of travel viable?



Base: all respondents

Around two-thirds of respondents (68%) agree with the proposal for a South Lancaster Park and Ride/Cycle facility at the relocated junction.

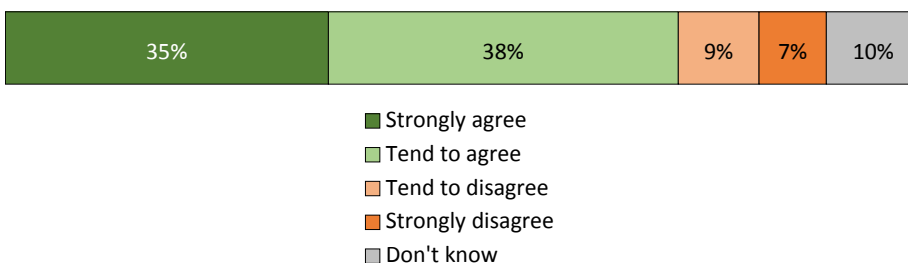
Chart 7 – How strongly do you agree or disagree with the proposal for a South Lancaster Park and Ride/Cycle facility at the relocated junction?



Base: all respondents

Around three-quarters of respondents (74%) agree with the proposal for a rapid transit service between Heysham and South Lancaster.

Chart 8 – How strongly do you agree or disagree with the proposal for a rapid transit service between Heysham and South Lancaster?

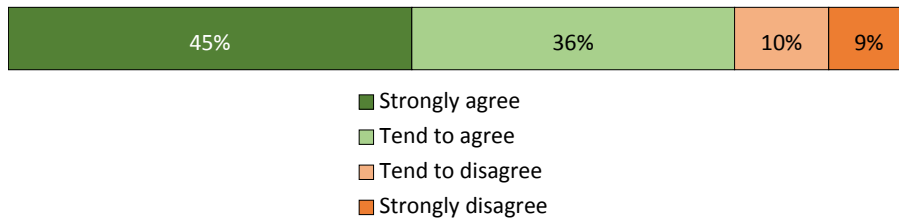


Base: all respondents

Around four-fifths of respondents (81%) agree with the proposal for an integrated multi-use/cycling network for the district.



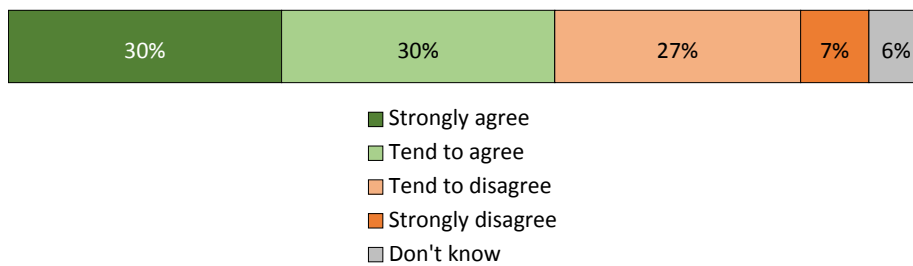
Chart 9 – How strongly do you agree or disagree with the proposal for an integrated multi-use/cycling network for the district?



Base: all respondents

Three-fifths of respondents (60%) agree with the proposal for a district wide Ultra Low Emission Vehicle (ULEV) Strategy.

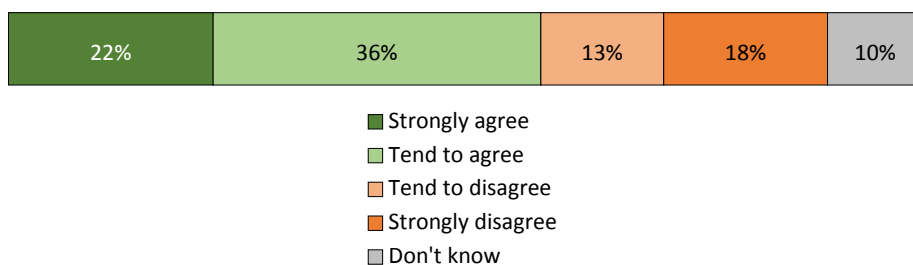
Chart 10 – How strongly do you agree or disagree with the proposal for a district wide Ultra Low Emission Vehicle (ULEV) Strategy?



Base: all respondents

Around three-fifths of respondents (58%) agree that traffic on part of Marine Road Central Morecambe should be limited to make the seafront a more attractive public space and better link it into the town centre.

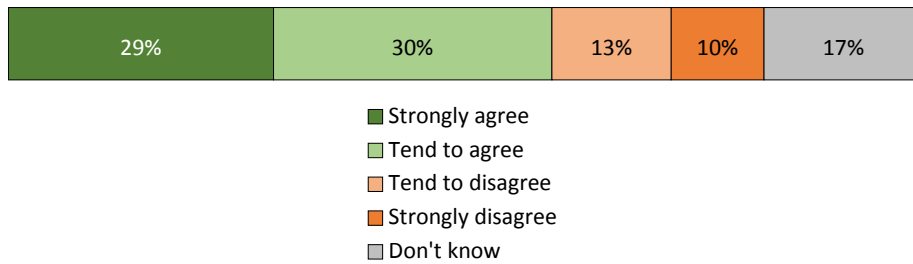
Chart 11 – How strongly do you agree or disagree that traffic on part of Marine Road Central Morecambe should be limited to make the seafront a more attractive public space and better link it into the town centre (p45)?



Base: all respondents

Around three-fifths of respondents (59%) agree that Carnforth town centre should be made more pedestrian friendly.

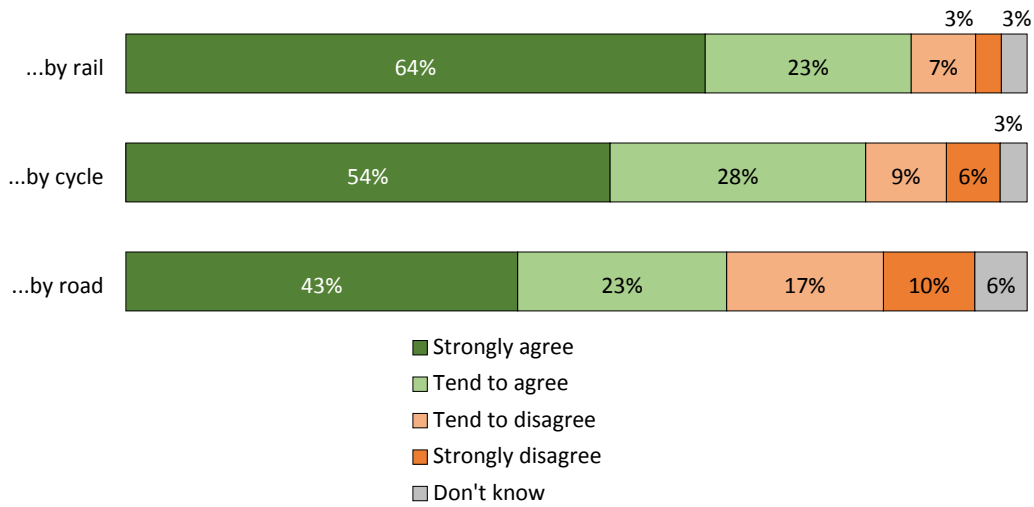
Chart 12 - How strongly do you agree or disagree that Carnforth town centre should be made more pedestrian friendly (p49)?



Base: all respondents

Respondents were then asked how strongly they agree or disagree that there needs to be better connectivity around Morecambe Bay by rail, cycle and road. Respondents were most likely to agree that there needs to be better connectivity around Morecambe Bay by rail (87% agree) and were least likely to agree that there needs to be better connectivity around Morecambe Bay by road (66% agree).

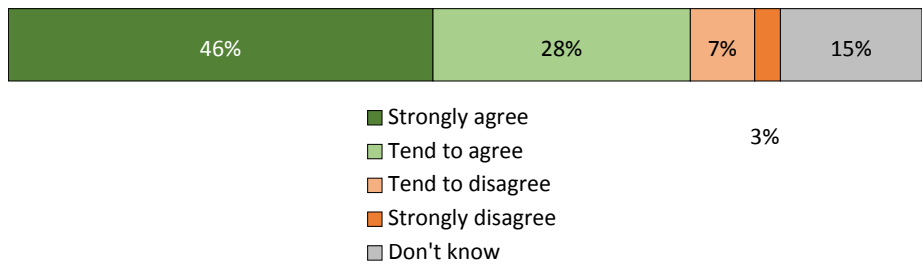
Chart 13 - How strongly do you agree or disagree with the following statements?  
There needs to be better connectivity around Morecambe Bay...



Base: all respondents

Three-quarters of respondents (75%) agree that Morecambe needs better rail connectivity.

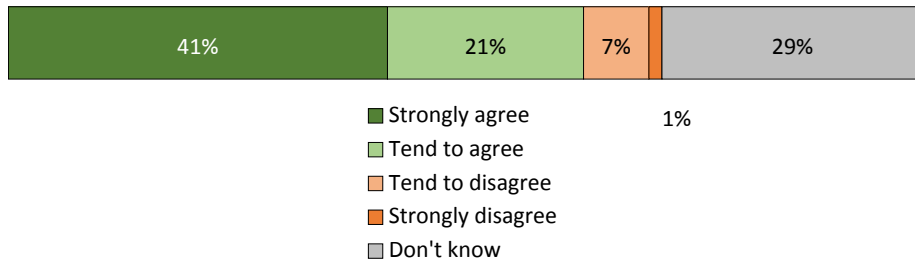
Chart 14 - How strongly do you agree or disagree that Morecambe needs better rail connectivity



Base: all respondents

Around two-thirds of respondents (63%) agree that the Bentham line needs to be improved.

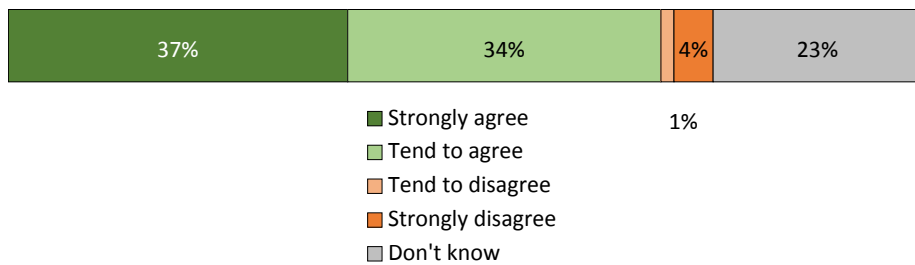
Chart 15 - How strongly do you agree or disagree that the Bentham line needs to be improved



Base: all respondents

Around three-quarters of respondents (71%) agree that there should be northbound connectivity from Carnforth station.

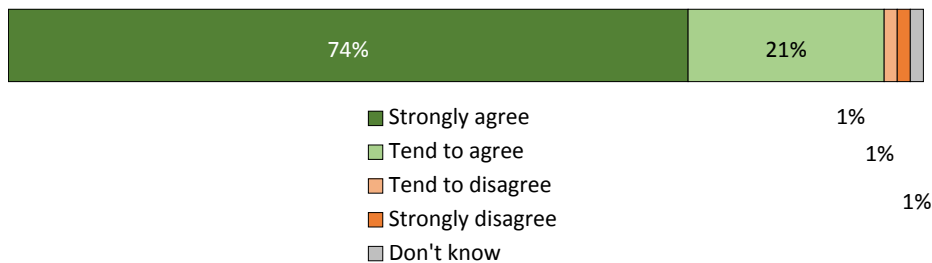
Chart 16 - How strongly do you agree or disagree that there should be northbound connectivity from Carnforth station



Base: all respondents

Nearly all respondents (96%) agree that connections into and out of the rural area for people with a car must be maintained.

Chart 17 - How strongly do you agree or disagree that connections into and out of rural areas for people without a car must be maintained



Base: all respondents

## 4.1 Additional comments

Respondents were provided with an open comment box and asked if they had any comments about the proposals. The responses can be found in full in Appendix 1.

### Demographic breakdown of Respondents

	Count	Percentage	
Have you read the district of Lancaster masterplan document?	Yes, read it in full	35	49%
	Yes, read some sections fully	27	38%
	Yes, briefly looked over the document	9	13%
	No	0	0%

	Count	Percentage	
Are you responding to this consultation on behalf of an	Yes	71	100%
	No	0	0%

	Count	Percentage	
Are you...?	Male	49	69%
	Female	22	31%

	Count	Percentage	
What was your age on your last birthday?	16-24	1	<1%
	25-44	38	18%
	45-59	60	28%
	60+	112	53%

	Count	Percentage	
Are you a deaf person or do you have a disability?	Yes	2	3%
	No	65	97%

	Count	Percentage	
Which best describes your ethnic background?	White	66	96%
	Asian or Asian British	1	1%
	Mixed/multiple ethnic group	2	3%
	Black/African/Caribbean/Black British	0	0%
	Other ethnic group	0	0%

## **Appendix 3: Equality Impacts Assessment (EqIA)**

### **What in summary is the proposal being considered?**

The approval of the District of Lancaster Highways and Transport Masterplan.

As the local transport and highway authority for Lancashire, the County Council is responsible for the preparation of a local transport plan (LTP) that sets out a strategy and priorities for transport and travel in the area and a delivery programme for transport improvements, sustainable travel, road safety and maintenance.

In order to determine its future transport planning and investment priorities, and provide a sound and defensible basis for decisions affecting development across Lancashire, the County Council has embarked on a programme to put in place highways and transport masterplans to cover the county.

The District of Lancaster Highways and Transport Masterplan seeks to deliver good, reliable connections for people, goods and services whilst offering choice, facilitating travel on foot, by cycle, bus and rail as well as by car and goods vehicle.

This masterplan sets out the highways and transport interventions we need to put in place so that by 2031:

- Lancaster city centre is vibrant and successful, with no air quality issues, no gyratory congestion and so no barriers to sustainable travel. Pedestrians and cyclists can move around easily and freely through safe and attractive public spaces. The centre is largely free of traffic and most of the vehicles that do need to be there are ultra-low emission.
- Without the gyratory to contend with, public transport is also more reliable and new links to South Lancaster mean that the University has been able to expand and maintain its prestigious reputation. Those who work in the area almost all commute by sustainable modes: on foot, by cycle or using the 'Lancaster Reach' bus rapid transit services operated by ultra-low emission vehicles.
- Morecambe is a revitalised town where everyone can get to where they want to go easily on foot or by bike and where the amazing promenade gives way seamlessly to an attractive and strong commercial centre. The town is now a 'must visit' attraction on the Lancashire Coast and Morecambe Bay tourist trails.
- In Heysham, the old village is an attractive tourist destination now readily accessible without a car. South Heysham and the Port are a thriving focal point for industry, with the link road providing superb access to the motorway network, complemented by improved access by public transport and by cycle.
- Carnforth is a hub for the north of the district, with redesigned public spaces making the centre a much more attractive place to visit. The station is now integral to the town centre and improved rail links provide easy access to jobs around Morecambe Bay and across into Yorkshire. The town is also a gateway



for visitors coming to enjoy the countryside and wildlife of the area, as well as its railway heritage.

- Galgate is a quiet village, no longer straddling the city's main link to the motorway.
- The rail network provides high quality, fast services to and from Morecambe and rail travel around the Bay is straightforward. Many more passengers use the Bentham line as well. Public spaces around stations are now attractive and it is easy to walk and cycle to stations or to leave an electric car on charge.
- The 'Lancaster Links' network for non-motorised users is now comprehensive. For those who want direct routes, the roads are much quieter and safer for cyclists on the main radial routes in the district. For those who don't want to ride on the roads, there are dedicated links for all users between the main urban centres with quiet routes linking to them.
- The 'Links' network also connects the district to its neighbours to north and south through the long distance trails that bring a significant number of visitors to the district to explore the coast, the Lancaster Canal and the valley of the River Lune.

It should:

- Support the economic development of Lancaster and of the county as a whole
- Work to address deprivation
- Increase healthy behaviour
- Reduce the area's carbon footprint.

To do this, the masterplan seeks to ensure that:

- Sustainable travel becomes the choice wherever possible
- 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 Lancaster 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.

**Is the decision likely to affect people across the county in a similar way or are specific areas likely to be affected – e.g. are a set number of branches/sites to be affected? If so you will need to consider whether there are equality related issues associated with the locations selected – e.g. greater percentage of BME residents in a particular area where a closure is proposed as opposed to an area where a facility is remaining open.**

The masterplan is the fifth in a series of documents that will set out LCC's highways and transportation strategy across the county. This document is specific to the District of Lancaster. The demographics of the area have been taken into account in the development of the masterplan and form part of the evidence presented in the Environmental Report on the masterplan.

**Could the decision have a particular impact on any group of individuals sharing protected characteristics under the Equality Act 2010, namely:**

**Age**

**Disability including Deaf people**

**Gender reassignment**

**Pregnancy and maternity**

**Race/ethnicity/nationality**

**Religion or belief**

**Sex/gender**

**Sexual orientation**

**Marriage or Civil Partnership Status**

Yes, if considerations of such groups are not considered as part of the further work to be undertaken as a result of the approval of the masterplan. See below.

**If you have answered "No" in relation to all the protected characteristics, please briefly document your reasons below and attach this to the decision-making papers. (It goes without saying that if the lack of impact is obvious, it need only be very briefly noted.)**

### **Question 1 – Background Evidence**

**What information do you have about the different groups of people who may be affected by this decision – e.g. employees or service users (you could use monitoring data, survey data, etc. to compile this). As indicated above, the relevant protected characteristics are:**

**Age**

**Disability including Deaf people**

**Gender reassignment/gender identity**

**Pregnancy and maternity**

**Race/Ethnicity/Nationality**

**Religion or belief**

**Sex/gender**

**Sexual orientation**

**Marriage or Civil Partnership status (in respect of which the s. 149 requires only that due regard be paid to the need to eliminate discrimination, harassment or victimisation or other conduct which is prohibited by the Act).**

All residents of and visitors to Lancaster district will be affected by the masterplan. Whilst we have information on some of the characteristics above, information is lacking on others. However, given the size of the area under consideration, it is safe to assume that all of the above groups will be represented within users of the highways and transportation network.

## **Question 2 – Engagement/Consultation**

**How have you tried to involve people/groups that are potentially affected by your decision? Please describe what engagement has taken place, with whom and when.**

**(Please ensure that you retain evidence of the consultation in case of any further enquiries. This includes the results of consultation or data gathering at any stage of the process)**

The masterplan was the subject of public consultation from March to May 2015. As well as making the consultation documents available online and through libraries and council offices, specific stakeholder groups were approached.

## **Question 3 – Analysing Impact**

**Could your proposal potentially disadvantage particular groups sharing any of the protected characteristics and if so which groups and in what way?**

**It is particularly important in considering this question to get to grips with the actual practical impact on those affected. The decision-makers need to know in clear and specific terms what the impact may be and how serious, or perhaps minor, it may be – will people need to walk a few metres further to catch a bus, or to attend school? Will they be cut off altogether from vital services? The answers to such questions must be fully and frankly documented, for better or for worse, so that they can be properly evaluated when the decision is made.**

The masterplan sets out our highways and transportation strategy for Lancaster district. The strategy includes all modes of transport and public realm. The strands are specifically intended to ensure that everyone, regardless of protected characteristic, can benefit from the strategy. Specific schemes will be evaluated separately for any potential impact on all groups sharing protected characteristics and the overall impact of the strategy will be monitored to ensure that no group suffers any dis-benefit.

The masterplan has the potential to improve highways and transport for a number of groups of people. Without the improvements the masterplan sets out, travel will become more difficult for all people across Lancaster; age and disability groups could face significant extra difficulties. Under this masterplan, more vulnerable travel users will benefit from better and safer transport and from a more user friendly public realm that has been designed with the needs of these groups in mind.

#### **Question 4 – Combined/Cumulative Effect**

**Could the effects of your decision combine with other factors or decisions taken at local or national level to exacerbate the impact on any groups?**

Yes.

**If Yes – please identify these.**

The masterplan sets out a strategy to achieve an integrated transport system that will be open and accessible to all users. There are substantial funding requirements to achieve this. Changes to current funding regimes by central government and as currently established for developers could have an adverse effect on the development of the strategy. Age and disability groups could see a potentially greater adverse impact than other users if the strategy is limited in this way.

#### **Question 5 – Identifying Initial Results of Your Analysis**

**As a result of your analysis have you changed/amended your original proposal?**

The masterplan represents the most cost effective way to ensure the future success of the Lancaster area for all users and visitors. It will enable the needs of specific groups to be provided for and will therefore ensure more equitable access to transport and to public spaces.

#### **Question 6 - Mitigation**

**Please set out any steps you will take to mitigate/reduce any potential adverse effects of your decision on those sharing any particular protected characteristic. It is important here to do a genuine and realistic evaluation of the effectiveness of the mitigation contemplated. Over-optimistic and over-generalised assessments are likely to fall short of the due regard requirement.**

**Also consider if any mitigation might adversely affect any other groups and how this might be managed.**

At this stage, no mitigation is needed. As specific schemes come forward during the life of the masterplan, they will individually be assessed for any potential negative impact and mitigation measures taken accordingly.

#### **Question 7 – Balancing the Proposal/Countervailing Factors**

**At this point you need to weigh up the reasons for the proposal – e.g. need for budget savings; damaging effects of not taking forward the proposal at this time – against the findings of your analysis. Please describe this assessment. It is important here to ensure that the assessment of any negative effects upon those sharing protected characteristics is full and frank. The full extent of actual adverse impacts must be acknowledged and taken into account, or the assessment will be inadequate. What is required is an honest evaluation, and not a marketing exercise. Conversely, while adverse effects should be frankly acknowledged, they need not be overstated or exaggerated. Where effects are not serious, this too should be made clear.**

Any adverse effects will come during the course of the strategy as schemes are developed. It will therefore be vital to assess the impact of design work as proposals are developed further.

### **Question 8 – Final Proposal**

**In summary, what is your final proposal and which groups may be affected and how?**

The masterplan sets out our highways and transportation strategy for the District of Lancaster. The 3 core strands of the strategy are roads, public transport and public realm. These strands are specifically intended to ensure that everyone, regardless of protected characteristic, can benefit from the strategy.

### **Question 9 – Review and Monitoring Arrangements**

**Describe what arrangements you will put in place to review and monitor the effects of your proposal.**

All projects taken forward under this masterplan will be expected to demonstrate that the impact of options is being assessed during the development of final proposals. Groups sharing protected characteristics and the overall impact of the strategy will be monitored as far as possible to ensure that no group suffers any dis-benefit. We will work closely with our consultations groups to ensure that their views are part of the decision making process as the strategy is implemented.

Equality Analysis Prepared By **Lesley Sutcliffe**

Position / Role **Transport Planning Officer**

Equality Analysis Endorsed by Line Manager and / or Chief Officer **Marcus Hudson**

Decision Signed-Off By Cabinet Member / Chief Officer or SMT Member

## Cabinet

Meeting to be held on Thursday 6 October 2016

## Report of the Head of Highways Service

Electoral Divisions affected:

All

## Flood & Water Management Act 2010 Section 19 Investigation and Report - December 2015 Floods and further actions proposed

(Annex 1 refers)

Contact for further information:

Rachel Crompton, (01772) 530150, Flood Risk Manager

[rachel.crompton@lancashire.gov.uk](mailto:rachel.crompton@lancashire.gov.uk)

### Executive Summary

The extreme and unprecedented rainfall events of November and December 2015 caused flooding throughout December, affecting approximately 2,500 homes in Lancashire at 229 separate communities. The floods also damaged private gardens, garages and out-buildings, business premises, agricultural property and many items of critical public infrastructure including roads and bridges, water treatment plants, power and communications installations, as well as community buildings such as schools.

In its role as Lead Local Flood Authority, the Council has identified this as a flood event requiring investigation under the requirements of Section 19 of the Flood and Water Management Act 2010, for the purpose of identifying which flood risk management authorities had or still have relevant functions to be exercised in regard to these flood events.

The Lead Local Flood Authority is required to publish the results of this investigation and to notify any relevant risk management authorities of its findings.

The report attached at Annex 1 discharges this responsibility, and starts the major process of publishing the findings of the Lancashire flood risk partnership into how our communities were flooded, so that we can find ways of managing the risks and impacts of similar events in the future.

The schedule attached with Annex 1 identifies the 229 communities in Lancashire affected by flooding in December 2015 and the principal impacts at each location where these have been verified.

**Further reports are proposed into the detailed investigations undertaken at each identified location, any flood risk improvements already completed, and the opportunities for further investigations and/or works.**



## **Recommendation**

Cabinet is recommended to:

1. Approve the report at Annex 1 as discharging its obligations under Section 19 of the Flood and Water Management Act 2010 in regard to the December 2015 floods; and
2. Approve the proposal for further reports and the means of progressing flood investigations, communications and risk management activities within affected communities identified in the report at Annex 1.

## **Background and Advice**

### The Section 19 Duty

Section 19 of the 2010 Act states:

- 1) *“On becoming aware of a flood in its area, a lead local flood authority must, to the extent that it considers it necessary or appropriate, investigate –*
  - a) *Which risk management authorities have relevant flood risk management functions, and*
  - b) *Whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.*
- 2) *Where an authority carries out an investigation under subsection (1) it must -*
  - a) *Publish the results of its investigation, and*
  - b) *Notify any relevant risk management authorities.”*

### Risk Management Authorities and Partnership working

In order to identify the Risk Management Authorities (RMAs) with functions to be discharged in regard to the December 2015 flooding in Lancashire, the flooding mechanisms at each affected community have had to be assessed in an outline format.

For clarity, the RMAs are identified in the Flood and Water Management Act 2010 (FWMA) as follows:

- a. The Environment Agency,
- b. The lead local flood authority,
- c. A district council for an area for which there is no unitary authority,
- d. An internal drainage board,
- e. A water company, and
- f. A highway authority.

Each of these organisations has powers and duties under various legislation and regulations for the responsible management of natural water, flood risk and – in some cases - coastal erosion.

The FWMA requires all the RMAs to cooperate with other relevant authorities in the exercise of their flood and coastal erosion risk management functions.

In Lancashire, the RMAs support partnership working at operational levels by joint investigations on site and through the Making Space for Water meetings, at tactical level by sharing priorities and direction between organisational managers, and at strategic level by engaging with Councillors/Cabinet Members/Senior Managers. Lancashire, Blackpool and Blackburn-with-Darwen are also represented on the North West Regional Flood and Coastal Committee where cross-boundary projects, resources and data are shared with Cumbria, Greater Manchester, Merseyside and Cheshire. There are further connections with the Yorkshire region through minor catchment areas that overlap boundaries in Pendle District, which are described in more detail within the report at Annex 1.

#### Other responsible parties

Apart from the RMAs, it is important to recognise that other organisations have an interest in understanding and responding to the flooding mechanisms from December 2015, and in particular, land owners have various responsibilities for managing surface water drainage across their land. These parties are not RMAs and are not identified within the Section 19 report.

Where detailed investigations identify site-specific issues to be addressed by other parties, the RMAs engage with them to share information and to develop improvement actions/projects.

#### The Section 19 Investigation and report for the December 2015 Flooding Events in Lancashire

Lancashire County Council (LCC) is the Lead Local Flood Authority (LLFA) in Lancashire. The Lancashire and Blackpool Local Flood Risk Management Strategy 2014 – 2017 (LFRMS) identifies in Section 4.6 that an investigation may be triggered subject to the likelihood and consequence of flooding.

- Whilst the likelihood of December 2015's flooding events occurring again in the same combination of extreme weather conditions is statistically remote, many local communities were affected in much the same way at that time as they have been previously and since. It is reasonable to conclude that the likelihood of re-occurrence at a community level is relatively high in a number of locations.
- The consequences of December 2015's flooding were extreme in terms of extent and duration of flooding, numbers of homes and businesses impacted, impact on critical public infrastructure, and cost of repairs.

On these considerations, an investigation under Section 19 into the December 2015 floods is appropriate.

The December 2015 floods were of such a magnitude that previously-adopted approaches to Section 19 investigations into particular floods are not appropriate. For example: new data on addresses and flood damage were still being received every day during March and April 2016 and are still being identified on an ad hoc basis at the time of writing, and the Lancashire Resilience Forum will continue in its 'Recovery' stage of responding to the floods for some weeks to come.

Due to the geographical distribution and magnitude of the flood events experienced across Lancashire throughout December 2015, it has been clear throughout that it would not be possible to complete a detailed investigation into every individual flood incident in a timely manner.

The LLFA has therefore investigated the many floods in December as a single event and has prepared its report on this basis.

The Section 19 investigation report set out in Annex 1 explores the key floods that occurred during December 2015, and identifies the relevant RMAs involved in the emergency response, recovery phase and future flood risk management response to the flooding, to ensure the legal responsibility under Section 19 of the FWMA is met. It will also ensure that essential data and information is captured at the right level to identify all the communities affected, and will help to ensure that available resources are used effectively: to access funding for appropriate flood risk management activities and to deliver relevant actions as soon as possible.

LCC's framework engineering consultant, Jacobs UK Ltd, was engaged from June to September 2015 to inform the Section 19 report, drawing on data made available by the RMAs in Lancashire and from Met Office records.

The local Environment Agency team has provided detailed data and flood maps as part of its wider responsibilities following flooding incidents.

Every RMA has been fully engaged since the flooding events in investigations, repairs and recovery activities, including their own assets and critical public infrastructure. The task of compiling all statements of progress and future intentions for the 229 locations referred to in the Section 19 report is now underway, led by the LLFA.

It is proposed that further reports on progress and future intentions will be published through LCC's website on a three-monthly basis, providing updates from the relevant RMAs on investigations and actions completed at the various flooded sites, for communities to see progress and resolution of as many issues as possible as quickly as possible. These reports will be compiled and published by the LLFA based on data provided by the RMAs. These reports will not form the Section 19 report but are recognised as a necessary follow-on from the Section 19 investigation and commitment made under the LFRMS.

As set out in the LFRMS at Section 4.6:

*The investigations that we undertake are anticipated to greatly improve our understanding of flood risk. It is likely that flooding will happen in locations that have not previously been affected or where other studies have not identified a particularly high risk. In such instances, the flood investigations will be an invaluable tool for understanding the sources and mechanisms of flooding. Follow on works and studies are likely to be necessary in some instances and these will be integrated into our prioritised flood risk management plan.*

### Flooding Events in December 2015

The report at Annex 1 includes a detailed appraisal of weather conditions leading up to the main flood events in December 2015, and identifies all locations where the RMAs reported flooding to domestic property. It is acknowledged that there may still be gaps in this list of flooded locations, where property owners have not provided their information yet.

Individual daily rainfall totals show that rain fell almost continuously in Lancashire during the months of November and December 2015.

In the lead-up to December 2015, records show that the UK had experienced significant heavy rainfall with three major (named) storms occurring in November. The rainfall in November was almost twice (184%) the monthly average for the region (average based on the period 1981 – 2010). In December, rainfall reached 2 to 4 times the average (based on the period 1981 – 2010) in the west and north of the UK. Storm Desmond on the 4 and 5 December brought record-breaking rainfall totals for the Lake District and the north of England.

As a consequence of this exceptional rainfall, ground conditions were completely saturated from the latter half of November through the whole of December, and river levels were also extremely high. The peak rainfall events of 5 December (relating to Storm Desmond) and 26 December (relating to Storm Eva) are considered to be the key contributory factors to the flooding events on and around those dates.

Put simply, continuing rainfall could not be accommodated by existing ground absorption, stream/river capacity or formal drainage networks, and water remained on the surface, finding its own way to lower ground through any obstacles to flow including houses, business premises and critical public infrastructure.

### Detailed investigations

During 2016, RMAs have had the important task of pursuing investigations relating to their areas of responsibility and their relevant functions. In addition, the LLFA has had the task of compiling and producing the Section 19 report.

A significant number of investigations have already been concluded since January 2016, particularly where the flooding impacts were more modest or easily understood, and the conclusions of these investigations will be published as soon as the RMAs can confirm details.

Inevitably many other long-running investigations remain to be concluded, either because of the complexity of the flooding mechanisms to be investigated or because bids for area-wide studies are not yet complete to access funding from various sources (including the RMAs' own funding programmes and/or the Department for the Environment, Food and Rural Affairs' funding - referred to as Flood and Coastal Erosion Risk Management Grant in Aid). Further capital investment may be required for permanent improvement projects arising from the investigations.

Progress with these investigations will be monitored by the LLFA through the District-based Making Space for Water meetings and published as updates to the investigations through LCC's website on a regular basis.

### What Next?

Detailed investigations will identify what works and other activities have been carried out at each affected community, and what works and activities are still required.

A key question raised by communities after a major emergency as significant as the December 2015 flooding is likely to be: if the same weather events happened again, what would be different in the impact next time around?

A hard message to give is that if all normal drainage systems were to be overwhelmed again then it is likely that flooding would again occur. However, since December 2015 the following steps have been taken to manage the risk and impact of such an event in the future:

- Many hundreds more households have signed up to receive direct flood warnings from the Environment Agency. Therefore these households will in the future have better warning of impending flooding so will be better able to prepare;
- Many new Flood Action Groups are forming to help residents and other community member to help each other, and to activate local Flood Plans;
- LCC's own communications are improving to give more useful and interactive information in advance of, during and after a flood event;
- The multi-agency response to major flood emergencies is adapting to take account of key lessons learned from December 2015 events;
- Impact of flooding will be reduced where the Flood Resilience Grants have been used to improve property-level defences;
- Recovery after a flood event will be much faster where resilience and protection measures have been engaged since December 2015;
- Small-scale improvements have been researched and invested in by the RMAs. Large scale investments take many years to develop and secure funding but each year will see more of these progressing around Lancashire as opportunities arise;
- A national issue worthy of note: the Association of British Insurers has introduced (April 2016) a new insurance scheme for domestic properties known to be at risk of flooding. It is known as 'Flood Re'. Flood Re isolates the element of flood insurance separately from other elements of household insurance, and provides underwriting for the flood risk from across the

insurance industry to share liabilities, enabling an individual insurance provider to offer appropriate insurance at a more affordable premium. (More information can be found at [www.floodre.co.uk](http://www.floodre.co.uk)).

The impacts of future flooding will be significantly less than they were after December 2015, even in advance of any major investment in works, thanks to the efforts of many people, communities and organisations that were affected by the December floods.

## **Consultations**

The draft Section 19 report has been offered to all RMAs for consultation during the preparation of this report to Cabinet. Timescales for this consultation have conflicted with the traditional summer holiday period and many RMAs feel they would have benefitted from having more time to assess the facts presented (particularly the list of affected communities and identified flooding mechanisms) and to digest the findings of the report.

It is likely that supplemental findings reported by the RMAs will be added to the record as part of the planned exercise to publish future findings on a rolling programme in coming months.

## **Implications:**

This item has the following implications, as indicated:

### **Legal Implications**

The FWMA does not specify the timescale, the level of detail or the reporting format required to meet the obligations on the LLFA set out in Section 19; indeed the requirement is worded so that the LLFA itself identifies 'the extent that it considers necessary or appropriate'. Publishing the report attached at Annex 1 will meet the Council's obligations under Section 19 of the FWMA in regard to the flooding events in Lancashire of December 2015.

The proposed further reports are not part of statutory requirement but form part of the commitment in our LFRMS to use information from flooding events to improve our understanding of flood risk, and to drive relevant further studies and works.

### **Financial Implications**

There are no financial implications arising from consideration of this report.

The costs of producing the Section 19 report have been met from within LCC's Flood Risk Management team's annual revenue budget allocation. Any detailed investigations carried out by this team are met from the same budget.

Capital investment may be required for technical studies and/or permanent improvement projects arising from the detailed investigations. Subject to the findings



of the various relevant RMAs, appropriate funding bids will be made as opportunity arises, to whichever funding sources are most appropriate.

**List of Background Papers**

Paper	Date	Contact/Tel
All flood records held in FRM team files	December 2015 to August 2016	Rachel Crompton/01772-530150

Reason for inclusion in Part II, if appropriate

N/A



# December 2015 Floods in Lancashire

**Flood & Water Management Act 2010**

**Section 19 Investigation**

October 2016

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## EXECUTIVE SUMMARY

The extreme and unprecedented storms and rainfall events of November and December 2015 caused flooding throughout December to approximately 2,500 homes in Lancashire at 229 separate communities across the county. These floods also damaged private gardens, garages and out-buildings, business premises, agricultural property and many items of critical public infrastructure including roads, bridges and retaining walls, water treatment plants, power and communications installations, and essential community buildings such as schools, village halls, and town halls.

Taking into account similar flood events in Cumbria, Greater Manchester, North and West Yorkshire, this was flooding of national significance. In January, the Association of British Insurers estimated the final bill for the flood damage caused by storms Desmond, Eva and Frank to homes, businesses and motor vehicles to be £1.3 billion.

In its role as Lead Local Flood Authority, Lancashire County Council has identified this as a flood event requiring investigation under the requirements of Section 19 of the Flood and Water Management Act 2010, for the purpose of identifying which flood risk management authorities had or still have relevant functions to be exercised in regard to these flood events.

The Lead Local Flood Authority is required to publish the results of this investigation and to notify any relevant risk management authorities of its findings.

This report discharges this responsibility, and launches the major process of publishing the findings of the Lancashire flood risk management authorities into how our communities were flooded, so that we can work together to find ways of managing the risks and impacts of such an event in the future.

The schedule attached identifies the 229 communities in Lancashire affected by flooding in December 2015 and the principal impacts at each location. Over the past 9 months since the flooding, we and our partner authorities have collected much more information than is represented here.

This will be supplemented with further investigations will be published in coming months by the County Council as reports into the flood risk reduction actions taken within each identified community since December 2015. These reports will identify the opportunities we find for more investigations and/or works.

## **SECTION 1 – INTRODUCTION AND PURPOSE OF THE REPORT**

### **1.1 Flood & Water Management Act 2010 Duty**

1.1.1 Lancashire County Council (LCC) as a Lead Local Flood Authority (LLFA) has a duty to investigate flooding in accordance with Section 19 of the Flood and Water Management Act 2010 (FWMA) as follows:

1.1.2 Section 19 states:

- 1) On becoming aware of a flood in its area, a lead local flood authority must, to the extent that it considers it necessary or appropriate, investigate:
  - a) Which risk management authorities have relevant flood risk management functions, and
  - b) Whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.
- 2) Where an authority carries out an investigation under subsection (1) it must:
  - a) Publish the results of its investigation, and
  - b) Notify any relevant risk management authorities.

1.1.3 The terms 'risk management functions' and 'risk management authorities' are defined in Section 2.

### **1.2 Lancashire & Blackpool Local Flood Risk Management Strategy**

1.2.1 In addition to the requirements of Section 19 of the FWMA, the Lancashire and Blackpool Local Flood Risk Management Strategy (LFRMS) sets out how flood risk should be managed locally.

1.2.2 The LFRMS states that the Section 19 investigations will help to:

- Improve the understanding of flood risk by providing an invaluable tool for understanding the sources and mechanisms of flooding;
- Identify assets that have a flood risk management function, which may need to be designated; and
- Identify where additional works and studies are likely to be necessary, that LCC or other risk management authorities can integrate into their prioritised flood risk management plans.

### **1.3 Approach to the investigation of flooding in December 2015**

1.3.1 Given the extent and magnitude of the events in Lancashire through December 2015, the number of communities affected and the number of residential properties that reported flooding, LCC has considered how to best deliver its statutory responsibilities as noted above, while also assessing and addressing the diverse issues and impacts relative to each affected community to satisfy the requirements specified in the LFRMS.

1.3.2 LCC has adopted a two-stage approach that will satisfy all the requirements above as follows:

- The first stage is to publish this overarching Section 19 investigation to assess the two major storm events in December and all communities/locations that experienced flooding as a result of these events, focussing on statutory responsibilities and the duties of flood risk management authorities during the events.
- The second stage will report detailed investigations and identification of remedial actions/works in each of the individual communities identified in Appendix A. This approach will deliver the commitments of the LFRMS and is explained further in Section 6.



## **SECTION 2 - DEFINITIONS AND RESPONSIBILITIES**

### **2.1 Key Definitions**

#### **2.1.1 The Risk Management Authorities**

2.1.1.1 The risk management authorities (RMAs) are identified in the FWMA as follows:

- a. The Environment Agency (EA),
- b. The lead local flood authority,
- c. A district council for an area for which there is no unitary authority,
- d. An internal drainage board,
- e. A water company, and
- f. A highway authority.

2.1.1.2 Each of these organisations has powers and duties under various legislation and regulations for the responsible management of natural water, flood risk and in some cases coastal erosion.

2.1.1.3 The FWMA requires all the RMAs to cooperate with other relevant authorities in the exercise of their flood and coastal erosion risk management functions.

2.1.1.4 In Lancashire, the RMAs support partnership working in the following ways:

- at operational levels by joint investigations and through the Making Space for Water meetings;
- at tactical level by sharing priorities and direction between organisational managers, and
- at strategic level by engaging with Councillors/Cabinet Members/Senior Managers.

2.1.1.5 Lancashire, Blackpool and Blackburn-with-Darwen are also represented on the North West Regional Flood and Coastal Committee where cross-boundary projects, resources and data are shared with Cumbria, Greater Manchester, Merseyside and Cheshire.

2.1.1.6 The village of Earby in Pendle District is a special case in that it lies within a river catchment that falls towards North Yorkshire, so its local EA services are supplied through the Yorkshire team. This gives the Lancashire partnership a direct connection to the Yorkshire Regional Flood & Coastal Committee. Earby also receives services from the Earby and Salterforth Internal Drainage Board (IDB), which replaces a number of the lead local flood authority functions.

#### **2.1.2 The Risk Management Functions**

2.1.2.1 The RMAs have responsibility for flood risk management functions as defined under Section 4 (2) of the FWMA:

- (a) a function under this Part,
- (b) a function under section 159 or 160 of the Water Resources Act 1991,

- (c) a flood defence function within the meaning of section 221 of that Act,
- (d) a function under the Land Drainage Act 1991,
- (e) a function under section 100, 101, 110 or 339 of the Highways Act 1980, and
- (f) any other function, under an enactment, specified for the purposes of this section by order made by the Minister.

2.1.2.2 For the purpose of this investigation, the functions of the RMAs in the emergency response and the emergency recovery to the December 2015 flood events have also been taken into account, because of the scale and extent of flooding in Lancashire during that month.

### 2.1.3 Riparian Landowners

2.1.3.1 The legal term 'riparian' is applied to landowners who own land adjoining or containing a river or watercourse. They have certain rights to use the water flowing across their land for their own purposes, and in regard to flood risk management they also have a number of responsibilities, including the following:

- to maintain the bed and banks of the watercourse, and also the trees and shrubs growing on the banks;
- to clear any debris, even if it did not originate from their land. This debris may be natural or man-made;
- to keep any structures within their ownership clear of debris. These structures include culverts, trash screens, weirs and mill gates.

2.1.3.2 If riparian landowners do not fulfil their responsibilities they may face enforcement action taken by the relevant RMA.

### 2.1.4 Interconnections between responsibilities

2.1.4.1 Public sewers in Lancashire are principally the responsibility of United Utilities plc or Yorkshire Water plc. Copies of the record maps indicating the location of public sewers in Lancashire are held in the water companies' head offices. These companies also keep records of pumping stations and any water treatment works which form part of the public sewage system.

2.1.4.2 Private drainage systems are the responsibility of each owner whose property it drains. Where more than one property uses a private pipe, responsibility is normally shared proportionately. The private system comprises all the pipes up to the point of connection with a public sewer (this can include the entire system where connected to a septic tank, cesspool or soakaway). Formal records indicating the location of private drainage systems are not held by any RMA. The deeds of a property may include details.

2.1.4.3 The highway surface water drainage of all adopted public roads, other than trunk roads or motorways, is the responsibility of LCC as the local highway authority, including roadside drainage gullies and certain roadside ditches. Drainage from trunk roads and motorways is the responsibility of Highways England (formerly the

Highway Agency). Drainage of private unadopted roads is normally the responsibility of private property owners who make use of or adjoin the road.

2.1.4.4 Land drainage comprises systems of rivers, watercourses, ditches, culverts, pipes, lakes and ponds intended to drain water resulting from rainfall and flows from underground sources. Typically the primary responsibility for maintaining responsible flows in land drainage systems lies with the riparian owner or owners, with the LLFA, EA, IDB and local councils holding enforcement powers to use if the land owner/s default in their duties.

2.1.4.5 All drainage systems eventually discharge into the sea as the lowest possible point for water to collect. In Lancashire, this is at Morecambe Bay or the Irish Sea directly.

2.1.4.6 All drainage networks are formed from combinations of these systems to overcome historic demands of efficiency, simplicity and convenience. For example, a highway gully may well connect to a length of highway drainage pipe before connecting to a private ditch, or a public surface water sewer, or directly to a main river. The original reasoning for these arrangements may now be forgotten or inappropriate for current needs, but the physical interconnection of drainage systems means that it is often impossible to tell just from looking at flood water exactly where the barrier to flow arises and therefore exactly which organisation may need to take remedial action.

2.1.4.7 It is therefore vital for the RMAs to share information and collaborate during investigations, and for the investigations to be allocated to the appropriate organisation to lead. Where 'appropriateness' is not immediately clear, the LLFA will usually take the lead until better information is available.

## **2.2 Key Functions of the RMAs**

### **2.2.1 The Environment Agency**

The flood risk management responsibilities of the EA include the following:

- a. strategic overview for all forms of flooding;
- b. provision of a National Strategy for Flood and Coastal Erosion Risk Management (FCERM) to cover all forms of flooding;
- c. a power to request information from third parties in connection with flood risk management duties. Risk management authorities have a duty to co-operate with the EA in the provision of such information;
- d. a duty to co-operate with other relevant authorities in the exercise of flood risk management functions, which may include the sharing of information with other relevant authorities;
- e. a duty to have regard to Local Flood Risk Management Strategies;
- f. a duty to be subject to scrutiny from lead local flood authorities' democratic processes;
- g. responsibility for managing coastal flooding;
- h. responsibility for managing fluvial flooding from main rivers;

- i. responsibility for issuing environmental permits for work that might impact on main river flows;
- j. responsibility for maintaining its own flood risk management assets including pumps and flood basins;
- k. updated provisions for the regulation of reservoirs;
- l. permissive powers to carry out maintenance work on main rivers under Section 165 of the Water Resources Act 1991;
- m. the provision of flood forecasting and warning services;
- n. the provision of flood maps;
- o. the provision of flood related information and advice;
- p. investment in flood defences, supplemented through partnership funding where appropriate;
- q. a power to take enforcement action where flow in a main river has been impeded and may cause a flood risk.

## 2.2.2 Lancashire County Council

2.2.2.1 LCC has a dual risk management role, in its capacity as both highway authority and LLFA.

2.2.2.2 The County Council as the LLFA has a number of duties and powers, in addition to the duty to investigate flooding set out above. These include:

- a. a duty to develop, maintain, apply, monitor and consult on an LFRMS for its area (copy available from the LCC website [www.lancashire.gov.uk](http://www.lancashire.gov.uk));
- b. a duty to develop and maintain a register of structures or features which might impact on flood risk, including ownership and condition (the Flood Risk Asset Register is available on the LCC website [www.lancashire.gov.uk](http://www.lancashire.gov.uk));
- c. the management of the consenting process for works that are likely to affect the flow characteristics of ordinary watercourses (Land Drainage Consent – guidance available on the LCC website [www.lancashire.gov.uk](http://www.lancashire.gov.uk));
- d. a power to undertake works for managing flood risk from surface run-off or groundwater;
- e. a power to request information from third parties in connection with flood risk management duties. RMAs have a duty to co-operate with the LLFA in the provision of such information;
- f. a power to designate structures and features that affect flooding or coastal erosion.
- g. a power to take enforcement action where there is an obstruction to an ordinary watercourse that may cause a flood risk.

2.2.2.3 LCC as the local highway authority has a duty under the Highways Act 1980 to maintain highways that are maintainable at public expense. This includes responsibility for highway drainage, as well as for the condition and safety for users of all highway assets including roads, footways, bridges and culverts, street lighting and traffic signals.

2.2.2.4 as local highway authority, LCC has a duty to co-operate with other relevant authorities in the exercise of flood risk management functions, which may include the sharing of information with other relevant authorities

2.2.2.4 LCC also has private responsibilities for land drainage where it is a land owner.

## **2.2.3 City and Borough Councils**

2.2.3.1 The flood risk management responsibilities of City and Borough councils include the following:

- a. a power to designate structures and features that affect flooding or coastal erosion;
- b. a duty to exercise their flood risk management functions in a manner consistent with local and national strategies, and to have regard to those strategies in their other functions;
- c. a duty to be subject to scrutiny from LLFAs' democratic processes;
- d. a power to do works on ordinary watercourses
- e. a duty to co-operate with other relevant authorities in the exercise of flood risk management functions, which may include the sharing of information with other relevant authorities.
- f. a power to take enforcement action where there is an obstruction to an ordinary watercourse that may cause a flood risk.

2.2.3.2 City and Borough Councils have a number of wider functions and roles that can be relevant to flood risk management and response. These include local planning, housing, environmental health and community engagement activity, as well as private responsibilities for land drainage where they are a land owner.

## **2.2.4 Internal Drainage Board**

2.2.4.1 An Internal Drainage Board (IDB) is a local public authority established in areas of special drainage need in England and Wales. IDBs have permissive powers to manage water levels within their respective drainage districts. IDBs undertake works to reduce flood risk to people and property and manage water levels to meet local needs.

2.2.4.2 The expenses of an IDB are predominantly funded by the local beneficiaries of the water level management work they provide. Each IDB sets a budget for its planned work in the forthcoming year and any investments it needs to make for future projects.

2.2.4.3 More information about IDBs can be found from the Association of Drainage Authorities ([www.ada.org.uk](http://www.ada.org.uk))

## **2.2.5 Water Companies**

The flood risk management responsibilities of water companies (in Lancashire: United Utilities plc and Yorkshire Water plc) include the following:

- a. a duty as sewage undertakers under Section 94 of the Water Industry Act 1991, to provide & maintain sewers for the drainage of buildings and associated paved areas within property boundaries;
- b. responsibility as sewerage undertakers for lateral drains and public sewers, the latter being defined as a conduit, normally a pipe that is vested in a Water and Sewerage Company, or predecessor, that drains two or more properties and conveys foul, surface water or combined sewage from one point to another point and discharges via a positive outfall;
- c. responsibility for any flooding which is directly caused by its assets – i.e. its water or sewerage pipes;
- d. a duty to be subject to scrutiny from lead local flood authorities' democratic processes;
- e. a requirement to exercise flood risk management functions in a manner consistent with the national strategy and guidance and have regard to the local strategies and guidance;
- f. a duty to co-operate with other relevant authorities in the exercise of flood risk management functions, which may include the sharing of information with other relevant authorities.

### **2.3 Civil Contingencies Responsibilities**

The RMAs listed above (with the exception of the IDBs) have additional responsibilities under the Civil Contingencies Act 2004, which provides the statutory basis for dealing with a response to flooding in emergency situations. These include flood preparedness planning and flood response.



## SECTION 3 – METHODOLOGY

### 3.1 Interpretation of the Section 19 Duty

3.1.1 A two stage approach is being taken to the investigation of the flooding that occurred across Lancashire during December 2015.

3.1.2 Stage 1 is to satisfy the LLFA's legal responsibilities under the FWMA. That requirement is met by this report which gives an overview of what happened with weather conditions and consequent flooding in Lancashire, documenting how all of the RMAs responded during the events and how they have fulfilled or still are fulfilling their duties.

3.1.3 For the reports that follow the Stage 1, the LLFA relies on information yet to be provided or verified by the RMAs arising from their investigations which commenced during December 2015 and January 2016 – immediately after the emergency events – and which have been progressed during 2016. These investigations and further community liaison will continue wherever necessary to deliver appropriate advice and investment to affected communities.

3.1.4 Stage 2 of the reporting process will identify each individual flooding event in more detail with a focus on the communities or sub-communities affected, accounting for the specific variables for each location and the mechanisms of flooding that occurred, in accordance with commitments in the LFRMS.

3.1.5 The understanding gained from these further investigations will identify remedial actions that can be taken forward by the relevant RMA (or RMAs together) to reduce the risk of internal flooding to properties and manage impact of similar flood events in the future. Findings and recommendations will be published through the Stage 2 reports, which will be published separately to the Stage 1 report.

3.1.6 As described in Section 2 of this report, drainage networks interconnect in sometimes complicated ways for historic reasons. Partnership working and joint investigations between the RMAs are essential to identify the appropriate options in all 229 communities and to deliver flood risk management improvements.

### 3.2 Stage 1 investigation

3.2.1 This report provides information on the Stage 1 investigations into the flooding that occurred in December 2015. It considers the 2 major storms:

- 5/6 December and further localised incidents (Storm Desmond), and
- 25/26 December (Storm Eva).

It records the extreme magnitude, geographical distribution and impact of these events.

3.2.2 Although there has been significant and widespread impact on infrastructure, commercial properties and the local economy as a whole, the focus of this report is around the responsibilities of the LLFA and other RMAs to manage flood risk with the priority of preserving life and of benefitting people and property, in accordance with national flood risk management priorities and those established in the LFRMS. Most

of the data collected at this stage of the investigations relates to residential property with an emphasis on internal flooding.

### 3.3 Sources of information used to inform this investigation:

3.3.1 LCC's framework consultant has assimilated relevant data relating to these storms, the rainfall events themselves and how they unfolded in Lancashire, and the impact of this weather on people, properties and communities.

3.3.2 The relevant data includes the following:

- a. **EA-recorded flooded properties** – this is the primary source of data used in this report to establish the impacts of the flooding on properties in Lancashire. It was presented as a GIS (Graphical Information Shapefile) property point dataset that included the location and date of the incident. Although the point data is relative to a specific property, no additional information was contained within the dataset regarding the source or mechanism of flooding or of the type of property flooded. It is possible to identify local elements of critical infrastructure from the address provided. This dataset is primarily based on information collected by the EA from local authorities, but also from data collected by the EA's own flood ambassadors who visited affected communities and who were very active following the flooding events.
- b. **LCC-recorded flood incidents** - this dataset comprised individual records of flood incidents reported by members of the public directly to LCC and included the incident date, location and general description of the flood event. Many of these reports were collected in the various drop-in events attended by various LCC teams working alongside the other RMAs during January and February 2016 in various venues around Lancashire. Whilst this data source included records of internal flooding to residential properties, it also included other flooding elements including highway and critical infrastructure flooding. The anecdotal nature of the evidence was useful in establishing the source of flooding or understanding the wider context. However, as this data was not collected systematically across the county, it is not appropriate to call it a complete dataset.
- c. **EA-recorded flood extent maps** - this GIS dataset illustrates the extent of flooding during the flood incidents representing the EA's best current knowledge of properties that flooded. Generally, the flood extent maps only represent flooding from main rivers, although flood extents relating to other sources of flooding were also recorded in some instances. Occasionally additional information was provided detailing the source and/or the number of properties flooded.
- d. **EA Flood Risk Mapping** – these GIS datasets include the updated Flood Map for Surface Water (uFMfSW) and the Flood Map for Planning (FMfP) showing Flood Zones 2 and 3.

3.3.3 In addition to the above GIS datasets, a number of other supporting information was collected, including:

- a. **EA District Summary Reports** - these reports (compiled by the EA flood ambassadors) comprise brief summaries of the impacts of flooding in some of the affected communities and details of the number of residential properties that flooded internally (linked to the EA recorded flooded properties dataset described above). They also provide some details on the source and mechanism of the flooding and in some cases provide details of indirect impacts such as disruption to transport or utilities infrastructure;
- b. **Public Media Records** of flooding from online newspaper articles, blogs, videos and other social media.

3.3.4 Records of groundwater levels were not analysed to assess the significance of groundwater flooding as part of this investigation. This is due in part to the limited number of monitoring boreholes across the region, but also due to the relatively short duration of the flooding experienced across the region, which indicates that groundwater was unlikely to be a primary source of flooding.

### 3.4 Rainfall and river flow data

3.4.1 Analysis of the rainfall events leading up to December and the major storms of 5/6 December and 25/26 December has been carried out by LCC's framework consultant. This includes reference to:

- a. **Water Situation Reports** – the EA issues monthly water situation reports covering England, which provide an overview of various hydrological information, including rainfall, soil moisture and river flows for the month. These reports have been used to help provide an overall picture of the conditions that led to the flooding events in Lancashire on the 5/6 December and 25/26 December 2015.
- b. **Rain Gauge Records** - rain gauge data from 17 daily recording rainfall gauges for Lancashire covering the period of record from the start of November 2015 to the end of December 2015.
- c. **Met Office records** – historic data and storm information for the months of November and December 2015.

### 3.5 RMA Responsibilities

3.5.1 The rainfall events in December were subject to an emergency incident declared under the Civil Contingency Act 2004 (CCA). All RMAs have duties as Category 1/2 responders under the CCA and take direction from a central headquarters. The Stage 2 reports will identify all on-going responsibilities and how these are to be taken forward.

### 3.6 Timeline for December 2015 Flooding Events and Section 19 Investigation

The timeline for the delivery of the Stage 1 (Section 19 investigation) is set out below:

Date	Action	Comment
5/6 December 2015	First flood event	Storm Desmond
12/13 December 2015	Additional to first flood event	Tail-end of Storm Desmond
25/26 December 2015	Second flood event	Storm Eva
December to April 2016	RMA responses	RMAs responding to flood event and collecting relevant data
January 2016 ongoing	RMA responses	Repairs, investigations & improvement programmes underway
April 2016	Lancashire Tactical Group Meeting	Section 19 report proposals presented to RMAs and approach agreed in principal
May – July 2016	Section 19 Investigation - Data Collection	LCC collecting all relevant data from each RMA; appointed consultants; Cabinet Member approval of report structure and programme for delivery; Partnership consultation
July 2016	Section 19 Investigation - Draft list of Communities Affected	Draft list of communities affected and draft recommendations issued to LCC by consultants
	Lancashire Tactical Group Meeting	Review draft list of communities affected and recommended actions
August/September 2016	Section 19 Investigation – Reporting	Section 19 Investigation Report drafted, circulated to consultees & prepared for publication
September 2016	12 x Making Space for Water meetings	Confirm single/joint RMA activities at each flooded community for proposed reports &/or further investigation
October 2016	Section 19 Investigation – Publish Report	Report to Cabinet
November 2016 ongoing	Publish RMA activities at each flooded location	Rolling updates as progress is made with affected communities & conclusions reached

## SECTION 4 – PRINCIPAL WEATHER EVENTS AND RAINFALL ANALYSIS

### 4.1 Winter Storms

4.1.1 Rainfall is one element of the designation by the Met Office of a named storm. The criteria for a storm to be named include a combination of both the impact the weather may have and the likelihood of those impacts occurring. It must include a medium or high impact from strong winds, therefore it is not unexpected for there to be a situation of heavy rainfall unaccompanied by strong winds, which is therefore not designated as a named storm.

4.1.2 Winter 2015 brought a number of named storms to the UK as set out in Table 4.1 below:

Storm Name	Date of impact on UK and/or Ireland
Abigail	12 – 13 November 2015
Barney	17 – 18 November 2015
Clodagh	29 November 2015
Desmond	5 – 6 December 2015
Eva	24 – 27 December 2015
Frank	29 – 30 December 2015

**Figure 4.1 – Record of named UK storms November/December 2015**

4.1.3 In the period preceding December 2015, Met Office records show that the UK experienced significant heavy rainfall with three major (named) storms occurring in November: Storms Abigail, Barney and Clodagh. The rainfall in the North West during November 2015 was almost twice the normal rainfall for the region (184% of the average based on the period 1981 – 2010).

4.1.4 In December 2015, rainfall reached 2 to 4 times the average in the west and north of the United Kingdom. Storm Desmond on the 4, 5 and 6 December, brought record-breaking rainfall totals for the Lake District and the north of England.

4.1.5 The rainfall events in November 2015 effectively caused the ground to become saturated in advance of the further rainfall events in December. The increase in soil moisture had the effect of decreasing its hydraulic capacity, in effect reducing the ability of the soil to absorb future rainfall and consequently increasing surface water run-off. Where the ground was already saturated, surface water run-off was more rapid in response to rainfall, exacerbating surface water flooding.

Figure 4.2 below illustrates the difference between average December rainfall and that which fell in December 2015:

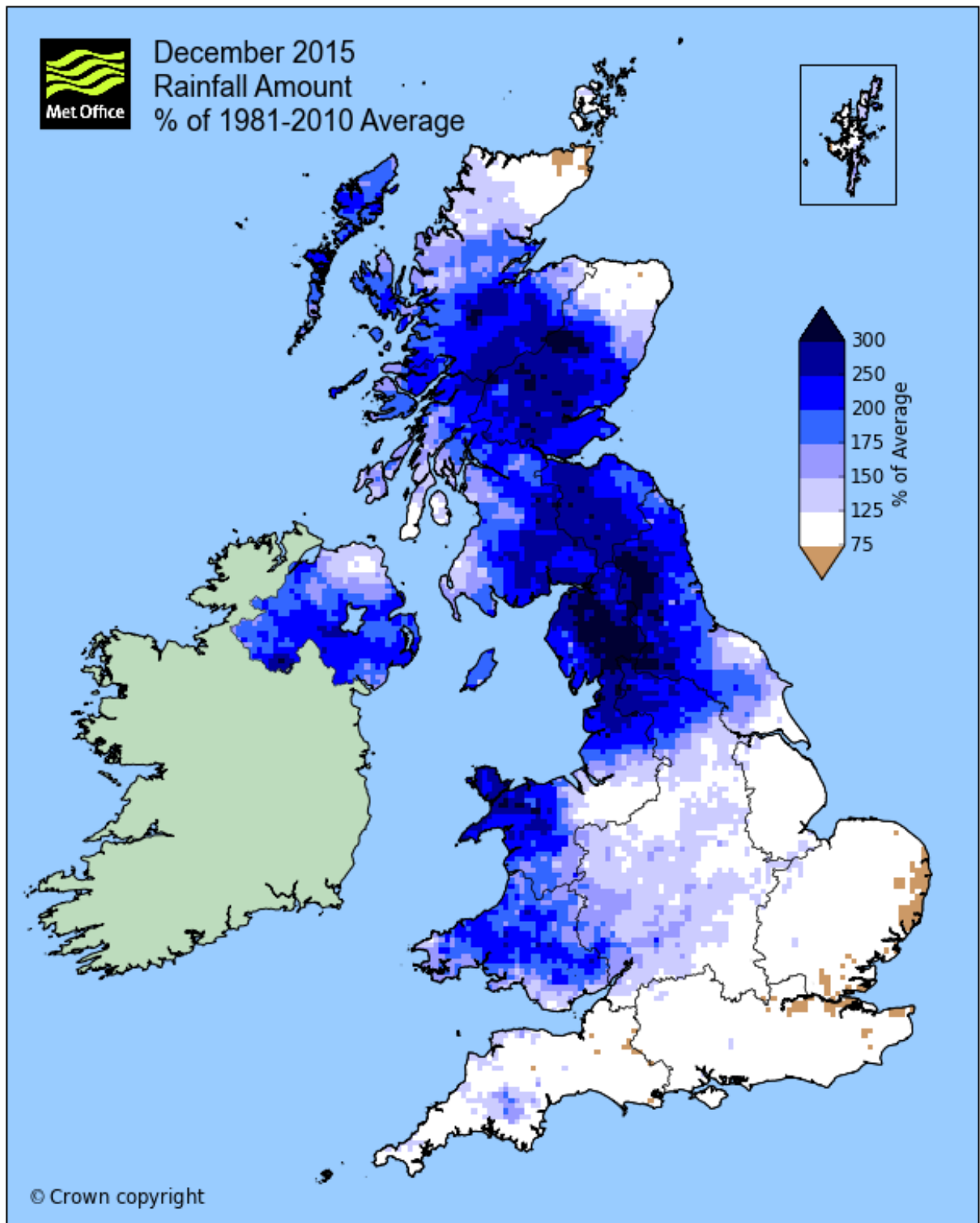
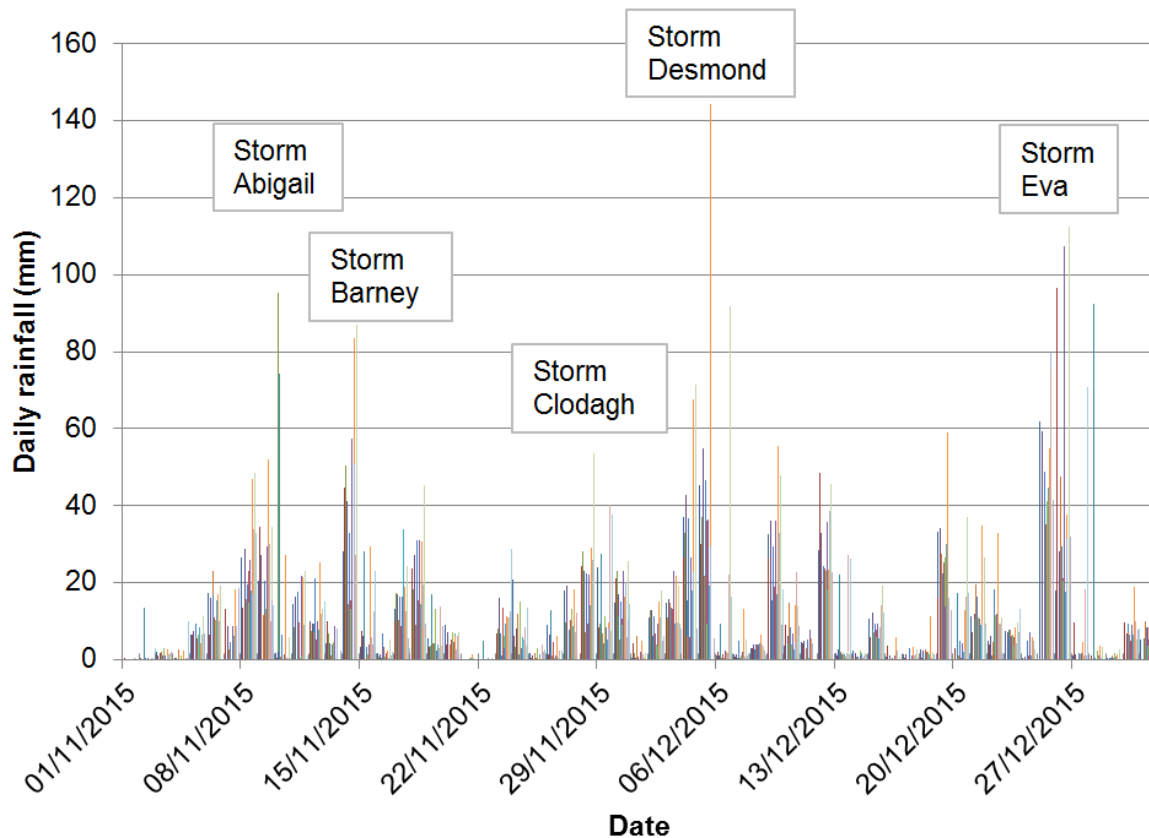


Figure 4.2 - UK distribution of rainfall relative to the average for December 2015



4.1.6 The graph below at Figure 4.3 indicates the rainfall across Lancashire during November and December 2015 with the named storms shown. It is notable that rain fell almost every day throughout this period, with occasional peaks of high intensity rainfall. These instances may also have had an impact on flood events, and will be considered through the Stage 2 reports in more detail.



**Figure 4.3 – Rainfall in Lancashire, November – December 2015**

## 4.2 River Flows

4.2.1 In response to the significant rainfall events through December, the amount of water flowing in Lancashire's rivers increased substantially. All EA river flow indicator sites across the north of England recorded an increase in monthly mean river flow for December. Exceptionally high river flows were recorded in the North West during November and December 2015. The largest ever flows recorded on an English River were recorded on the River Lune (approximately 1700 cubic meters per second).

The significance of these records is illustrated in Figure 4.4 below:

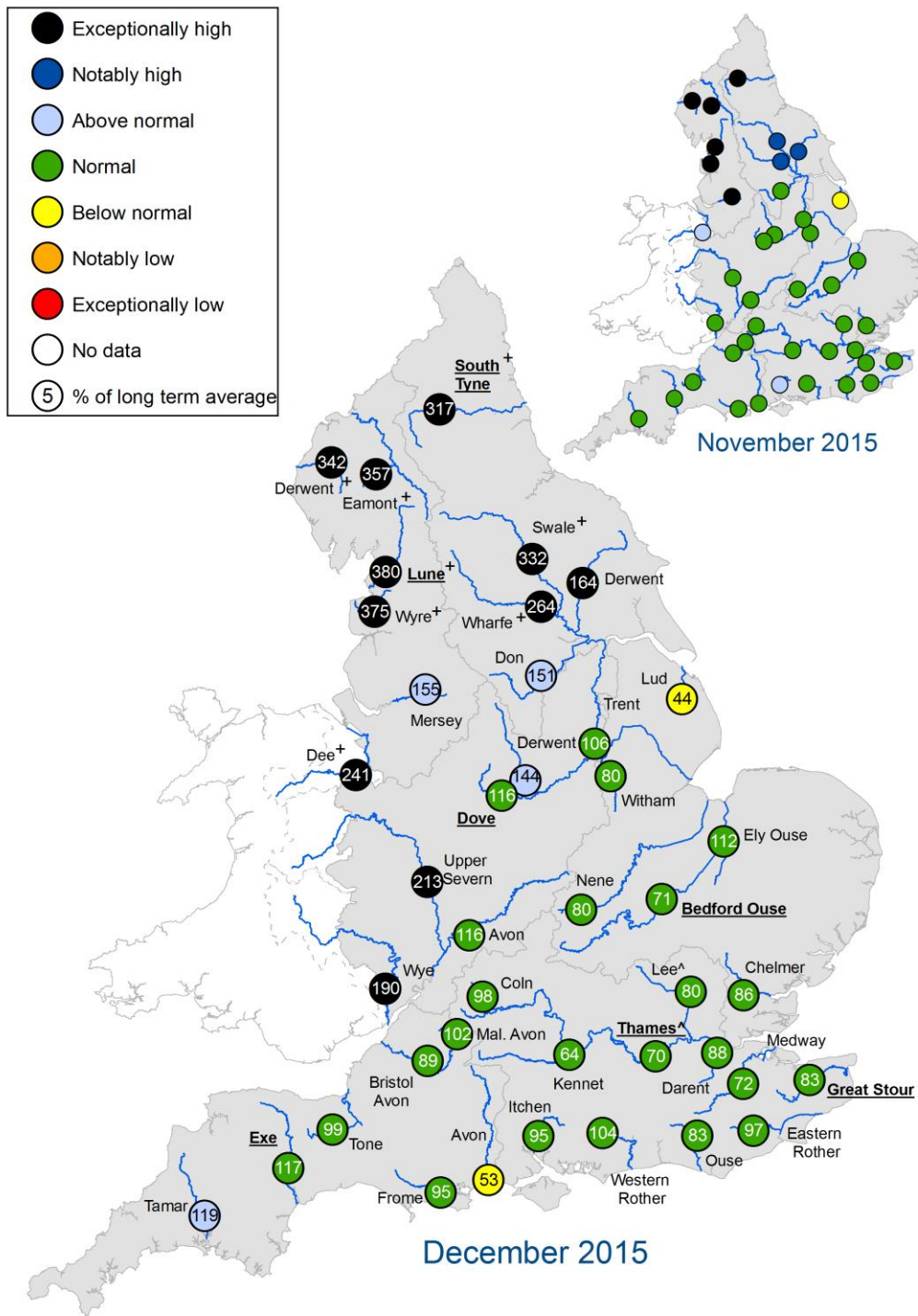
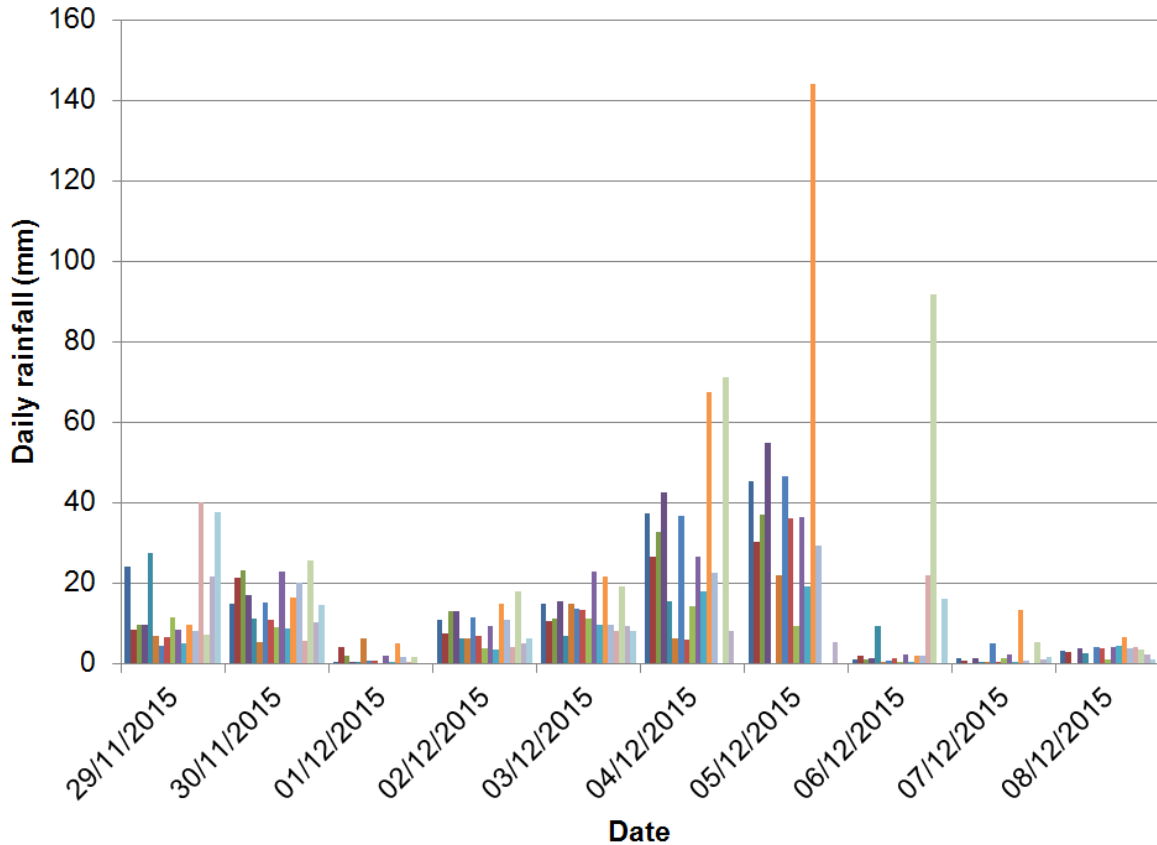


Figure 4.4 – English River Flows compared to average, November & December 2015

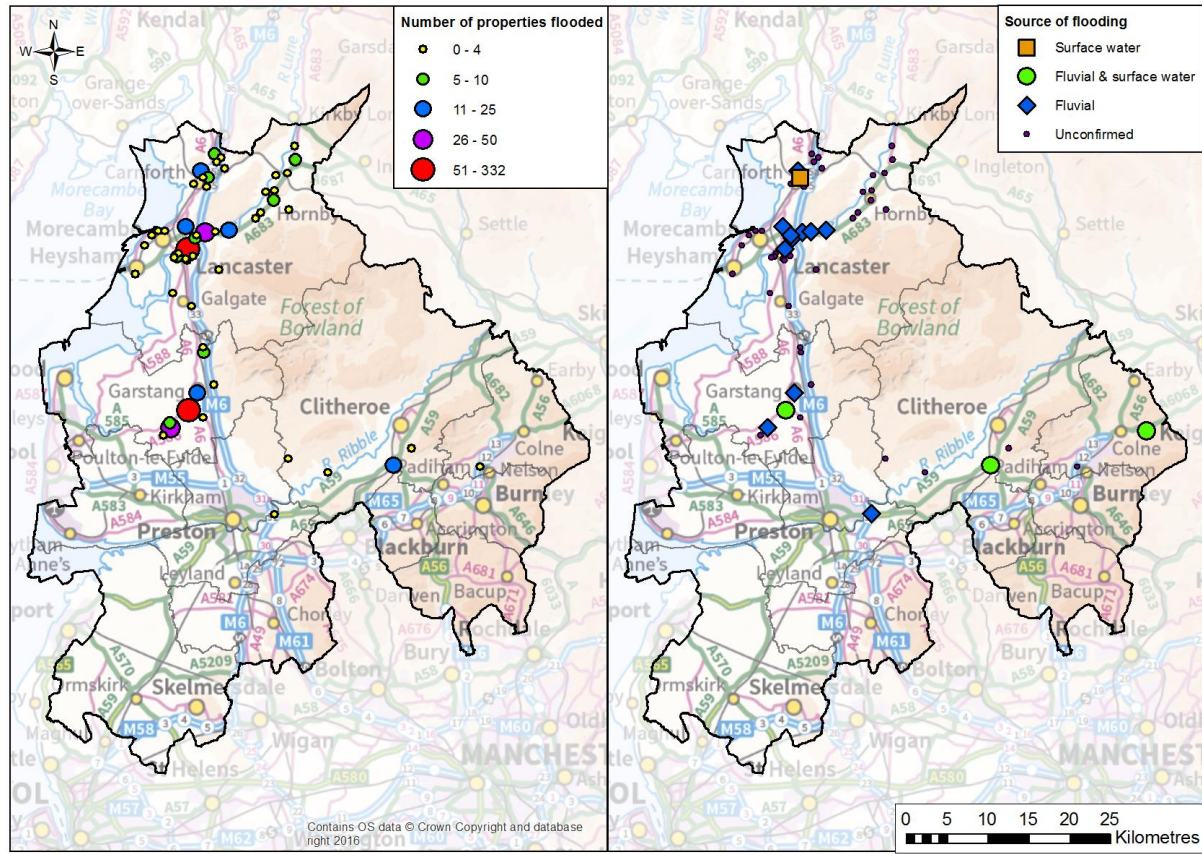
### 4.3 Analysis - 5/6 December 2015 (Storm Desmond)

4.3.1 The rainfall around the flooding event in Lancashire on the 5/6 December is shown on the graph below at figure 4.5 This illustrates that there is a steady, but not exceptionally high, increase in rainfall from 1 to 5 December, when a significant peak suddenly occurs. This will have increased the flow in rivers and all water levels will have risen, affecting the ability of surface water systems to discharge. The rainfall then subsides which allows the river levels to reduce.



**Figure 4.5 - Daily rainfall totals preceding and following 5 December**

4.3.3 Analysis of the data collected reflects the event as described by eye-witness accounts. The primary cause of flooding is considered to be fluvial, meaning 'from rivers', often with an additional surface water flooding element. The flooding events of 5/6 December mainly affected the north of Lancashire, which correlates with the rainfall data. This is demonstrated in Figure 4.6 below, showing locations of internal flooding to domestic property alongside recorded sources of flooding.



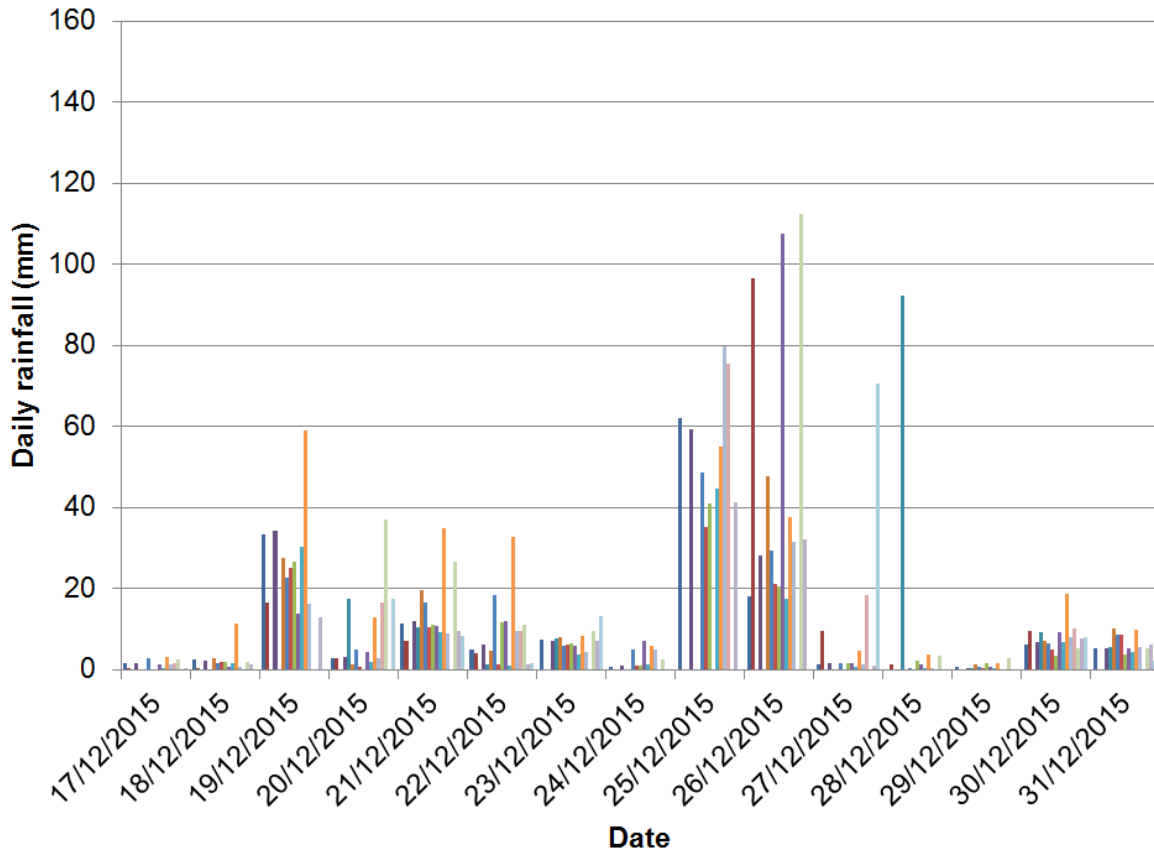
**Figure 4.6 - 5 December properties flooded and source of flooding**

4.3.4 Flooding that is directly attributable to rivers and out-of-bank flow will occur when the river is already at capacity and additional rainfall occurs. The rivers did not have capacity to accommodate the additional rainfall.

4.3.5 When flooding occurs from rivers, generally water levels will also be so high that surface water drainage systems are unable to discharge. This causes them to back-up and surcharge, generating visible surface water on roads, gardens, and other flatter areas of land. The source of flooding is often perceived to be only from the river, or only from the highway drainage, because the interaction of the various local drainage systems is not understood.

#### 4.4 Analysis - 25/26 December 2015 (Storm Eva)

4.4.1 The rainfall surrounding the event on the 25/26 December is shown on the graph at Figure 4.7 below. This illustrates that there was a significant period of rainfall between 19 and 23 December and although further rainfall was recorded on 25 December, it was less significant and allowed for some minor recovery, or at least a steady state, in river and drainage systems. There is then an increase in rainfall which is sustained over the 25 and 26 December.

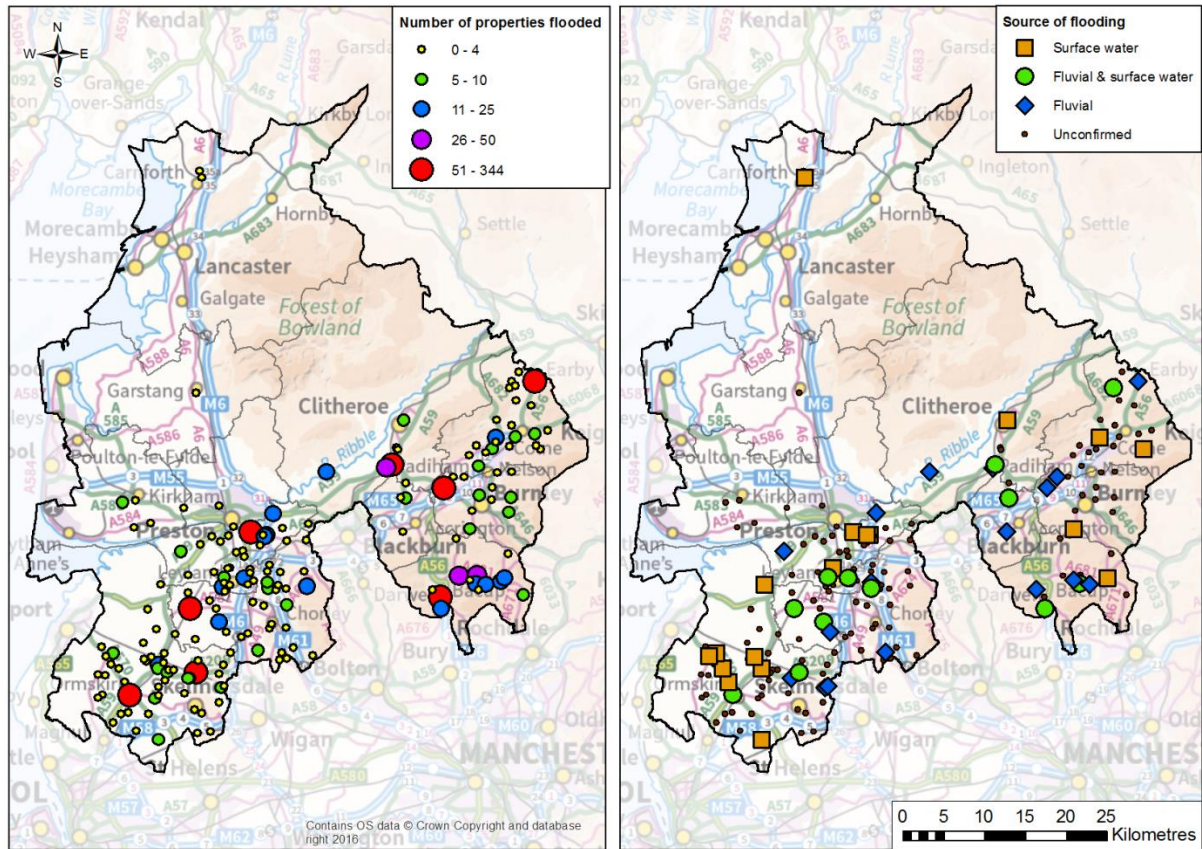


**Figure 4.7 - Daily rainfall totals preceding and following 26 December**

4.4.2 Analysis of the data collected relating to domestic property flooding revealed that the sources of flooding were much more varied in this event than was identified earlier in the month. The primary source of flooding was typically from surface water, although flooding from rivers was also noted in a number of cases. When comparing this to the rainfall analysis, it is possible to gain a picture of the flood event.

Figure 4.8 below shows the affected properties alongside the mechanisms of flooding that were reported:





**Figure 4.8 – 25/26 December properties flooded and source of flooding**

4.4.3 For the event of 25/26 December, the rivers and drainage systems were able to accommodate the steady rainfall during the period in advance of the 25 December. The steady increase experienced on the 25 and 26 December resulted in an increase in river levels. Eventually, all drainage systems were at capacity and unable to discharge due to the risen water levels in streams and rivers, which resulted in the drainage systems surcharging and causing flooding.



## 4.5 Overview/comparison of the two events

4.5.1 From the data available and analysis undertaken for the purpose of this report into the specific events around Storms Desmond and Eva (5/6 December and 25/26 December), we can understand the overall impact the storms had on the flooding that occurred and the primary mechanisms of the flooding to the various communities.

4.5.2 The primary sources of flooding during both events includes directly from rivers and also from surface water, however the two events are themselves very different. There was a steady increase in rainfall prior to the 5 December which was not replicated prior to the 25 December. This influenced how the drainage systems and rivers accommodated rainfall and when capacity was reached.

4.5.3 Flooding occurs from rivers when they are not able to accommodate a heavy rainfall event and the river flow comes out-of-bank. Water levels in the rivers increase and surface water systems are not able to operate effectively, becoming surcharged and contributing to flooding.

4.5.4 This is not the case in a normal short-term heavy rainfall event, when river levels fluctuate and the drainage systems are able to accommodate storage of flood water when they are not able to discharge to the river or other watercourse.

4.5.5 Similar rainfall patterns are seen throughout November which did not result in the extensive flooding that we saw on 5/6 December. The significant difference is the intensity of the rainfall on the 5 December. The flooding over the 25/26 December was as a result of the excessive and sustained rainfall over that period.

4.5.6 A combination of the magnitude of the events and the rainfall that had already fallen meant that flooding would always be likely with systems and rivers at capacity on both occasions. The event of the 5/6 December was of a shorter duration, but relatively intense, whereas the event of the 25/26 December was less intense but of a longer duration. The mechanisms of flooding were therefore different between these two weather events.

## SECTION 5 – EXERCISE OF FLOOD RISK MANAGEMENT FUNCTIONS

5.1 Between them, the RMAs have a variety of flood risk management functions in regard to a flood event.

5.2 In advance of forecast flood conditions, those RMAs with responsibility for flood risk-related assets will take planned preparatory action to minimise the risk of damage to their own property as well as to the properties of others who rely on these assets for protection.

5.3 These activities include (but are not limited to):

- arranging for close monitoring of weather conditions;
- bringing in extra staff resources to be available on the ground or within incident rooms, and out of normal working hours;
- clearing gullies and trash screens;
- activating flood basins and pumps;
- establishing communications with partner organisations;
- activating other pre-planned actions.

5.4 During a flood, those RMAs with responsibilities under the CCA will act under the direction of the Lancashire Resilience Forum (LRF) with the following objectives:

- to save life;
- to prevent escalation of the disaster;
- to relieve suffering;
- to safeguard the environment;
- to protect property;
- to facilitate criminal investigation and judicial, public, technical, or other requirements;
- to continue to maintain normal services at an appropriate level;
- to inform the public;
- to promote self help and recovery;
- to restore normality as soon as possible;
- to evaluate the response and identify lessons to be learned.

5.5 Some of the key impacts experienced in Lancashire during the December 2015 floods include:

- 2,467 homes in 115 towns, villages and the city of Lancaster were flooded (7500 people directly affected);
- 229 separate communities and sub-communities have been identified that require further investigation and technical appraisal;
- Several major roads were flooded and not passable;
- Bridges were closed due to concerns over structural integrity;
- Roads were also closed due to collapse of retaining walls or landslips on adjacent hillsides, or due to deteriorated surface, and were in need of repair before they could be re-opened;

- Disruption to rail services – a landslide on the West Coast Main Line made repairs necessary before services could be resumed;
- 61,000 homes in Lancaster were without power due to electricity sub-stations being flooded.

5.6 More information about how the multi-agency responses to major incidents are organised and delivered can be found at [www.lancsresilience.org.uk](http://www.lancsresilience.org.uk) . Reports into the way the floods were managed as a major incident are also managed through the LRF processes; many details lie outside the scope of the Section 19 reporting process.

Having worked alongside all the RMAs throughout the November/December 2015 period and having reviewed the LRF debrief process, the LLFA finds that all RMAs that had relevant flood risk functions before and during a flood event, has exercised those functions in regard to this flood event. There are no such functions still to be exercised.

5.7 Immediately following a flood event, RMAs have a variety of functions to discharge including recording details of the flood event for use in understanding how best to manage future flood risks, and assessing and repairing any of their assets that might have been damaged during the flood event.

5.8 Between them the RMAs arranged and/or attended a series of 'drop-in' events held around Lancashire during January and February, to provide information and support to flooded residents and businesses as well as to gather eye-witness reports for future use. There have also been many community-led meetings to explore local conditions, which the RMAs have attended wherever possible.

Having met with all the RMAs in the 3 months following the floods to review immediate actions and remaining concerns, the LLFA finds that all RMAs that had relevant flood risk functions immediately following a flood event, have exercised those functions in regard to the December 2015 flood events. There are no such functions still to be exercised. *However it should be noted that despite the best efforts of all RMAs, some additional data identifying flooded property may yet come to light. This will need be collected when opportunities arise and whilst other functions are being carried out.*

5.9 For the RMAs, longer-term issues following a flood event relate in the main to understanding how the event occurred in considerable technical detail, and using that detail to assess whether there are any practical means available to minimise the risk of the event reoccurring, or of reducing the damage/costs/time scale to recovery for affected people and organisations if it should reoccur.

These functions therefore include (but are not limited to):

- a. understanding the weather conditions during November and December 2015, as far as they relate to flooding events;
- b. investigations at the identified flooding locations, to a relevant and appropriate extent;
- c. collaboration between RMAs over sharing information, combining investigations and delivering improvements with the widest flood risk management benefits;
- d. further (non-urgent) repairs to RMA assets;

- e. improvements to RMA assets (for example increased capacity, improved access for inspections/cleaning operations, new trash screens);
- f. enforcement relating to unlicensed works in or adjacent to main rivers and water courses;
- g. negotiated capacity and/or access improvements along main rivers and water courses with engagement from land owners;
- h. relevant changes in upland land management techniques and strategies;
- i. community engagement with local flood plans and improved local resilience measures.

5.10 The Department for Environment, Food and Rural Affairs (Defra) currently holds a national budget of £2.3bn, for investment in flood risk reduction projects where there are direct benefits to households at risk of flooding. All RMAs are entitled to bid for these funds, which will support major projects as well as localised improvements. Across Lancashire, the RMAs have started to make bids into these funds and further bids will be made as soon as more detail can be developed to support the relevant projects.

Having worked with all the RMAs in meetings, on various local investigations and in many projects, the LLFA finds that all RMAs that have relevant flood risk functions in the medium-to-long term period following a major flood event have exercised those functions to some extent, and still have work to do in this regard.

5.11 A principal flood risk management function for all RMAs is the requirement to co-operate in risk management activities. The LLFA feels it is very important to record and commend the high degree of support, communication and collaboration between the Lancashire RMAs following the December flooding at all levels – strategically between Councillors, tactically between lead officers, and operationally between representatives working on the ground with each other and with our communities. The quality and quantity of data now available for our investigations in the Stage 2 process of responding to the December floods owes everything to this shared commitment to reducing flood risk at every possible location and in all possible ways.

## SECTION 6 – NEXT STEPS

6.1 This report discharges the duty on the LLFA of the FWMA Section 19:

- a. by understanding the various weather conditions leading to flooding that impacted on Lancashire during December 2015; and
- b. by identifying the RMAs affected and the relevant functions they had in regard to the flood event (including emergency response, emergency recovery, and investigations leading to possible future actions).

6.2 The next steps for the Lancashire RMAs are to conclude these investigations and to identify how to assist affected people and communities in understanding and managing their flood risk.

6.3 All of the RMAs have their own functions (powers and duties) with respect to flooding and drainage, and all report that they are committed to discharging these functions with regard to the December floods (and also to any subsequent flood events in repeat locations).

6.4 The LLFA has an additional role in coordinating and leading these activities to ensure the free flow of communication and collaborative working.

6.5 With 229 communities and sub-communities locations affected, and some affected again in localised summer flooding events since December 2015, this is a significant task that needs managing responsibly in order for all affected parties to have confidence in the reliability of the recommendations and any future action.

6.6 Every RMA in Lancashire has already started investigations and in some cases remedial works have also been completed. This work started in December 2015 although the early investigations will inevitably have been disrupted by new flooding events later in the month. The District-based Making Space for Water (MSfW) meetings – involving operational representatives of all RMAs - provide a dependable opportunity for the RMAs to understand each others' priorities, to report progress and to engage with each other where joint interests are identified.

6.7 The September 2016 round of MSfW meetings is underway at the time of writing, and is currently generating reports of completed investigations and programmes for those still to be undertaken. These reports and programmes will be published by the LLFA in coming months, to provide relevant information to interested parties regarding the detailed activities arising from the Section 19 process and reassurance that people affected by every flooded location will receive relevant and appropriate support. Figure 6.1 below indicates the range of likely outcomes and recommendations to arise from the investigations.

6.8 The LLFA is already using the information gained from the December floods to help inform responses to new development applications that it receives as a statutory consultee in the planning process.

6.9 Planned flood mitigation works are being re-evaluated against the information we have following the December events.

Nature of flooding	Likelihood of repeat	Possible actions
New location	Unlikely	<ul style="list-style-type: none"> <li>• Householder advice</li> <li>• Property level protection</li> </ul>
New location	Possible	<ul style="list-style-type: none"> <li>• Householder advice</li> <li>• Property level protection</li> <li>• Upstream attenuation</li> <li>• Downstream investment</li> </ul>
Previously known	Likely	<ul style="list-style-type: none"> <li>• Householder advice</li> <li>• Property level protection</li> <li>• Upstream attenuation</li> <li>• Downstream investment</li> <li>• Flood Action Group</li> <li>• Flood Plans</li> </ul>

**Figure 6.1 – Range of likely outcomes**

6.10 Householder Advice and Property-Level Protection – where there is low risk of flooding incidents re-occurring, householders will be advised accordingly so that they can make informed decisions regarding their own management of flood risk.

6.11 Upstream attenuation – where it may be beneficial to reduce flood risk by reducing the speed at which water reaches a community during heavy rainfall (without increasing flood risk elsewhere unacceptably), investigations will consider options for slowing the flow using appropriate techniques and changes in upland land management such as increased tree planting, natural moorland management, and flood basins/temporary storage. This will require cooperation and collaboration with multiple landowners.

6.12 Downstream investment – where it may be beneficial to reduce flood risk by responsibly managing the speed at which water leaves a location during heavy rainfall (without increasing flood risk elsewhere unacceptably), investigations will consider options for increasing flow rates using techniques such as pipe/culvert capacity improvements, trash screens with maintenance regimes, and enforcement of river and water course flows across private land.

6.13 Flood Action Groups/Flood Plans – where communities seek to help themselves to be more resilient to future flood risk (and potentially to other community emergencies such as interruption to power/water supplies, epidemics, or severe winter weather), the RMAs and other partners will identify appropriate support to empower Flood Action Groups to establish themselves and to access resources



so that they can develop meaningful emergency action plans of their own, ideally integrated with those of the LRF.

6.14 In addition to community-level investigations, other next steps are also necessary as follows:

- a. Further bids will be made to access Defra funding for flood risk management studies and schemes, based on informed recommendations and verified justification for investments;
- b. The statutory register of flood risk assets in Lancashire will be expanded to include new assets that come to light through the investigations;
- c. The LFRMS – already due for review in 2017 – and related LCC policies will be reviewed in light of the December 2015 flooding events so that appropriate future commitments and strategies can be developed with the partner RMAs;
- d. The LLFA will consider ways to improve knowledge and understanding of groundwater flooding mechanisms across Lancashire and will develop appropriate actions to support these improvements;
- e. Due to the significant impact of the events in December and the need to investigate a large number of individual locations in detail (229), some solutions at some locations will inevitably be implemented sooner than other solutions at other locations. Community engagement will be required to ensure that people are adequately informed of the risks they face with regard to flooding, and what measures they can implement for themselves to manage/reduce the risk of any future severe impact.

## SECTION 7 – SUMMARY AND CONCLUSIONS

7.1 The unprecedented severe weather conditions experienced across Lancashire during December 2015 came after a month of almost constant heavy rainfall in November 2015. All normal opportunities for this rainfall to be absorbed into the ground, conveyed securely through surface water drainage channels (water courses and rivers), or through piped drainage networks (highways, sewers, private culverts) were unavailable as capacity was exceeded. Consequently significant volumes of water flowed above ground, damaging property and public assets as well as limiting travel, public services and business operations for many days at a time.

7.2 During the 5/6 December, the mechanisms of flooding were predominantly fluvial - from main rivers flowing out-of-bank. This was attributable to the sustained rainfall prior to the event that put the rivers close to capacity. On the 5 December there was a sharp increase in rainfall and surface water run-off from the catchment quickly found its way into the rivers due to the already saturated ground conditions. The rivers therefore responded quickly and could not accommodate this additional water, causing flooding in various locations. Surface water surcharging from at-capacity drainage systems contributed to the flooding on the 5/6 December.

7.3 The event of 25/26 December followed a period of sustained heavy rainfall, throughout which the rivers were mostly able to accommodate the rainfall. River levels increased gradually until surface water drainage systems were not able to discharge, became surcharged and then flooding occurred. The additional peak rainfall on the 25/26 December did cause some out-of-bank flow and fluvial flooding.

7.4 The severity of flooding during December 2015 resulted in many families having to leave their homes whilst repairs and restoration works were carried out. The LLFA have no reliable record of how many families and businesses are still displaced ten months after the first flooding, but it is believed that some hundreds of people are still affected in this way.

7.5 A principal flood risk management function for all RMAs is the requirement to cooperate in risk management activities. The LLFA feels it is very important to record the high degree of support, communication and collaboration between the Lancashire RMAs following the December flooding at all levels – strategically between Councillors, tactically between lead officers, and operationally between representatives working on the ground with each other and with our communities. The quality and quantity of data now available for our investigations owes everything to this shared commitment to manage flood risk at every possible location and in all possible ways.

7.6 The flooding incidents in December 2015 have been investigated by the lead local flood authority (Lancashire County Council) in accordance with the requirements of Section 19 of the Flood and Water Management Act 2010.

7.7 It is found that:

- a. All risk management authorities that had flood risk functions before and during a flood event have exercised those functions in regard to this flood event. There are no such functions still to be exercised.

- b. All risk management authorities that had relevant flood risk functions immediately following a flood event have exercised those functions in regard to this flood event. There are no such functions still to be exercised. *However it should be noted that despite the best efforts of all RMAs, some additional data identifying flooded property may come to light and be collected in the future whilst other functions are being carried out.*
- c. All risk management authorities that have relevant flood risk functions in the medium-to-long term period following a major flood event have exercised those functions to some extent, and all still have work to do in this regard.

**Appendix A – List of affected communities**

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Caategory	Details
Community name:	Burnley (Brunshaw Area)
District:	Burnley
Community reference number:	MSFW253
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burnley (Clow Bridge Area)
District:	Burnley
Community reference number:	MSFW307
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burnley (Ightenhill Area)
District:	Burnley
Community reference number:	MSFW326
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burnley (Rose Hill Area)
District:	Burnley
Community reference number:	MSFW252
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burnley (Town Centre)
District:	Burnley
Community reference number:	MSFW325
Details of the flood event:	6 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Heasandford
District:	Burnley
Community reference number:	MSFW324
Details of the flood event:	1 commercial property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Mereclough
District:	Burnley
Community reference number:	MSFW89
Details of the flood event:	8 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Padiham
District:	Burnley
Community reference number:	MSFW151
Details of the flood event:	147 properties are known to have suffered from internal flooding at this location on 26th December 2015. This includes both residential and commercial properties, as well as critical infrastructure such as a police station, fire station, medical centre and a hospice. Preliminary reports indicate that the primary source of flooding was the River Calder which overtopped its banks, however some properties were also affected by the River Green Brook.

Category	Details
Community name:	Worsthorne
District:	Burnley
Community reference number:	MSFW88
Details of the flood event:	8 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Adlington (Anderton Area)
District:	Chorley
Community reference number:	MSFW278
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Adlington (Lower Adlington Area)
District:	Chorley
Community reference number:	MSFW276
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Adlington (Rigshaw Bridge Area)
District:	Chorley
Community reference number:	MSFW277
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Adlington (Waterhouse Bridge Area)
District:	Chorley
Community reference number:	MSFW279
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Astley Village
District:	Chorley
Community reference number:	MSFW237
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Bretherton
District:	Chorley
Community reference number:	MSFW346
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Brindle (Hoghton Area)
District:	Chorley
Community reference number:	MSFW256
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was the River Darwen.

Category	Details
Community name:	Brindle (Top O' Th Lane Area)
District:	Chorley
Community reference number:	MSFW254
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Brindle (Withnell Area)
District:	Chorley
Community reference number:	MSFW255
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Brinscall
District:	Chorley
Community reference number:	MSFW91
Details of the flood event:	22 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Charnock Richard (Preston Road Area)
District:	Chorley
Community reference number:	MSFW203
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Charnock Richard (Charter Lane area)
District:	Chorley
Community reference number:	MSFW202
Details of the flood event:	1 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Chorley (Weld Bank Area)
District:	Chorley
Community reference number:	MSFW236
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Chorley Football Club
District:	Chorley
Community reference number:	MSFW234
Details of the flood event:	Chorley Football Club is known to have suffered from internal flooding on 26 <sup>th</sup> December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Clayton Brook
District:	Chorley
Community reference number:	MSFW228
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Clayton Green
District:	Chorley
Community reference number:	MSFW227
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Clayton-le-Woods
District:	Chorley
Community reference number:	MSFW179
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Coppull
District:	Chorley
Community reference number:	MSFW222
Details of the flood event:	8 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Croston
District:	Chorley
Community reference number:	MSFW221
Details of the flood event:	<p>344 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the flooding was first caused by surface water drainage unable to discharge into the River Yarrow, however as river levels continued to rise, the defences were overtopped and more serious flooding was experienced. The Croston Flood Risk Management Scheme (upstream storage basin) was under construction during these floods but unfortunately not in a state to be brought online to reduce the effect of the flooding.</p> <p>Following the main flooding to the village of Croston, a breach to the raised earth embankment on the River Douglas occurred near Rufford; leading to severe flood warnings being issued to 638 properties on 27th December 2015. Flooding was limited to farmland between the breach and the village and the severe flood warning was removed once the high tide cycle ended. Works were undertaken to repair the breach with the assistance of military aid.</p>

Category	Details
Community name:	Cuerden (Nell Lane Area)
District:	Chorley
Community reference number:	MSFW312
Details of the flood event:	<p>1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.</p>

Category	Details
Community name:	Cuerden (Parkhurst Avenue Area)
District:	Chorley
Community reference number:	MSFW311
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Eccleston
District:	Chorley
Community reference number:	MSFW219
Details of the flood event:	18 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the affected properties were largely impacted by Syd Brook and/or drains backing up as a result of high water levels. Reports also indicate that the River Yarrow overtopped its banks near Towngate.

Category	Details
Community name:	Euxton
District:	Chorley
Community reference number:	MSFW235
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Great Knowley
District:	Chorley
Community reference number:	MSFW212
Details of the flood event:	6 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Heskin
District:	Chorley
Community reference number:	MSFW204
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was Syd Brook which overtopped its banks.

Category	Details
Community name:	Houghton
District:	Chorley
Community reference number:	MSFW329
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Limbrick
District:	Chorley
Community reference number:	MSFW280
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lower Copthurst
District:	Chorley
Community reference number:	MSFW341
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Rivington
District:	Chorley
Community reference number:	MSFW347
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Ulmes Walton (Fieldsway Area)
District:	Chorley
Community reference number:	MSFW344
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Ulmes Walton (Southport Road Area)
District:	Chorley
Community reference number:	MSFW345
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Wheelton
District:	Chorley
Community reference number:	MSFW309
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Whittle le woods (Carr Brook Area)
District:	Chorley
Community reference number:	MSFW315
Details of the flood event:	6 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was Carr Brook which overtopped its banks.

Category	Details
Community name:	Whittle le Woods (Johnson's Hillock Area)
District:	Chorley
Community reference number:	MSFW313
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Whittle le woods (Town Lane Area)
District:	Chorley
Community reference number:	MSFW314
Details of the flood event:	10 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Freckleton
District:	Fylde
Community reference number:	MSFW216
Details of the flood event:	1 commercial property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Kirkham
District:	Fylde
Community reference number:	MSFW332
Details of the flood event:	1 residential property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Wrea Green
District:	Fylde
Community reference number:	MSFW87
Details of the flood event:	6 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Accrington
District:	Hyndburn
Community reference number:	MSFW282
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was from the Antley Syke Ordinary Watercourse which overtopped its banks.

Category	Details
Community name:	Clayton le Moors
District:	Hyndburn
Community reference number:	MSFW327
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Arkholme
District:	Lancaster
Community reference number:	MSFW274
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Ashton Golf Centre
District:	Lancaster
Community reference number:	MSFW338
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Borwick
District:	Lancaster
Community reference number:	MSFW275
Details of the flood event:	2 properties are known to have suffered from internal flooding at this on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Carnforth (Carnforth High School)
District:	Lancaster
Community reference number:	MSFW243
Details of the flood event:	1 property (Carnforth High School) is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Carnforth (Millhead Area)
District:	Lancaster
Community reference number:	MSFW245
Details of the flood event:	1 property is known to have suffered twice from internal flooding at this location during December 2015 (once on 5 <sup>th</sup> December 2015 and again on 26 <sup>th</sup> December 2015), however there is currently limited information available regarding the cause and source of this event.

Category	Details
Community name:	Carnforth (Scotland Road Area)
District:	Lancaster
Community reference number:	MSFW244
Details of the flood event:	9 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Carnforth (Cragbank Road Area)
District:	Lancaster
Community reference number:	MSFW355
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Caton
District:	Lancaster
Community reference number:	MSFW239
Details of the flood event:	14 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Claughton
District:	Lancaster
Community reference number:	MSFW242
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Farleton
District:	Lancaster
Community reference number:	MSFW349
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015. Preliminary reports indicate that the primary source of the flooding was from Farleton Beck which overtopped its banks.

Category	Details
Community name:	Galgate
District:	Lancaster
Community reference number:	MSFW215
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Gressingham
District:	Lancaster
Community reference number:	MSFW350
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015. Preliminary reports indicate that the primary source of the flooding was from Gressingham Beck which overtopped its banks.

Category	Details
Community name:	Halton
District:	Lancaster
Community reference number:	MSFW207
Details of the flood event:	33 properties are known to have suffered from internal flooding at this location on 5th December 2015. Preliminary reports indicate that the primary source of the flooding was from the River Lune which overtopped its banks.

Category	Details
Community name:	Halton (Hydro Power Station)
District:	Lancaster
Community reference number:	MSFW205
Details of the flood event:	1 property (Hydro Power Station) is known to have suffered from internal flooding at this location on 5th December 2015. Preliminary reports indicate that the primary source of the flood was the River Lune which overtopped its banks.

Category	Details
Community name:	Halton (Training Camp)
District:	Lancaster
Community reference number:	MSFW206
Details of the flood event:	1 property (Halton Army Training Camp) is known to have suffered from internal flooding at this location on 5th December 2015. Preliminary reports indicate that the primary source of the flood was the River Lune which overtopped its banks.

Category	Details
Community name:	Heysham
District:	Lancaster
Community reference number:	MSFW201
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Hornby (Hornby Bridge Area)
District:	Lancaster
Community reference number:	MSFW195
Details of the flood event:	7 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Hornby (Melling Road Area)
District:	Lancaster
Community reference number:	MSFW351
Details of the flood event:	1 property is known to have suffered from internal flooding at this location during December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lancaster (City Centre)
District:	Lancaster
Community reference number:	MSFW194
Details of the flood event:	332 properties are known to have suffered from internal flooding at this location on 5th December 2015. Preliminary reports indicate that the River Lune reached a flow of 1,742 cumecs at the Caton gauging station during this event, the highest flow ever recorded on the Lune and a new record for an English river. These high flows and level resulted in the Lune overtopping its banks and flooding properties and businesses (including the Lansil Industrial Estate). As well as the flooded properties, the overtopping also affected an electricity substation, which resulted in 61,000 homes and businesses being without power for nearly 48 hours.

Category	Details
Community name:	Lancaster (Freehold Area)
District:	Lancaster
Community reference number:	MSFW191
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lancaster (Lune Road Area)
District:	Lancaster
Community reference number:	MSFW190
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lancaster (Marsh Area)
District:	Lancaster
Community reference number:	MSFW188
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lancaster (Moorlands Area)
District:	Lancaster
Community reference number:	MSFW192
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lancaster (Thurnam Street Area)
District:	Lancaster
Community reference number:	MSFW193
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lancaster (Willow Lane Area)
District:	Lancaster
Community reference number:	MSFW189
Details of the flood event:	8 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Melling
District:	Lancaster
Community reference number:	MSFW352
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Morecambe (Bare Avenue Area)
District:	Lancaster
Community reference number:	MSFW172
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Morecambe (Buckingham Road Area)
District:	Lancaster
Community reference number:	MSFW339
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Morecambe (Euston Road Area)
District:	Lancaster
Community reference number:	MSFW171
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Morecambe (Marine Road East Area)
District:	Lancaster
Community reference number:	MSFW173
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Preist Hutton
District:	Lancaster
Community reference number:	MSFW353
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Quernmore
District:	Lancaster
Community reference number:	MSFW238
Details of the flood event:	1 property (Quernmore Primary School) is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Riverside Industrial Park
District:	Lancaster
Community reference number:	MSFW240
Details of the flood event:	8 properties are known to have suffered from internal flooding at this location on 5th December 2015. Preliminary reports indicate that the primary source of the flooding was the River Lune which overtopped its banks.

Category	Details
Community name:	Slyne
District:	Lancaster
Community reference number:	MSFW109
Details of the flood event:	20 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Tunstall (Church Lane Area)
District:	Lancaster
Community reference number:	MSFW99
Details of the flood event:	7 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Tunstall (Mill Lane Area)
District:	Lancaster
Community reference number:	MSFW98
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Warton (Gardner Road Area)
District:	Lancaster
Community reference number:	MSFW94
Details of the flood event:	18 properties are known to have suffered from internal flooding at this location during December 2015. 17 properties are known to have flooded internally on 5 <sup>th</sup> December and 1 property is known to have flooded internally on 26 <sup>th</sup> December 2015. Preliminary reports indicate that the primary source of the flooding was the River Keer which overtopped its banks.

Category	Details
Community name:	Warton (Tarnwater Industrial Estate)
District:	Lancaster
Community reference number:	MSFW95
Details of the flood event:	8 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Warton (Twin Lakes Area)
District:	Lancaster
Community reference number:	MSFW354
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Wray
District:	Lancaster
Community reference number:	MSFW316
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Barnoldswick (Beech Street Area)
District:	Pendle
Community reference number:	MSFW265
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Barnoldswick (Kelbrook Road Area)
District:	Pendle
Community reference number:	MSFW335
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Barnoldswick (Moor Side Beck Area)
District:	Pendle
Community reference number:	MSFW266
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Barnoldswick (Ghyll Meadows Area)
District:	Pendle
Community reference number:	MSFW267
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Barrowford
District:	Pendle
Community reference number:	MSFW166
Details of the flood event:	11 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Blacko
District:	Pendle
Community reference number:	MSFW260
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Brierfield (Harle Syke Area)
District:	Pendle
Community reference number:	MSFW257
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Brierfield (Lane Bottom Area)
District:	Pendle
Community reference number:	MSFW258
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Brierfield (Waterside Area)
District:	Pendle
Community reference number:	MSFW259
Details of the flood event:	7 properties are known to have suffered from internal flooding at this location during December 2015. 1 property is known to have flooded internally on 5 <sup>th</sup> December 2015 and 6 properties are known to have flooded internally on 26 <sup>th</sup> December 2015. Preliminary reports indicate that the primary source of the flooding was Pendle Water.

Category	Details
Community name:	Colne (Alkincoats Lane Area)
District:	Pendle
Community reference number:	MSFW223
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Colne (Burnley Road Area)
District:	Pendle
Community reference number:	MSFW224
Details of the flood event:	6 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Earby
District:	Pendle
Community reference number:	MSFW220
Details of the flood event:	69 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Fence
District:	Pendle
Community reference number:	MSFW164
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Higham
District:	Pendle
Community reference number:	MSFW196
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was the River Calder which overtopped its banks.

Category	Details
Community name:	Kelbrook
District:	Pendle
Community reference number:	MSFW337
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lomeshaye
District:	Pendle
Community reference number:	MSFW167
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lowerford
District:	Pendle
Community reference number:	MSFW165
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Nelson (Pendle Water Area)
District:	Pendle
Community reference number:	MSFW169
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was Pendle Water which overtopped its banks.

Category	Details
Community name:	Nelson (The Green Area)
District:	Pendle
Community reference number:	MSFW334
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Roughlee
District:	Pendle
Community reference number:	MSFW197
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Salterforth
District:	Pendle
Community reference number:	MSFW336
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Trawden (Bright Terrace Area)
District:	Pendle
Community reference number:	MSFW100
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Trawden (Carriers Row Area)
District:	Pendle
Community reference number:	MSFW101
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Trawden (Cotton Tree Area)
District:	Pendle
Community reference number:	MSFW102
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Trawden (Lanehouse Area)
District:	Pendle
Community reference number:	MSFW103
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lea Town
District:	Preston
Community reference number:	MSFW333
Details of the flood event:	1 property (St Mary's RC Primary School) is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Preston (Avenham Area)
District:	Preston
Community reference number:	MSFW142
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Preston (Cadley Area)
District:	Preston
Community reference number:	MSFW141
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Billington
District:	Ribble Valley
Community reference number:	MSFW261
Details of the flood event:	50 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was the River Calder which overtopped its banks.

Category	Details
Community name:	Clitheroe
District:	Ribble Valley
Community reference number:	MSFW225
Details of the flood event:	8 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Longridge
District:	Ribble Valley
Community reference number:	MSFW176
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015 and 1 property is known to have suffered from internal flooding at this location on 26 <sup>th</sup> December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Pendleton (Barrow Brook Area)
District:	Ribble Valley
Community reference number:	MSFW146
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Pendleton (Cockerill Terrace Area)
District:	Ribble Valley
Community reference number:	MSFW148
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26 <sup>th</sup> December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Pendleton (Pendleton Road Area)
District:	Ribble Valley
Community reference number:	MSFW147
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event. A review of the area has identified an ordinary watercourse located close to the affected property, but it is not clear at this stage whether this was the primary source of the flooding.

Category	Details
Community name:	Read
District:	Ribble Valley
Community reference number:	MSFW140
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was the River Calder which overtopped its banks.

Category	Details
Community name:	Ribchester
District:	Ribble Valley
Community reference number:	MSFW139
Details of the flood event:	17 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of flooding was Boyce's Brook, Duddel Brook and the River Ribble which overtopped its banks.

Category	Details
Community name:	Whalley
District:	Ribble Valley
Community reference number:	MSFW93
Details of the flood event:	<p>210 properties are known to have suffered from internal flooding at this location during December 2015. 11 properties are known to have flooded internally on 5<sup>th</sup> December 2015 and 3 properties are known to have flooded internally on 12<sup>th</sup> December 2015. Preliminary reports indicate that the primary source of the flooding was the Ordinary Watercourse adjacent to Brookside Close which overtopped its banks. 196 properties are known to have flooded internally on 26<sup>th</sup> December 2015. Preliminary reports indicate that the primary source of the flooding was the River Calder which overtopped its banks.</p>

Category	Details
Community name:	Bacup
District:	Rossendale
Community reference number:	MSFW134
Details of the flood event:	17 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the drains along Burnley Road became overwhelmed and blocked. Consequently, surface water flooding entered several properties. Surface water flooding continued down Burnley Road and ponding occurred in the low spot on Yorkshire Street. The River Irwell did not breach its banks at this location; however, the culvert at Rockliffe Road restricted the river and put pressure on the network draining to it. A manhole cover was lifted under the pressure, causing residential and commercial properties to flood along Rockliffe Road, Market Street and River Street.

Category	Details
Community name:	Cowpe
District:	Rossendale
Community reference number:	MSFW319
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Goodshaw
District:	Rossendale
Community reference number:	MSFW213
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Hareholme
District:	Rossendale
Community reference number:	MSFW131
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was the River Irwell which overtopped its banks.

Category	Details
Community name:	Helmshore
District:	Rossendale
Community reference number:	MSFW128
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of flooding was the River Ogden.

Category	Details
Community name:	Irwell Vale
District:	Rossendale
Community reference number:	MSFW137
Details of the flood event:	62 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that on 26th December 2015, fluvial, groundwater and surface water flooding occurred. Irwell Vale is located at the confluence of the River Ogden and the River Irwell. Fluvial flooding occurred from both rivers. The River Ogden backed up at Ogden Bridge and overtop its banks and flowed south east to the main village. The River Irwell backed up at Lumb Bridge and came out of channel, flooding the main village and Meadowpark. Over pumping was used to remove surface water flooding, which was successful until the river peak flows came out of channel and the pump became inundated.

Category	Details
Community name:	Rawtenstall
District:	Rossendale
Community reference number:	MSFW136
Details of the flood event:	50 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that on 26th December 2015 fluvial, groundwater and surface water flooding occurred. The River Irwell remained in channel, however 3 inches of water was found in cellars. Lambert's Mill, located in a low spot, flooded due to a surface water drain backing up from the high flows in the River Irwell. The River Irwell also undermined foundations of the New Hall Hey Business Park. This resulted in a channel and culvert blockage, leading to the river breaching. Floodwaters entered the cricket pitch and filled the area. The inundation caused the pitch to breach and water flowed east and west, resulting in properties flooding in cellars as well as at ground level.

Category	Details
Community name:	Shawforth
District:	Rossendale
Community reference number:	MSFW130
Details of the flood event:	9 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was the River Spodden which overtopped its banks.

Category	Details
Community name:	Stacksteads
District:	Rossendale
Community reference number:	MSFW132
Details of the flood event:	16 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was the River Irwell which became blocked by unconsented gabion defences that collapsed into the River Irwell. The River Irwell breached through an already scoured wall at the cricket pitch. Once the water breached, the cricket pitch became inundated and floodwaters flowed across Brandwood Road, Waterbarn Lane and onto Brandwood Park. Several properties were affected through cellar flooding.

Category	Details
Community name:	Strongstry and Chatterton
District:	Rossendale
Community reference number:	MSFW138
Details of the flood event:	24 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that high levels in the River Irwell, combined with surface water running off the disused railway embankment and a local Ordinary Watercourse contributed to the flood event. During the event, the River Irwell overtopped the left bank, into the nearby Recreation Gardens, exceeding the existing bunds. This resulted in the right bank being overtopped, close to residential properties along North Street. In addition, the River Irwell undermined the central pier of the Bridgeway Bridge, causing it to collapse.

Category	Details
Community name:	Stubbylee
District:	Rossendale
Community reference number:	MSFW133
Details of the flood event:	19 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Waterfoot
District:	Rossendale
Community reference number:	MSFW135
Details of the flood event:	21 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that a combination of surface water and a minor breach of Cowpe Brook resulted in water flowing down Cowpe Road. The water re-entered the brook downstream of the Health Centre. Properties along Bacup Road, located over footbridges of the River Irwell, suffered from cellar flooding. This is believed to be a groundwater issue. Cellar flooding also occurred along Bacup Road East and Holt Street. These properties are in close proximity to Whitewell Brook and it is believed this is a groundwater issue related to this brook.

Category	Details
Community name:	Weir
District:	Rossendale
Community reference number:	MSFW129
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Whitewell Bottom
District:	Rossendale
Community reference number:	MSFW310
Details of the flood event:	27 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the properties were flooded due to several sources, including main river, surface water, groundwater, and overwhelmed drainage.

Category	Details
Community name:	Bamber Bridge
District:	South Ribble
Community reference number:	MSFW331
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Farington (Bannister Lane Area)
District:	South Ribble
Community reference number:	MSFW217
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Farington (Bispham Avenue Area)
District:	South Ribble
Community reference number:	MSFW218
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Greenhurst Farm
District:	South Ribble
Community reference number:	MSFW328
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Higher Walton (Bannister Hall Lane Area)
District:	South Ribble
Community reference number:	MSFW200
Details of the flood event:	14 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Higher Walton (Cann Bridge Area)
District:	South Ribble
Community reference number:	MSFW199
Details of the flood event:	12 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of flooding was the River Darwen which overtopped its banks.

Category	Details
Community name:	Higher Walton (Higher Walton Road Area)
District:	South Ribble
Community reference number:	MSFW198
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Hutton
District:	South Ribble
Community reference number:	MSFW145
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Leyland (Curlew Close Area)
District:	South Ribble
Community reference number:	MSFW186
Details of the flood event:	11 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Leyland (Leyland Lane Area)
District:	South Ribble
Community reference number:	MSFW183
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Leyland (Seven Stars Area)
District:	South Ribble
Community reference number:	MSFW185
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Leyland (The Straits Area)
District:	South Ribble
Community reference number:	MSFW187
Details of the flood event:	10 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was from the River Lostock which overtopped its banks.

Category	Details
Community name:	Leyland (Wade Hall Area)
District:	South Ribble
Community reference number:	MSFW184
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Longton
District:	South Ribble
Community reference number:	MSFW175
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lostock Hall (Coote Lane Area)
District:	South Ribble
Community reference number:	MSFW270
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lostock Hall (Lostock Lane Area)
District:	South Ribble
Community reference number:	MSFW269
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lostock Hall (Prospect Avenue Area)
District:	South Ribble
Community reference number:	MSFW271
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Middleforth Green
District:	South Ribble
Community reference number:	MSFW268
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Midge Hall
District:	South Ribble
Community reference number:	MSFW177
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Much Hoole
District:	South Ribble
Community reference number:	MSFW170
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Penwortham (Howick Cross Area)
District:	South Ribble
Community reference number:	MSFW144
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Penwortham (Marsh Way Area)
District:	South Ribble
Community reference number:	MSFW143
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Roach Bridge
District:	South Ribble
Community reference number:	MSFW330
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was an unnamed Ordinary Watercourse that overtopped its banks.

Category	Details
Community name:	Salmesbury
District:	South Ribble
Community reference number:	MSFW123
Details of the flood event:	13 properties are known to have suffered from internal flooding at this location during December 2015. 1 property is known to have flooded internally on 5 <sup>th</sup> December 2015 and 12 properties are known to have flooded internally on 26 <sup>th</sup> December 2015. Preliminary reports indicate that the primary source of the flooding was the River Ribble which overtopped its banks.



Category	Details
Community name:	Turpin Green
District:	South Ribble
Community reference number:	MSFW182
Details of the flood event:	12 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Walton-le-Dale
District:	South Ribble
Community reference number:	MSFW96
Details of the flood event:	79 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Wigan Road
District:	South Ribble
Community reference number:	MSFW178
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Appley Bridge (North Drive Area)
District:	West Lancashire
Community reference number:	MSFW55
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Appleby Bridge (Calico Brook Area)
District:	West Lancashire
Community reference number:	MSFW85
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was the Calico Brook Ordinary Watercourse which is believed to have exceeded its banks as a result of the trash screen being blocked with excess debris.

Category	Details
Community name:	Aughton
District:	West Lancashire
Community reference number:	MSFW273
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event. A review of the area has identified that there is a culverted drain located close to the affected properties, but it is not clear at this stage whether this was the primary source of the flooding.

Category	Details
Community name:	Bescar
District:	West Lancashire
Community reference number:	MSFW121
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Bickerstaffe (Barrow Nook Area)
District:	West Lancashire
Community reference number:	MSFW262
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Bickerstaff (High Lane Area)
District:	West Lancashire
Community reference number:	MSFW359
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Bickerstaffe (Knoll Brook Area)
District:	West Lancashire
Community reference number:	MSFW264
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burscough (Crabtree Bridge Area)
District:	West Lancashire
Community reference number:	MSFW247
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burscough (Crabtree level crossing)
District:	West Lancashire
Community reference number:	MSFW249
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burscough (Junction lane Area)
District:	West Lancashire
Community reference number:	MSFW250
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burscough (Mill Lane Area)
District:	West Lancashire
Community reference number:	MSFW251
Details of the flood event:	11 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burscough (Moss Lane Area)
District:	West Lancashire
Community reference number:	MSFW248
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Burscough (Warpers Moss Lane Area)
District:	West Lancashire
Community reference number:	MSFW357
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Carr Cross
District:	West Lancashire
Community reference number:	MSFW119
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Halsall (Dicconsons Lane Area)
District:	West Lancashire
Community reference number:	MSFW209
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Halsall (North Moor Lane Area)
District:	West Lancashire
Community reference number:	MSFW210
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Halsall (Greenways Area)
District:	West Lancashire
Community reference number:	MSFW211
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Halsall (Plex Lane Area)
District:	West Lancashire
Community reference number:	MSFW208
Details of the flood event:	1 property is known to have suffered from internal flooding at this location during December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Hill Dale
District:	West Lancashire
Community reference number:	MSFW149
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Hoscar
District:	West Lancashire
Community reference number:	MSFW157
Details of the flood event:	1 property (Hoscar train station) is known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that primary source of the flooding is the main river which is located adjacent to the station.

Category	Details
Community name:	Hurlston Green
District:	West Lancashire
Community reference number:	MSFW122
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of flooding was surface water.

Category	Details
Community name:	Lathom
District:	West Lancashire
Community reference number:	MSFW161
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lathom (Carr Lane Area)
District:	West Lancashire
Community reference number:	MSFW160
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lathom (Cranes Lane Area)
District:	West Lancashire
Community reference number:	MSFW158
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Lathom (Hall Lane Area)
District:	West Lancashire
Community reference number:	MSFW159
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26 <sup>th</sup> December 2015, however there is currently only limited information available regarding the cause and source of this event. A review of the area has identified that the affected properties are located near to an Ordinary Watercourse, but it is not clear at this stage whether this was the primary source of the flooding.

Category	Details
Community name:	Lathom (Vale Lane Area)
District:	West Lancashire
Community reference number:	MSFW358
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26 <sup>th</sup> December 2015, however there is currently only limited information available regarding the cause and source of this event. A review of the area has identified that the affected properties are located within a flood zone 2, but it is not clear at this stage whether this was the primary source of the flooding.

Category	Details
Community name:	Mawdesley
District:	West Lancashire
Community reference number:	MSFW360
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26 <sup>th</sup> December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Newburgh (Cobb's Brow Area)
District:	West Lancashire
Community reference number:	MSFW162
Details of the flood event:	9 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Newburgh (Course Lane Area)
District:	West Lancashire
Community reference number:	MSFW163
Details of the flood event:	9 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was Tabby's Nook Ordinary Watercourse which overtopped its banks.

Category	Details
Community name:	Ormskirk (Aughton Park Area)
District:	West Lancashire
Community reference number:	MSFW154
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Ormskirk (Derby Area)
District:	West Lancashire
Community reference number:	MSFW156
Details of the flood event:	76 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was from Sandy / Hurlston Brook which overtopped its banks during the event. Reports also indicate that many surface water drains were unable to discharge into Sandy / Hurlston Brook during high levels.

Category	Details
Community name:	Ormskirk (Southport Road Area)
District:	West Lancashire
Community reference number:	MSFW155
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Parbold
District:	West Lancashire
Community reference number:	MSFW150
Details of the flood event:	122 properties are known to have suffered from internal flooding at this location on 122 December 2015. The properties affected were primarily residential, however some commercial properties and a nursing home were affected. Preliminary reports indicate that the primary source of the flooding is thought to be surface water run off from the Dock Brook Ordinary Watercourse which overtopped its banks. Reports also indicate flooding from the River Douglas.

Category	Details
Community name:	Pimbo
District:	West Lancashire
Community reference number:	MSFW112
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Roby Mill
District:	West Lancashire
Community reference number:	MSFW54
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Rufford (Fettlers Wharf Area)
District:	West Lancashire
Community reference number:	MSFW126
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event. A review of the area has identified that the affected property lies within a flood zone 3, but it is not clear at this stage whether this was the primary source of the flooding.

Category	Details
Community name:	Rufford (Holmeswood Area)
District:	West Lancashire
Community reference number:	MSFW124
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Scarisbrick (New Lane Area)
District:	West Lancashire
Community reference number:	MSFW118
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Scarisbrick (South Lodge Area)
District:	West Lancashire
Community reference number:	MSFW356
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.



Category	Details
Community name:	Scarisbrick
District:	West Lancashire
Community reference number:	MSFW120
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Skelmersdale (Tanhouse Area)
District:	West Lancashire
Community reference number:	MSFW113
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Skelmersdale (Town Centre)
District:	West Lancashire
Community reference number:	MSFW114
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Tarleton (Blackgate Road Area)
District:	West Lancashire
Community reference number:	MSFW104
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Tarleton (Carr Lane Area)
District:	West Lancashire
Community reference number:	MSFW105
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Tarlscough
District:	West Lancashire
Community reference number:	MSFW117
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Town Green
District:	West Lancashire
Community reference number:	MSFW272
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location during December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Upholland
District:	West Lancashire
Community reference number:	MSFW111
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Warton
District:	West Lancashire
Community reference number:	MSFW361
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Westhead (Dicks Lane Area)
District:	West Lancashire
Community reference number:	MSFW263
Details of the flood event:	3 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Westhead (Wigan Road Area)
District:	West Lancashire
Community reference number:	MSFW153
Details of the flood event:	9 properties are known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Wrightington (Appley Bridge Area)
District:	West Lancashire
Community reference number:	MSFW86
Details of the flood event:	6 properties are known to have suffered from internal flooding at this location on 26th December 2015. Preliminary reports indicate that the primary source of the flooding was from the River Douglas which overtopped its banks.

Category	Details
Community name:	Wrightington (Courage Low Lane Area)
District:	West Lancashire
Community reference number:	MSFW28
Details of the flood event:	1 property is known to have suffered from internal flooding at this location during December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Wrightington Bar
District:	West Lancashire
Community reference number:	MSFW281
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 26th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Calder Vale
District:	Wyre
Community reference number:	MSFW246
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 5 <sup>th</sup> December 2015, however there is currently only limited information available regarding this event. A review of the area has identified that the affected properties are located adjacent to an unnamed Ordinary Watercourse, but it is not clear at this stage whether this was the primary source of the flooding.

Category	Details
Community name:	Caterall
District:	Wyre
Community reference number:	MSFW233
Details of the flood event:	1 property is known to have suffered from internal flooding at this location on 5 <sup>th</sup> December 2015, however there is currently only limited information available regarding this event. A review of the area has identified that the affected property is located near to the Yoad Pool Ordinary Watercourse, but it is not clear at this stage whether this was the primary source of the flooding.

Category	Details
Community name:	Churchtown
District:	Wyre
Community reference number:	MSFW232
Details of the flood event:	58 properties are known to have suffered from internal flooding at this location on 5 <sup>th</sup> December 2015. This includes St Helens Church of England Primary School. Preliminary reports indicate that the primary source of the flooding was from Ainspool Brook and a breach of an embankment along the River Brock. Surface water flooding also appears to be a significant contributing factor.

Category	Details
Community name:	Garstang
District:	Wyre
Community reference number:	MSFW214
Details of the flood event:	<p>23 properties are known to have suffered from internal flooding at this location on 5<sup>th</sup> December 2015. These include residential properties, a care home on the Moorings, a home for vulnerable adults and several businesses. Preliminary reports indicate that the primary source of flooding was from the River Wyre and concerns have been raised by local residents regarding the protection offered by existing flood barriers.</p> <p>1 property was also known to have suffered from internal flooding at this location on 26<sup>th</sup> December 2015, however there is limited information available regarding this event.</p>



Category	Details
Community name:	Scorton/Forton (Cleveley Bank Lane Area)
District:	Wyre
Community reference number:	MSFW115
Details of the flood event:	4 properties are known to have suffered from internal flooding at this location on 5 <sup>th</sup> December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	Scorton/Forton (Cleveley Bridge Area)
District:	Wyre
Community reference number:	MSFW116
Details of the flood event:	1 property and 6 caravans are known to have suffered from internal flooding at this location on 5 <sup>th</sup> December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	St. Michaels (Blackpool Road Area)
District:	Wyre
Community reference number:	MSFW108
Details of the flood event:	27 properties are known to have suffered from internal flooding at this location on 5 <sup>th</sup> December 2015. Preliminary reports indicate that the primary source of the flooding was from the River Brock following a breach of the embankment. A major pumping operation was required to clear the water out of the area and as a consequence, the A586 Blackpool Road had to be closed for a number of days.

Category	Details
Community name:	St. Michaels (Rawcliffe Road Area)
District:	Wyre
Community reference number:	MSFW107
Details of the flood event:	5 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.

Category	Details
Community name:	St. Michaels (The Green Area)
District:	Wyre
Community reference number:	MSFW106
Details of the flood event:	2 properties are known to have suffered from internal flooding at this location on 5th December 2015, however there is currently only limited information available regarding the cause and source of this event.





**Report to the Leader of the County Council and Cabinet Member for Adult and Community Services**  
**Report submitted by: Head of Service - Procurement**  
**Date: 10 October and 11 October 2016**

**Part I**

Electoral Divisions affected:  
All

## **Procurement Report – Request for Approval to Commence Procurement Exercises**

(Appendix 'A' refers)

Contact for further information:  
Rachel Tanner, (01772) 534904, Head of Service - Procurement  
[rachel.tanner@lancashire.gov.uk](mailto:rachel.tanner@lancashire.gov.uk)

### **Executive Summary**

This report sets out recommendations to approve the commencement of three procurement exercises for:

- (i) Occupational Health Services;
- (ii) Framework for the provision of Home Care Services across Lancashire for older people with physical disabilities, people with learning disabilities/autism and people with mental health problems; and
- (iii) Extra Care Services.

The procurement exercises will be undertaken by the Procurement Service in line with EU Regulations, the County Council's Procurement Rules and as outlined in Appendix 'A' to this report.

This is deemed to be a Key Decision and the provisions of Standing Order No.25 have been complied with.

### **Recommendation**

The Leader of the County Council is asked to approve the commencement of the procurement exercise as set out at Appendix 'A' in respect of:

- (i) Occupational Health Services.

The Cabinet Member for Adult and Community Services is asked to approve the commencement of the procurement exercises as set out at Appendix 'A' in respect of:

- (ii) The framework for the provision of Home Care Services across Lancashire for older people with physical disabilities, people with learning disabilities/autism and people with mental health problems; and
- (iii) Extra Care Services.

### **Background and Advice**

In July 2016, Full Council approved an amendment to the approval process for procurement exercises which are deemed to be Key Decisions in order to enhance the transparency and efficiency of decision making.

In line with the approved procurement rules, approval is required from the appropriate Cabinet Member to commence the three procurement exercises detailed in Appendix 'A' of this report, which are deemed to be Key Decisions.

Appendix 'A' of this report sets out the details of the individual procurement exercises, and the basis upon which the Procurement Service proposes to carry out the processes including:

- the description of the service being procured;
- the estimated annual contract value and the funding position;
- the contract duration and
- the proposed basis for the evaluation of the tender submissions received.

Where approval has been received from the Cabinet Member to undertake a tender process which is deemed to be a Key Decision, the subsequent award of the Contract on the satisfactory completion of the tender exercise shall not be deemed a Key Decision and can be approved by the relevant Head of Service or Director.

On the conclusion of the procurement exercises, the details of the contract awards will be reported to Cabinet on a monthly basis and recorded on the County Council's Scheme of Delegation recording system, in accordance with the County Council's procurement rules.

### **Consultations**

Relevant Heads of Service and key operational staff have been consulted in drawing up the proposals to undertake the procurement exercises included within this report.

**Implications:**

This item has the following implications, as indicated:

**Legal/Procurement**

Failure to take steps to procure new contracts and continuing with the current arrangements would contravene the County Council's procurement rules and the Public Contracts Regulations 2015, exposing the County Council to an increased risk of legal challenge. Furthermore, failure to award the contracts may result in the County Council facing difficulty in delivering these services.

**List of Background Papers**

Paper	Date	Contact/Tel
Procurement Rules	July 2016	Rachel Tanner/01772 534904

Reason for inclusion in Part II, if appropriate

N/A





<p><b>Cabinet Member</b> Leader of the County Council</p>			
<p><b>Procurement Title</b> Occupational Health</p>			
<p><b>Procurement Option</b> Eastern Shires Purchasing (ESPO) Framework – Further Competition (mini-competition using pre-established providers that have been awarded a place on the framework)</p>			
<p><b>New or Existing Provision</b> Existing – current contract end date 31/03/2017</p>			
<p><b>Estimated Annual Contract Value and Funding Arrangements</b> £500,000 (Potential Total Contract Value - £2,000,000) The budget for this contract sits under Occupational Health, individual service areas are then recharged when accessing the services.</p>			
<p><b>Contract Duration</b> Initial period of 24 months with an option to extend the contract beyond the initial term, for any number of agreed periods, to a maximum of a further 24 months.</p>			
<p><b>Lotting</b> The tender will be conducted using the ESPO framework. The framework is lotted geographically and the County Council will conduct a further competition using Lot 2 Northwest. No further lotting is applicable.</p>			
<p><b>Evaluation</b></p> <table border="1" data-bbox="193 1339 1002 1391"> <tr> <td><b>Quality Criteria 60%</b></td> <td><b>Financial Criteria 40%</b></td> </tr> </table> <p>Social Value will account for 5% of the quality criteria focusing on the following social value objectives; promoting training and employment opportunities for local people.</p>		<b>Quality Criteria 60%</b>	<b>Financial Criteria 40%</b>
<b>Quality Criteria 60%</b>	<b>Financial Criteria 40%</b>		

**Contract Detail**

This tender is to provide Occupational Health and Sickness Absence Management services to the County Council.

Sickness absence accounts for a considerable proportion of lost working time. The aim of this contract is to significantly reduce this burden by investing in an occupational health provision that is flexible, performance focused and robust enough to meet the needs of a diverse workforce within a large, complex organisation.

The current contract commenced 1<sup>st</sup> April 2013 and is due to cease 31<sup>st</sup> March 2017. The contract was awarded to ATOS health care via a Crown Commercial Services Framework and delivered by OH Assist.

In January 2016 OH Assist became a new legal entity and the contract was novated from ATOS health care

The contract was tendered at £500,000 per annum giving a total of £2,000,000 over the life of the contract.

From June 2015 to May 2016 the total spend was £448,389.54 which would estimate at approximately £1,800,000 over a four year period

The proposal is for a contract to be agreed for a minimum of 24 months with an option to extend the contract beyond the initial term, for any number of agree periods, to a maximum of a further 24 months.

<b>Cabinet Member</b> Cabinet Member for Adult and Community Services		
<b>Procurement Title</b> Framework for the Provision of Home Care Services across Lancashire for older people, people with physical disabilities, people with learning disabilities/autism and people with mental health problems.		
<b>Procurement Option</b> OJEU – Open Tender		
<b>New or Existing Provision</b> Existing. The framework will replace an open market basis upon which services operate.		
<b>Estimated Annual Contract Value and Funding Arrangements</b> In the order of £55-60,000,000 (Adult and Community Services Budget) (Potential Total Contract Value - £240,000,000)		
<b>Contract Duration</b> Contract period of 4 years		
<b>Lotting</b> Delivery of home care services will be separated into three client groups: <ul style="list-style-type: none"><li>• Older people, people with physical disabilities</li><li>• Learning disabilities/autism</li><li>• Mental health problems</li></ul> Within each client group there will be 12 district lots.		
<b>Evaluation</b> <table border="1"><tr><td><b>Quality Criteria 60%</b></td><td><b>Financial Criteria 40%</b></td></tr></table> <p>Of which Social Value will form 10% of the quality criteria, the objective will be focused on promoting training and employment opportunities for the people of Lancashire.</p>	<b>Quality Criteria 60%</b>	<b>Financial Criteria 40%</b>
<b>Quality Criteria 60%</b>	<b>Financial Criteria 40%</b>	
<b>Contract Detail</b> <p>The County Council currently purchases approximately 4.6 million hours of home care each year from 167 registered home care providers at an annual cost in the order of £55-60,000,000.</p> <p>Home care, also known as Domiciliary Care, is the delivery of a range of personal care and support services to individuals in their own homes. The care delivered can range from a check to ensure that the individual has taken prescribed medication, through to an extensive care package to meet their assessed needs including personal care i.e. support to get in/out of bed, bathing, toileting and meal preparation.</p> <p>Home Care services provision is externally commissioned from the independent and voluntary sectors. Providers are registered with the Care Quality Commission, and typically arrangements are made through the County Council for many hundreds of people each year who become eligible for support following assessment and the</p>		

application of Care Act eligibility criteria/threshold.

The County Council is committed to achieving the following strategic objectives:

- **Improving service quality** – by placing greater focus on: person-centred approaches; the outcomes of service users; promoting independence; ensuring dignity in care; and safeguarding vulnerable adults.
- **Developing the home care workforce** – by strengthening the approach to workforce development and training, and being clear about the required standards.
- **Strengthening the approach to contracting** – by being clear with providers about our requirements, having robust contracts in place with greater emphasis on quality, standards, performance and monitoring.
- **Shaping the market** – by reducing the number of providers the County Council contracts with, offering contracts based on specific geographical zones/districts and promoting a sustainable and responsive local home care market.

The procurement strategy has been informed by a 5 week market consultation exercise that engaged more than 60 providers and partners on a range of issues including the award criteria, Lotting and key performance indicators.

Services are currently delivered by around 160 service providers and it is anticipated that this will reduce to approximately 30-40 distinct providers. Services will in the majority of cases, be distributed directly to providers on a rotational basis where service user choice has not been exercised. In certain defined circumstances such as the provider failure the County Council has reserved the right to group packages of care and allocate business via mini-competition.

Whilst these services have not previously been tendered using a price weighting the rationale for having providers submit the price they will charge was set out in the consultation process:

- Using a fixed hourly rate risks setting the wrong price – providers regularly comment that our rates do not reflect market conditions.
- Allowing providers to set their own rate generates true competition in the market enabling us to secure the best rates that reflect market conditions whilst allowing providers to determine a fair price for care for their individual organisation.
- Flexible pricing recognises that the cost of providing care can differ across providers and geographical zones e.g. the cost of providing home care in high population density areas should typically be lower than in rural areas.
- The proposed evaluation ratio of 60% for quality and 40% for price places a majority weighting on quality supporting our commitment to quality improvement whilst striking a reasonable balance to ensure best value.

By asking providers to submit the price they will charge, the County Council intends to utilise the expertise of the individuals who are best placed to make the judgement over current and future potential costs. The pricing to be submitted will reflect not only a fair cost of care but also the true cost of care, inclusive of costs specific to each individual organisation, that is set at a level which would enable a provider to meet the contractual service, workforce and quality requirements and also their own business needs.

<p><b>Cabinet Member</b> Cabinet Member for Adult and Community Services</p>			
<p><b>Procurement Title</b> Extra Care Services</p>			
<p><b>Procurement Option</b> OJEU – Open Tender</p>			
<p><b>New or Existing Provision</b> Existing</p>			
<p><b>Estimated Annual Contract Value and Funding Arrangements</b> £2,500,000 (Potential Total Contract Value - £7,500,000) Budget - Physical Support, Social Care Services (Adults)</p>			
<p><b>Contract Duration</b> Initial period of 12 months with an option to extend the contracts beyond the initial term, for any number of agreed periods, to a maximum of a further 24 months.</p>			
<p><b>Lotting</b> Extra Care Services will be Lotted according to the location of the schemes. There are 12 Extra Care schemes to be tendered in this procurement, and the proposal is to offer 8 Lots in total. Lots are made up of individual or paired extra care schemes. Where schemes have been paired up, this has been possible due to the close proximity of the schemes, giving rise to the possibility of a provider achieving economies of scale.</p>			
<p><b>Evaluation</b></p> <table border="1" data-bbox="209 1317 1018 1370"> <tr> <td><b>Quality Criteria 60%</b></td> <td><b>Financial Criteria 40%</b></td> </tr> </table> <p>The proposed evaluation ratio of 60% for quality and 40% for price places a majority weighting on quality supporting our commitment to quality improvement whilst striking a reasonable balance to ensure best value can be achieved. Social Value to be weighted at 10% and covers the following objectives: Promote training and employment opportunities for the people of Lancashire; Raise the living standard of local residents.</p>		<b>Quality Criteria 60%</b>	<b>Financial Criteria 40%</b>
<b>Quality Criteria 60%</b>	<b>Financial Criteria 40%</b>		
<p><b>Contract Detail</b> Extra care is a compromise between sheltered housing and a care home for the older people client group. It allows residents to continue living independently, typically in a self-contained flat or bungalow, while benefiting from personal care and support delivered in a similar manner to homecare services.</p> <p>Extra Care allows individuals to live in their own accommodation in an Extra Care scheme, promoting independence with the safety net of 24/7 background support, plus additional planned care as required. The services being procured are the personal care and background support at each scheme.</p>			

There are currently 16 Extra Care schemes across Lancashire. There are 12 schemes that will be procured as part of this tender due to the current contracts coming to an end between January and April 2017. Of the excluded schemes, two are contracted under a different operating model and are to be procured separately. A further two excluded schemes have ongoing social care reviews to determine their future.

A commissioning review of the Extra Care service is taking place and it is the intention to use only the initial year of a potential three-year term as an interim solution, prior to the development of a more efficient and effective solution. Understanding the cost model for Extra Care services is challenging due to inconsistencies in service delivery. The model proposed for these interim contracts provides greater efficiency than previous contracts, removing a blanket block contract approach and switching to a part block, part spot approach to avoid overpayment. However as stated, more time is required to identify the long-term approach.



## Report to the Cabinet Member for Adult and Community Services

Report submitted by: Director of Adult Services

Date: 11 October 2016

**Part I**

Electoral Divisions affected:  
All

### **Implementation of the Care Act 2014 - Approval of revised Adult Social Care Policies and Procedures, incorporating Telecare and Protection of Property (Appendices 'A' and 'B' refer)**

Contact for further information:

Kieran Curran, (01772) 536068, Policy, Information and Commissioning Manager,  
[kieran.curran@lancashire.gov.uk](mailto:kieran.curran@lancashire.gov.uk)

#### **Executive Summary**

The Care Act 2014 modernises and consolidates legislation on adult social care in England into one statute and has been described as the biggest change to adult social care law in 60 years. This legislation has changed the financial, legal, commissioning and operational landscape for councils, their workforces, for citizens, social care providers and partners.

The County Council's adult social care policies, procedures and practice guidance documentation forms part of an essential operating framework for those working with adults who have social care needs. The requirement to maintain and improve this framework is essential to the professional and high quality delivery of assessment, supports information and advice to our customers and to ensure legal compliance.

A comprehensive review of the County Council's adult social care policies, procedures and practice guidance has therefore been undertaken and key policy documents have been identified for review and revision as part of a phased programme, as authorised by Executive Scrutiny Committee on the 8 March and the Cabinet Member for Adult and Community Services on the 9 March earlier in 2016.

This phased programme now continues with the submission of two additional revised policy, procedures and practice guidance documents, namely Protection of Property (including Livestock) and Telecare (see relevant Appendices for more information).

This is deemed to be a Key Decision and the provisions of Standing Order No 25 have been complied with.

## **Recommendation**

The Cabinet Member for Adult and Community Services is recommended to:

- (i) Approve the following revised Adult Social Care Policies:
  - a. Protection of Property (Appendix 'A')
  - b. Telecare (Appendix 'B')
  
- (ii) Agree that any fundamental changes or new policies should be presented to the Cabinet Member for Adult and Community Services for approval and to authorise the Director of Adult Services, in consultation with the Director of Governance, Finance and Public Services, to approve all other future revisions of these specific adult social care policies.

## **Background and Advice**

### 1. New arrangements

To support the development and effectiveness of the County Council's adult social care policies, procedures and practice guidance, [a new framework was approved in March 2016 to ensure compliance with the Care Act](#). Additional information regarding the specific arrangements governing the framework was also approved. It was agreed that new policies will follow the full decision making pathway through to Cabinet Member approval.

### 2. Summary of Revised Policies and Procedures:

Two new policies – Protection of Property (including Livestock) and Telecare – are now ready for approval by the Cabinet Member for Adult and Community Services.

### **Protection of Property (including Pets/Livestock)**

Section 47 of the Care Act 2014 states that:

Local Authorities must take all reasonable steps to protect the moveable property of an adult with care and support needs who is being cared for away from home in a hospital or in accommodation such as a care home, and who cannot arrange to protect their property themselves; this could include their pets as well as their personal property (e.g. private possessions and furniture). Local Authorities must act where it believes that if it does not take action there is a risk of moveable property being lost or damaged.

This document sets out the County Council's response to Section 47 of the Care Act 2014 in regard to its duty to protect individuals' property.

Please see Appendix 'A' for more information.

## **Telecare**

It is critical to the vision in the Care Act that the care and support system works to actively promote wellbeing and independence, and does not just wait to respond when people reach a crisis point. A local authority must provide or arrange for services, facilities or resources which would prevent, delay or reduce individuals' needs for care and support, or the needs for support of carers.

The County Council recognises that effective assistive technology services, such as Telecare, can play an important role in helping to achieve this. Therefore, the County Council is committed to improving and expanding the use of Telecare, so it becomes an integral part of our adult social care offer and is embedded within the wider changes being made by us and our NHS partners.

The Lancashire Telecare Service is available free of charge to adults who are ordinarily resident in Lancashire and are eligible under the national eligibility criteria as defined by the Care Act.

Specific procedures to be followed by County Council staff are provided in Section 3 of Appendix 'B' and include detailed guidance on:

- Assessment
- Referral
- Commissioning
- Installation and Service Activation
- Review of Care and Support Plan
- Ceasing a Telecare Plan
- Admission to short term care or hospital
- Privately-funded Telecare

Please see Appendix 'B' for more information.

All remaining policy revisions will be presented as appropriate, pursuant to the arrangements previously agreed by Executive Scrutiny Committee and the Cabinet Member for Adult and Community Services in March 2016.

## **Consultations**

Wider public consultation has not been undertaken as the documents in question are not new presentations but rather revisions to ensure they fully represent the new duties and requirements placed on the local authority under the Care Act.

## **Implications:**

This item has the following implications, as indicated:

- Workforce

The professional response and practice of the workforce in supporting citizens and customers is guided by the County Council's comprehensive range of adult social care policies, procedures and practice guidance. The accuracy and relevance of these documents is therefore essential to support practice and the delivery of high quality services.

As the revision of documentation has in the main come as a result of new duties under the Care Act, a further process of awareness raising training in regard to the variations will also be undertaken across the social care workforce to ensure that the changes are embedded in practice.

A programme of training is already being delivered across the social care workforce and with key internal and external stakeholders to ensure understanding of legal responsibilities under the Care Act and to embed the new duties into practice. The workforce has been offered a range of awareness and business specific training and this training programme will continue.

- Legal

The Care Act and supporting guidance places a series of new duties and responsibilities on the County Council in regard to the care and support for adults. All revised or new documents have been assessed and approved by legal before being presented to the Cabinet Member for final approval. All documents will be publically accessible as part of this process with the aim of reducing legal challenge or complaints due to lack of understanding or transparency.

- Equality and Diversity

The Care Act itself was subject to a wide range of consultation and its provisions were assessed for their equality impact.

- Financial

Under Section 47 (7) Care Act 2014 the Local Authority may recover whatever reasonable expenses have been incurred in protecting the adult's property. The adult needs to be advised that they will be required to pay the total cost for any arrangements made, and this should be recorded on the case file. As an interim the local authority, through the Team manager, may be required to authorise accommodation fees for pets and livestock for which no previous arrangements have been made and prior to the adult being billed for the cost. This cost/ authorisation must be reviewed every four weeks at a maximum.

Invoices and receipts will need to be obtained and liaison made with the Safeguarding Adults Finance Team, who will be responsible for the recovery of these expenses from the adult.

## Risk management

The County Council is already operating within the framework of the Care Act. However publishing a clear policy framework supports the County Council. If the recommendations are not taken forward, the County Council will not meet its statutory duties under the Care Act which will result in the County Council being highly exposed to legal challenge and reputational damage.

## List of Background Papers

Paper	Date	Contact/Tel
Care Act 2014 -- <a href="http://www.legislation.gov.uk/ukpga/2014/40023/en.pdf">http://www.legislation.gov.uk/ukpga/2014/40023/en.pdf</a>	April 2014	Kieran Curran Policy, Information and Commissioning (01772) 536068
<a href="#">Implementation of the Care Act – Approval of revised Adult Social Care Policies and Procedures incorporating the Wellbeing Principle, Eligibility, Ordinary Residence and Independent Advocacy</a>	March 2016	Kieran Curran Policy, Information and Commissioning (01772) 536068.
<a href="#">Implementation of the Care Act – Approval of revised Adult Social Care Policies and Procedures incorporating the Wellbeing Principle, Eligibility, Ordinary Residence and Independent Advocacy</a>	March 2016	
<a href="#">Implementation of the Care Act – Approval of revised Adult Social Care Policies and Procedures incorporating the Wellbeing Principle, Eligibility, Ordinary Residence and Independent Advocacy</a>	January 2015	

[Care Act–  
update of  
care and  
support  
statutory  
guidance](#)

[Commissi  
oning  
Strategy  
for  
Telecare  
Services  
2014/15 –  
2017/18](#)

Reason for inclusion in Part II, if appropriate

NA

# Adult Social Care Policies and Procedures

## PROTECTION OF PROPERTY including Pets/ Livestock



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**POLICY VERSION CONTROL**

<b>POLICY NAME</b>	Protection of Property including Pets/ Livestock		
<b>Document Description</b>	This document sets out the Council's response to Section 47 of the Care Act 2014 in regard to its duty to protect individuals' property. If no other suitable arrangements have been, or are being made, then the following procedures need to be followed.		
<b>Document Owner</b> 1) Officer, position and contact details			
<b>Document Author</b>	Linda Thomas/Sue Hird	<b>Date</b>	15/07/2016
<b>Status</b> (Draft/Live/Withdrawn)	Draft	<b>Version</b>	Final
<b>Last Review Date</b>		<b>Next Review Due date</b>	
<b>Approved by</b>		<b>Position</b>	
<b>Signed</b>		<b>Date Approved</b>	

## 1. POLICY STATEMENT

Section 47 of the Care Act 2014 states that:-

Local Authorities must take all reasonable steps to protect the moveable property of an adult with care and support needs who is being cared for away from home in a hospital or in accommodation such as a care home, and who cannot arrange to protect their property themselves; this could include their pets as well as their personal property (e.g. private possessions and furniture) Local Authorities must act where it believes that if it does not take action there is a risk of moveable property being lost or damaged.

Protecting property may include arranging for pets to be looked after when securing premises for someone who is having their care and support needs provided away from home in a care home or hospital, and who has not been able to make other arrangements for the care of their home or pets.

If a request is received to protect an adult's property the Social Care Worker should ascertain whether it is possible for the adult to delegate responsibility for protecting or disposing of property to another person, e.g. relative, Solicitor, or friend. If this is possible then the Local Authority has met its duty as 'suitable arrangements are being made'. This fact must be recorded in the case file along with the contact details of the adult's nominee.

If, however, this is not possible and a suitable nominee cannot be identified, then the Local Authority is responsible for protecting any moveable property on the adult's behalf. A social care worker may enter the property at reasonable times, with the adult's consent; but reasonable notice should be given. If the adult lacks the capacity to give consent to the Local Authority entering the property, consent should be sought from a person authorised under the Mental Capacity Act 2005 to give consent on the individual's behalf.

This might be:

- an Attorney (also known as a donee with lasting power of attorney) that is someone appointed under the Mental Capacity Act 2005 who has the legal right to make decisions (e.g. decisions about their care and support) within the scope of their authority on behalf of the person (the donor) who made the power of attorney;
- a Deputy (also known as a Court-Appointed Deputy) that is a person appointed by the Court of Protection under the Mental Capacity Act 2005 to take specified decisions on behalf of someone who lacks capacity to take those decisions themselves; or
- the Court of Protection.

It may be possible to delegate the responsibility for the protection of property to these individuals and this should be investigated.

If the adult in question lacks capacity and no other person has been authorised to act on their behalf, then the local authority must act in the best interests of the adult in accordance with section 4 of the Mental Capacity Act 2005.

If a third party tries to stop an authorised entry into the home then they will be committing an offence, unless they can give a good reason for why they are obstructing the local authority in protecting the adult's property. Committing such an offence could, on conviction by a Magistrates' Court, lead to the person being fined up to a maximum fine not exceeding level 4 on the standard scale. If a local authority intends to enter a home then it must give written authorisation to an officer of the council and that person must be able to produce it if asked for. (Appendix 1)

The local authority has no power to apply for a warrant to carry out their duties to protect property. The enforcement power is prosecution for unreasonable obstruction. However, if the Court decides the obstruction is reasonable then the local authority would have no further power to force entry.

This duty on the local authority lasts until the adult in question returns home or makes their own arrangements for the protection of property or until there is no other danger of loss or damage to property; whichever happens first. Often a one off event is required such as the re-homing of pets or ensuring that the property is secured. However, if costs are incurred or if there are ongoing costs the local authority can recover any reasonable expenses they incur in protecting property under this duty from the adult whose property they are protecting. Examples include:-

- Gaining access to the property (if forced entry is required)
- Securing the property – e.g. changing the locks if required
- Storing any valuable items
- Arrangements for the care of pets/livestock

To fulfil its duty under section 47 of the Care Act, the local authority will deliver a protection of property service as required, working with its statutory, voluntary and private sector partners when carrying out a care and support function, or making a decision that is relevant, coherent, timely and sufficient.

The protection of property service will be available to the population of Lancashire with care and support needs, and delivered in ways that are accessible. All reasonable adjustments will ensure that disabled people have equal access to the protection of property service which are in line with the Equality Act 2010.

The Local Authority will give due consideration to, and operate in line with, other relevant legislation, policies and guidance to ensure that practice is of high quality and legally compliant. Where those adults the Local Authority comes into contact with

wish to challenge or raise concerns in regard to the Authority's decisions, the Local Authority's complaints procedures will be made available and accessible.

The Local Authority retains its duty for those adults who are ordinarily resident to Lancashire.

## 2. PROCEDURES

**No inventory or search is to be carried out unless the Social Care Worker is accompanied by another responsible person.**

If the Social Care Worker cannot find a person willing and capable of looking after the property, it will be necessary for the Social Care Worker to make temporary arrangements as follows:

The Team Manager's written authority must be obtained for any member of staff to enter into an adult's property who cannot give their consent (see Appendix 1 for a standardised letter)

This and another form of identification (e.g. Identity Badge) should be taken when intending to enter the property and produced if asked to do so. Appendix 2 should be used to obtain authorisation to remove money and valuables from the adult's property with their consent and without consent - under the Mental Capacity Act (Appendix 3). Entry into an adult's home should only take place if there is no Attorney/Deputy.

The Social Care Worker undertakes the following:-

- A search to be made and all cash, documents and articles of value to be removed for safekeeping, e.g. jewellery, watches, pension book, Will and Bank book.
- Gas, Water and Electric supplies are to be cut off at main source and meters read. Consideration needs to be given regarding heating systems in operation and the weather temperature i.e. where a frost thermostat is in operation, and consideration of the freezer contents.
- Any other ongoing deliveries to be cancelled for example milk, papers etc.
- All windows and doors are to be secured.
- Notify the local Police by telephone, requesting that the property is kept under surveillance, and confirm this action by letter. To notify the police if this situation changes e.g. the person returns home.
- An inventory of all property (see Appendix 4 - Checklist) in the home must be made, indicating which items are to be removed and which left. **The Inventory must be made and signed by two Officers of the local authority, one of whom should be the Social Care Worker involved in the case.** The original must be sent to the adult, and a copy placed in the case file.

- If the adult has no relative to manage the property, then items of property must be clearly described on the inventory (see Appendix 5).
- A receipt must be made out for any cash removed from the home, which is to be attached to the copy of the inventory to be forwarded to the adult, and the cash handed to the Admin Manager.
- Valuables must be placed in an envelope on which is to be recorded the name of the adult and the contents of the envelope. The envelope is to be handed to the Admin Manager, who will check the contents in the presence of the Social Care Worker and enter the details in a Property Register, which is to be signed, by the Admin Manager and the Social Care Worker.
- Details of offices where the safes are based can be obtained from team managers
- Outside office hours, **neither money nor valuables must be taken home** by the Social Care Worker.

### 3. PETS AND LIVESTOCK

These are treated as “moveable property” within the meaning of the Care Act 2014. If possible the social care worker should discuss with the adult as to whether there is someone they can contact to take responsibility for caring for pets/livestock.

If there is no one available to assist, a discussion should take place between the social care worker and the team manager regarding the arranging for any care of the pets/ livestock as required.

**The adult needs to be advised that they will be required to pay the total cost for any arrangements made, and this should be recorded on the case file.** However the social care worker should assist with arrangements, if required, as soon as possible, due to possible limited access of information in some circumstances, e.g. the adult in a hospital setting may have limited access to telephone/ is too unwell to make arrangements themselves.

As an interim the local authority, through the Team manager, may be required to authorise accommodation fees for pets and livestock for which no previous arrangements have been made and prior to the adult being billed for the cost. This cost/ authorisation **must** be reviewed every four weeks at a maximum.

If the adult dies or the adult can no longer care for their pet(s) the Team manager, with agreement from the Area Operation Manager must, without delay, seek a permanent solution to the future care of the pet(s). If the person has capacity to make the decision they can sign the pet(s) over to a relative or friend or appropriate animal charity who can make arrangements to find another home if appropriate. The Local Authority cannot undertake to provide for the long-term boarding of animals.



If it becomes apparent that the adult is likely to require long term residential care or will not be able to return home for some time, then the social care worker should take the following steps ONLY if there is no relative, designated friend etc or LPA/Deputyship:-

- Establish, as far as possible, what the adult's wishes are and the arrangements they wish to make with regard to their property and valuables
- Provide information to the adult about arranging a Benefit Appointee, Power of Attorney or Deputy and/ or instructing a solicitor if required.
- If the person lacks the capacity to manage their property and financial affairs, and a suitable person, e.g. a relative, wishes to become their financial Deputy, offer information on how to apply to the Office of the Public Guardian. They should also be advised to seek legal advice.
- If the person lacks the mental capacity to manage their property and financial affairs and there is no other person suitable to take on this role, then discussion should take place with the team manager about the possibility of applying for a Deputyship order for property and affairs.

The Local Authority Safeguarding Adults Finance team should also be liaised with for advice, action and guidance.

#### **4. RELINQUISHING A TENANCY**

Housing Benefit ceases to be paid as soon as somebody becomes a permanent resident in residential or nursing care. This includes the standard four week trial period. It can be paid for up to 52 weeks when a claimant is in hospital and it is intended that they will be returning home.

##### When the adult has mental capacity:

If the adult wishes to relinquish their tenancy, and the local authority is responsible for the protection of their property, the social care worker should invite the adult to sign the Termination of Tenancy/Disposal of Contents form in Appendix 6 and then send this to the Finance Team who will make the necessary arrangements to terminate the tenancy.

If clearing the property is required, the wishes of the adult should be established by the social care worker with regard to the disposal of possessions. A written authorisation from the adult should be obtained (see Appendix 6) and sent to the Finance team who will make the necessary arrangements to clear the property.

##### When the adult does not have mental capacity

If the person is subject to a deputyship order with the Local Authority the social care worker will verify the adult's wishes with regards to their possessions and will communicate this to the Local Authority deputyship officer and the Safeguarding Adults Finance Team. The clearing and termination of the tenancy will be managed by the deputyship officer, supported by the Safeguarding Adults Finance Team.

Where there is not a Local Authority deputyship officer, the social care worker should make checks to establish if there is a Deputy or whether the adult has appointed someone else to act on their behalf (e.g. registered Enduring Power of Attorney or Registered Lasting Power of Attorney (property and affairs))



It is important to note that without a Deputy, EPA or LPA only the Court of Protection can authorise the termination of a tenancy. The social care worker must arrange for a best interests assessment to take place under the Mental Capacity Act prior to applying to the Court of Protection.

## **5. UNINHABITABLE OR UNSAFE CONDITIONS**

There may be occasions when it is identified that the adult has been living in unsanitary, infested/verminous or otherwise unsafe conditions. In these circumstances, the social care worker must seek to gain consent from the adult as to how to make the property safe and habitable. Depending on the nature of the problem, the social care worker should then alert relevant individuals or organisations who may have a legal duty to make the property safe and habitable or to carry out enforcement action if required. This could include alerting:-

- A power of Attorney or Deputy for the adult
- The adult's allocated social care worker
- The landlord of the property if rented
- Environmental Health Services

If it appears that the adult's decision-making is impaired in relation to making their property safe and habitable, the provisions of the Mental Capacity Act must be followed and if the adult lacks capacity, a best interest decision will be required as to whether the property should be arranged to be cleaned, repaired or de-infested, .i.e. if there is an environmental health impact on the property.

There may be occasions when an adult who has the capacity to make decisions about the upkeep and safety of their property withholds consent for action to be taken. In these circumstances all efforts should be made to identify with the adult any potential risks to themselves or others and to reach an agreement with them about how the problems may be resolved.

If consent cannot be obtained but there remains concern that the adult and /or others could be at a serious risk of harm then the social care worker must follow the Information Governance guidance and principles of the Care Act in deciding if information should be shared without the adult's consent with other relevant agencies e.g. environmental health. Legal advice should also be sought.

## **6. RECOVERY OF EXPENSES**

Under Section 47 (7) Care Act 2014 the Local Authority may recover whatever reasonable expenses have been incurred in protecting the adult's property e.g. insurance of the property, kennelling fees, cleaning and repairs to the property, costs of appointing deputies etc.

Invoices and receipts will need to be obtained and liaison with the Safeguarding Adults Finance Team who will be responsible for the recovery of these expenses from the adult.

**7. OTHER RELATED LEGISLATION**

- Care Act Section1
- Chapter 10 Care and support planning Statutory Guidance

**8. ATTACHMENTS/APPENDICES**

APPENDIX 1: Notification Letter

APPENDIX 2: Authorisation Letter

APPENDIX 3: Confirmation of release of valuables form

APPENDIX 4: Checklist

APPENDIX 5: Inventory

APPENDIX 6: Termination of Tenancy/Disposal of Contents

# Adult Social Care Policies and Procedures

## Telecare

**WARNING!** Please note if the review date shown below has passed this procedure may no longer be current and you should check the PPG E Library for the most up to date version

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## POLICY VERSION CONTROL

<b>POLICY NAME</b>	Telecare		
<b>Document Description</b>	This document sets out Lancashire County Council's broad responsibilities for the provision of Telecare in Lancashire when undertaking any of its functions relating to the Care Act 2014		
<b>Document Owner</b> 1) Officer, position and contact details	Craig Frost (Policy, Information and Commissioning Manager) 01282470823		
<b>Document Author</b>	Craig Frost/Kieran Curran	<b>Date</b>	26 July 2016
<b>Status</b> (Draft/Live/Withdrawn)	Live	<b>Version</b>	1.0
<b>Last Review Date</b>		<b>Next Review Due date</b>	
<b>Approved by</b>		<b>Position</b>	
<b>Signed</b>	Tony Pounder	<b>Date Approved</b>	20 September 2016

DOCUMENT CHANGE HISTORY			
Version No	Date	Issues by	Reason for change
0.1	23/12/2015		Suggested amendments by Linda Thomas
0.2	18/01/2016		Suggested amendments by Heather Bryan
0.3	20/01/2016		Suggested amendments by Craig Frost
0.4	17/05/2016		Amendments following review of changes in development of Telecare
0.5	18/5/2016		To insert further clarification and amend appendices.
0.6	05/06/2016		Suggested amendments by Kieran Curran and Jas Johal
0.7	24/08/2016		Amendments by Management Team

## 1. POLICY STATEMENT

It is critical to the vision in the Care Act that the care and support system works to actively promote wellbeing and independence, and does not just wait to respond when people reach a crisis point. A local authority must provide or arrange for services, facilities or resources which would prevent, delay or reduce individuals' needs for care and support, or the needs for support of carers.

Within the Care Act statutory guidance, secondary prevention or early intervention is defined as more targeted interventions aimed at individuals who have an increased risk of developing needs, where the provision of services, resources or facilities may help slow down or reduce any further deterioration or prevent other needs from developing. Telecare clearly falls into this category and the statutory guidance uses it as an example of secondary prevention/early intervention.

It is well known that the health and social care system is facing enormous challenges, as people are living longer often with more complex care needs and health conditions. Therefore, the Council must find new approaches that enable more efficient and effective care, and support people to live independently with better outcomes, focussing on ways of helping people to better look after their own health and wellbeing, and developing service delivery models that enable more people to be supported at home or in their local community.

The Council recognises that effective assistive technology services, such as Telecare, can play an important role in helping to achieve this. Therefore, the Council is committed to improving and expanding the use of Telecare, so it becomes an integral part of our adult social care offer and is embedded within the wider changes being made by us and our NHS partners. The Council's intentions are set out in the Commissioning Strategy for Telecare, which complement some of the outcomes and priorities of the Council's Corporate Strategy.

The Lancashire Telecare Service is available free of charge to adults who are ordinarily resident in Lancashire and are eligible under the national eligibility criteria as defined by the Care Act, including those who:

- Have dementia or memory loss which means they may wander or are unable to deal with risks in the home such as fire, flood and gas
- Are becoming increasingly frail and are at risk of falling
- Are struggling to cope at home and may be regularly admitted to hospital, and may need residential care in the future
- Suffer from night time incontinence or seizures
- Have carers who need support in their caring role as they look after a member of the family
- May need a reminder or prompting when to take their medication
- Are vulnerable and may be at risk of abuse or crime or at risk of social isolation due to fear of abuse or crime.

Telecare must be considered in every holistic assessment as one of the possible solutions to meet a person's care and support needs, or support needs in the case of



a carer. In some cases, Telecare may be the only service commissioned because the service meets all eligible needs, or contributes to the support offered by informal carers or universal/community services. In other cases, Telecare may be provided alongside other formal care and support services.

Telecare has great potential to benefit people who may need care and support by improving their confidence and helping them to remain independent in their own homes. It can also offer peace of mind to friends/family/carers so they can focus more on providing social support. However, the increasing use of Telecare raises ethical concerns around the provision of the service, particularly to vulnerable people with cognitive impairments, including dementia. To alleviate these concerns practitioners should ensure that:

- Monitoring people through Telecare would not threaten their choice and privacy
- Individuals are supported to make decisions about whether to accept Telecare and what type of service would best meet their needs
- If the person lacks capacity, then any decision must follow the best interest process. If Telecare is to form part of a person's care package then consideration should be given as to whether this makes a care package more restrictive. If it is being used to monitor or supervise an individual then it should form part of any Court of Protection application where an authorisation is being sought for a deprivation of liberty.
- People understand how the service works and that the equipment remains appropriate to meet any fluctuating needs.

The Council will follow the Care Act and other relevant legislation, policies and guidance to ensure our practice is of high quality and legally compliant. Where our customers or those we come into contact with wish to challenge or raise concerns in regard to our decisions regarding Telecare, the Council's complaints procedures will be made available and accessible.

The Council will also ensure that any changes to our future Telecare policy will reflect wider reforms to operational practice across the Council.

## **2. KEY DEFINITIONS AND PRINCIPLES APPLICABLE TO THIS POLICY**

### **2.1 Wellbeing**

“Wellbeing” is a broad concept, and it is described as relating to the following areas in particular:

- personal dignity (including treatment of the individual with respect)
- physical and mental health and emotional wellbeing
- protection from abuse and neglect
- control by the individual over day-to-day life (including over care and support provided and the way it is provided)
- participation in work, education, training or recreation
- social and economic wellbeing



- domestic, family and personal
- suitability of living accommodation
- the individual's contribution to society.

There is no hierarchy, and all should be considered of equal importance when considering "wellbeing" in the round.

## 2.2 Prevention

Any action that prevents, reduces or delays the need for care and support. The aim is to help an individual stay independent and maintain their quality of life, and prevent, reduce or delay the need for care and support. Prevention is often broken down into three general approaches – primary (prevent), secondary (reduce) and tertiary (delay) prevention.

## 2.3 Assessment

This is one of the key interactions between the Council and an individual. The process must be person-centred throughout, involving the person and supporting them to have choice and control. It starts from when the Council begins to collect information about the person, and will be an integral part of the person's involvement in the care and support system as their needs change. An assessment **must** seek to establish the total extent of needs **before** the Council considers the person's eligibility for care and support and what types of care and support can help to meet those needs.

A carer is also entitled to an assessment.

## 2.4 Eligible

An individual is eligible if they meet the Care Act, Care and Support (Eligibility Criteria) Regulations 2014 set minimum threshold - *that as a result of the adult's needs the adult is unable to achieve two or more of the specified outcomes and as a consequence of being unable to achieve those outcomes there is, or there is likely to be, a significant impact on their wellbeing.* The Council will comply with this national threshold.

## 2.5 Care and Support Planning

This is undertaken with the individual following completion of an assessment where it has been established that the person 'ordinarily resident' to Lancashire. It will set out what their care and support needs are, how they will be met and what support they will receive. It is important to ensure the individual is aware that the duty on the Council is to meet needs that are not or cannot be met by universal services or others.

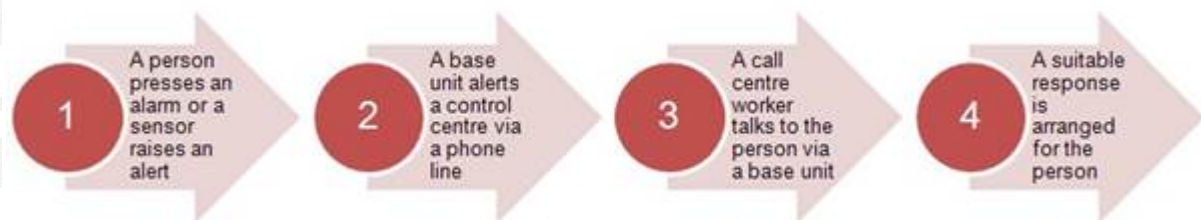
## 2.6 Assistive Technology

The term assistive technology is defined as the application of equipment, which can be used as part of the arrangements to monitor people's welfare, and enhance their independence and supplement any care and support they receive. Assistive technology can also provide information to inform the assessment of need and the planning of support.

## 2.7 Telecare

Telecare provides vulnerable people with equipment that can monitor their safety and wellbeing. Should there be a problem the equipment will raise an alert to a central monitoring centre.

When an alert is triggered, the monitoring centre will contact the person by speaking through the base unit. They will ask the person what is wrong, and identify what response is required. The response will vary according to the nature of the alert. It may be that they can offer reassurance or prompting over the unit. They may alert a family member or carer, and/or emergency services if required, but they can also provide a mobile response service.



## 3. PROCEDURES

### 3.1 Step 1: Assessment

Following a proportionate assessment, an eligibility determination is required. The first condition that the Council's assessors must consider is whether an adult with care and support needs has eligible needs. Telecare can only be provided and funded through the Council if a person meets the national eligibility threshold as defined by the Care Act, **and** they have a need for a Telecare base unit, pendant alarm and at least one other sensor. If they do not meet these requirements they can be advised of how to purchase a service privately if they wish to.

Telecare should be discussed with the individual and any informal carers during the assessment, so that they can make an informed choice about whether they wish to receive the service. If the person lacks capacity, then any decision must follow the best interest process.

The fact sheet 'Your guide to Lancashire Telecare services' is available to give to them for information (see Appendix 1).

If you are not sure whether Telecare is appropriate to meet the needs you have identified, or you are not sure what equipment may be appropriate, Progress Housing Group is happy for you to contact them to ask for advice by telephone on 01772 436756 or by email to [telecare@progressgroup.org.uk](mailto:telecare@progressgroup.org.uk).

An 'Overview of Telecare Devices' is available for assessors and support planners, giving an overview of the types of equipment which may be available (see Appendix 2).

For the base unit to be installed, each individual will need to have an active phone line and an available power socket within six feet of each other, on the same or adjoining wall. There should be no obstructions between the sockets (i.e. doorway) that would lead to trailing wires. This should be checked by you prior to referral.

Individuals can be referred for Telecare with a minimum completion of a FACE screening assessment or following an overview assessment or a review/reassessment. The cost of Telecare sits outside of the Personal Budget, so it is not necessary to have completed an overview assessment in order to commission Telecare.

It is important that any care and support to be provided should take account of the needs, outcomes and risks to be met by Telecare and be shaped around it. If Telecare will meet some or all of the eligible needs, then the care and support plan and any actual budget should fully reflect that, in order to prevent the meeting of needs being duplicated and creating dependency.

### 3.2 Step 2: Referral

Once the assessment has been recorded on Liquid Logic Adults System (LAS), create an action plan and complete the Telecare Referral Form.

You must complete **all** sections of the referral form, giving as much information as possible about the current circumstances, health conditions, needs and risks.

Telecare is assessed on a needs basis. Therefore the referral should detail the identified needs/risks and a recommendation of which needs and outcomes you consider that Telecare could meet. The provider will determine the specific equipment required, dependent upon the environment, the person's needs and wishes, and how the technology is required to work. If you wish to request a specific piece of equipment, please contact Progress Housing Group (see above) first to ensure that they will be able to provide it.

The service aims to complete all installations within a maximum of 20 working days. There is a section on the form to indicate if this is an urgent referral – this would be where there is a requirement for the service to be installed as a matter of urgency, for example to facilitate hospital discharge or where an urgent risk is identified. Urgent referrals will be prioritised and should be installed within one to five working days.

Individuals should have two emergency contacts who are key holders that the call monitoring centre can contact. If the person does not have anyone to act as emergency contact this needs to be detailed on the referral form. A key safe may be fitted to enable an emergency response to be provided

For some equipment, a named emergency contact **must** be available;

- Wander management sensors – if there is a need to detect if someone is leaving the house at an inappropriate time or they should not be going out, a named responder has to be identified. This should be someone with whom the person is familiar and would be willing to return to the house with.



- Pill dispensers – Telecare can provide pill dispensers to remind people to take their medication and alert the centre if they do not take it within a specified time, but there has to be an identified appropriate person to refill the dispenser. This person should be a family member or friend who is considered capable of doing this safely. It cannot be an agency carer or social care worker. If a non-professional fulfils this role (i.e., a family member) their suitability must be reviewed if any concerns arise. If no suitable non-professional is available, any professional who assumes this role must have appropriate insurance and the role must be part of their official job description.
- Enuresis sensors – Telecare can provide enuresis sensors, to alert when someone is incontinent, but they do not provide a response service to go out and assist the person to change pad/bedding/clothing.
- Epilepsy sensors – Telecare can provide the sensors, to alert when a person is having a seizure, but they do not provide a service to respond to this. A named contact who is aware of the person's seizure patterns and when emergency services may be required should be available to respond.

You must specify any potential risks to self or others, and give information about what action may have been taken as part of a risk management plan. If a fire risk assessment has been carried out, and the referral is being made to link Telecare equipment to equipment issued or recommended by the Fire and Rescue Service (e.g. misting units) then the referral form must include details of what risk assessments have been carried out by whom, and the outcome of these risk assessments. The Telecare provider needs to know that all relevant risk assessments have been undertaken, to ensure that they install the appropriate equipment relevant to the risk management plan.

The referral form must be emailed to Progress Housing Group – they do not have access to the LAS. All relevant information must be included on the referral form itself. Any additional information included on the covering email, which is not on the referral form, will not be taken into account and may lead to the referral being rejected with a request to add the information to the referral form.

When the referral form is completed, follow the LAS process to finalise the document, click on print to create a PDF document which must then be attached to an encrypted email and sent to Progress Housing Group at: [telecare@progressgroup.org.uk](mailto:telecare@progressgroup.org.uk). To use encrypted email, type "mailencrypt" into the start of the subject header of the email.

If there is a further person in the household who would also benefit from Telecare, then they will require an assessment to identify eligibility and needs/risks, and a referral should be completed for each person individually.

### **3.3 Step 3: Commissioning**

- Create and complete an adult support plan
- Complete the commissioning wizard to create a Care Package Line Item (CPLI) for Telecare against the need to be met.
- The provider will be 'Telecare – Tunstall'

- Follow the adult support plan authorisation process and send for budget authorisation.
- Do not activate the service at this stage

If referrals are made for more than one person in the household, then the service should be commissioned on each of the individual's records, not just on one.

The Telecare service sits outside of the Personal Budget, so it is not essential to have an estimated budget prior to referral and commissioning of Telecare. The service should be detailed on the Care and Support Plan, but the costs will be in addition to any Personal Budget.

*Please note that the costs displayed when you commission Telecare is the cost to the Council. There is no charge to the person with care and support needs for Telecare.*

### **3.4 Step 4: Installation and Service Activation**

Once Progress Housing Group receives the referral they will arrange for the installation team to visit the individual. The visit will include an assessment of the person and their property, to determine which specific equipment is appropriate to meet their needs safely. If they identify other needs which can be met by Telecare, they will provide additional equipment to meet those needs. Alternatively, they may assess that the needs cannot be met by Telecare due to the risks involved or the environment, so they will not install it.

- If the referral is withdrawn or installation could not take place Progress Housing Group will email the admin team mailbox to give the reason why. The admin team will notify the worker via a case note notification on LAS and end the service provisioning as never started. It is the worker's responsibility to review the situation to identify whether alternative support is required to meet the identified needs or whether further action is required to enable Telecare to be installed. If further action is taken to enable installation, the worker will need to complete another referral form detailing action taken as the original referral will have been closed.
- Once the installation has taken place, Progress Housing Group will email the admin team mailbox to confirm what equipment has been installed. The admin team will notify the worker via a case note notification on LAS and will:
  - Update the CPLI with the actual start date.
  - Activate the service using the service provisioning process.

### **3.5 Review of Care and Support Plan**

The provider will contact the individual following installation, to ensure that the service is working correctly and that the individual understands how it works, and will undertake their own annual reviews thereafter.

The Council should undertake a light touch review 6 – 8 weeks after provision of new services and then periodic care and support reviews no later than every 12 months.

It is in the best interests of the person with care and support needs to coordinate the care and support plan reviews and the Provider annual reviews, so that they take place together wherever possible.

When the Council is undertaking any care and support plan reviews where Telecare is in place, the review should always include how Telecare is working to meet the individual's needs and outcomes. Information about the number of alerts raised and the responses that were required will be available to help to inform whether the current care and support plan is working, or whether anything has changed or needs to change. For example, if no alerts have been raised in the period, they may have remained safe, or the person is not using the equipment, either because they do not know how to or they choose not to. If the person does not want to use the equipment or they no longer need it, then you should consider whether it should be removed.

If there is excessive use of the service, or changes in the pattern of alerts being raised, the provider may pass this information back to the Council to request an unplanned review.

You can request information on the call history and responses from the Progress Housing Group, who will send this to you via secure email. This can be requested via email or if urgent by phone, stating the person's name, LAS number, and that you are requesting information on usage to inform your review of their care and support plan.

If on review, it is determined that further Telecare equipment is needed, you need to complete a new referral form to request this, as in Step 2 above. You should make it clear in the text that this is an existing Telecare customer and what additional needs have been identified that Telecare could meet. You do not need to create another CPLI as the weekly charge includes all equipment installed as part of the service.

### **3.6 Ceasing a Telecare Service**

There are several reasons why this service or funding for this service may be ceased, for example:

- A person with care and support needs requests removal
- Person admitted to long term residential care
- Death of person with care and support needs
- Person with care and support needs moves home and does not require Telecare in the new property
- Person with care and support needs becomes fully Continuing Health Care funded and no longer requires the service.
- Person with care and support needs no longer meets the eligibility threshold

Progress Housing Group must be notified if Telecare services are to cease – do not just deactivate the service as this *will not* notify the provider. The service remains active until the equipment is collected, so the provider must be notified at the earliest opportunity so that they can arrange collection. The decommissioning form\* should be completed to indicate the date of cessation and the reason why and should be emailed to Progress Housing Group. The CPLI should then be deactivated.

If this service is to be funded by someone else (e.g. NHS, privately) you need to give details of who the bill should be sent to.

*\*The decommissioning form can be found on LAS under Documents – Start form.*



Before decommissioning, you should determine if there is any other household member who needs/ wishes to continue using the Telecare service within the same household. If there is, an assessment should be undertaken to determine eligibility for funding.

- If the other household member is not eligible for funding, they should be advised that they can continue to fund it privately, otherwise the equipment will be removed. Notification should be sent to the provider using the decommissioning form, either stating that equipment should be removed or giving details of the individual who will be funding it privately. The CPLI should then be deactivated.
- If the other household member is eligible for funding, then the assessing worker should make a referral for Telecare for them, stating in the comments that Telecare is already in place and is to be transferred into their name. A CPLI should be raised on the individual's record and activated - once this is activated the CPLI on the previous individual should be deactivated.

If the Telecare equipment is to be removed, you should consider whether alternative equipment is required to keep remaining householders safe. For example, if linked smoke detectors have been installed as part of Telecare, then the householder should be advised on getting these replaced so that they are not left at risk once the Telecare smoke detectors are removed.

### **3.7 Admission to short term care or hospital**

Progress Housing Group should be informed of any admissions to hospital or short term care, where the Council is aware, so that they are aware that the person is not at home and they should then be informed of confirmed discharge dates. The Telecare service should not be suspended if the person goes into short term care or is admitted to hospital. As long as the Telecare equipment is in place the service should remain active.

If it is identified that the person will not be returning to their own home, then a decommissioning form should be completed and sent to the provider to request removal of the equipment and the service should be ceased.

### **3.8 Privately Funded Telecare**

Telecare can be arranged and paid for privately if the person does not meet the national eligibility threshold for care and support. The cost of Telecare for private arrangements will differ from the commissioned cost to the Council. The individual should be made aware of this and that they will need to agree the cost directly with the provider for their local area. You should give the Telecare provider's contact details to the person or their family/representative to enable them to contact the provider directly.

The following providers will provide Telecare services to private paying clients.



**Together Housing** - East Lancashire

[Telecare@togetherhousing.co.uk](mailto:Telecare@togetherhousing.co.uk)

01282 873767

**Progress Housing Group** – All of Lancashire

[telecare@progressgroup.org.uk](mailto:telecare@progressgroup.org.uk)

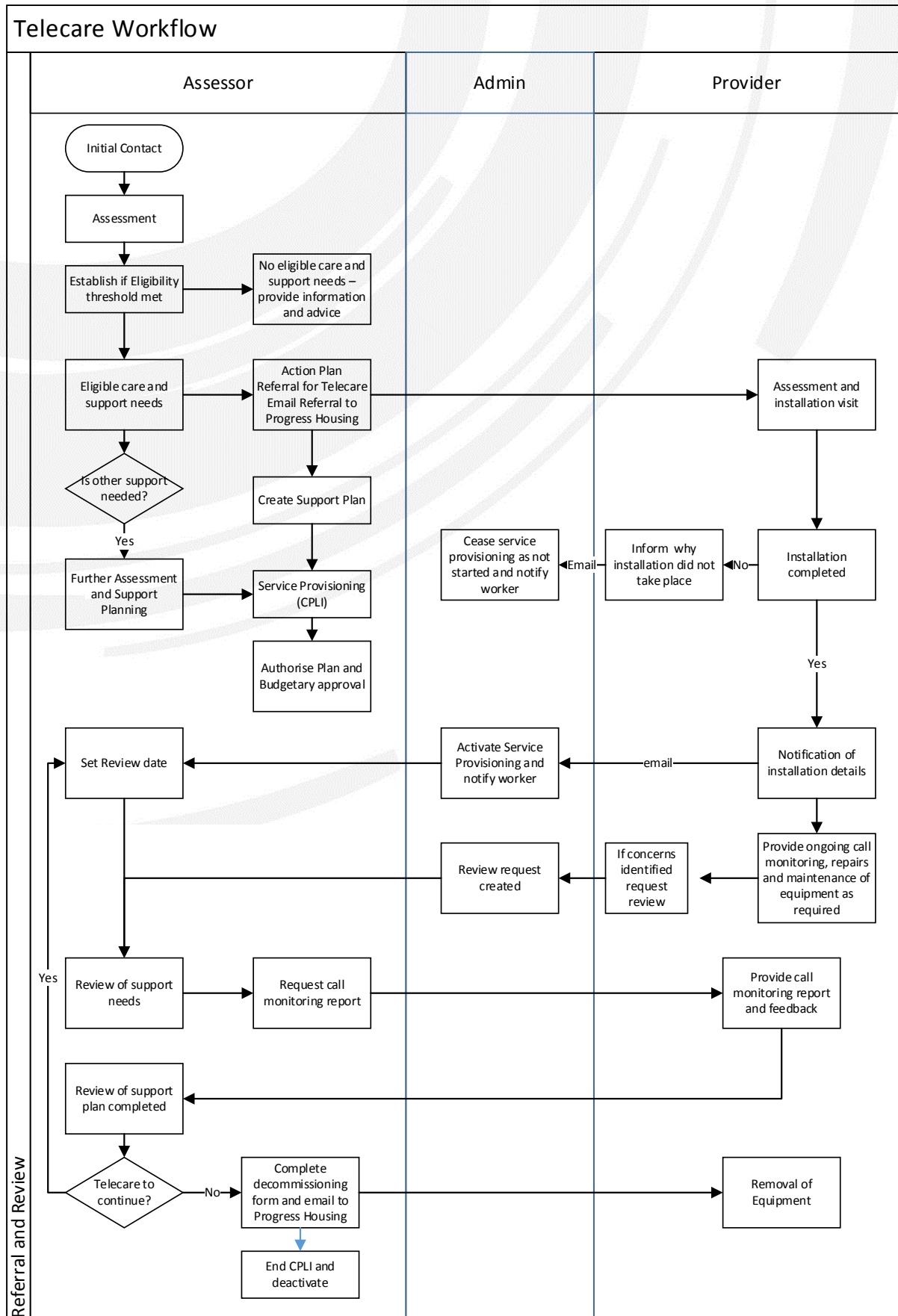
01772 436756

**West Lancs District Council** – West Lancashire

[HCL.Operators@westlancs.gov.uk](mailto:HCL.Operators@westlancs.gov.uk)

01695 585224

### 4. FLOW CHARTS/ DIAGRAMS OR EXAMPLES



**Case Study:****Background Information**

Margaret is 89 years of age and lives alone. She was diagnosed with dementia two years ago and is also diabetic and partially sighted. She feels lonely and yet does not usually want to go out, choosing to stay in the house, unable to occupy herself due to her dementia. She needs help with her personal care, domestic tasks, finances and medication. She had a small package of care but most of her support was provided by her son Colin. Colin requested an assessment for residential care for his mother because the situation was unsustainable. He said "I feel like I can't cope anymore and my mother isn't safe". He was extremely worried because his mother had recently been confused and was found wandering in the street one night. Since then Colin had felt overwhelmed with anxiety.

**Social Work Intervention**

An overview assessment, mental capacity assessment and carer's assessment were completed. A referral for Telecare was made for a pendant alarm, a smoke detector, medication dispenser and property exit sensors. Margaret's care package was increased and the timings of her visits were adjusted so she had a regular pattern. She was also provided with replacement care to provide respite to Colin. A referral was made to Shared Lives for assessment for two hours per week to provide social contact for Margaret and also provide a break to Colin. A referral to the volunteer service for additional sitting services was also completed and advice and information was provided on Age UK, Carers Point, Help Direct and the Alzheimer's Society.

**Positive Outcomes**

Margaret did not lose her place in the community. She has remained at home where she wants to live. Admission to residential care has been avoided. Telecare has given Colin more peace of mind and less stress because he knows that he can be alerted in an emergency. It is helping to keep Margaret safe in her own home without feeling intrusive. Her package of care was increased slightly and the timings adjusted, but Telecare has enabled Margaret to manage between care visits. In this way it has maximised her independence. Additional services took the burden of care from Colin, so that he still provides input but at a level he is able to manage. The additional services have also prevented social isolation and enhanced social opportunities to Margaret.

## 5. DOCUMENT HISTORY

RELATED DOCUMENTS	
OTHER RELATED DOCUMENTS	<ul style="list-style-type: none"> <li>• Well Being Principle Policy</li> <li>• Needs Assessment Policy</li> <li>• Eligibility Criteria Policy</li> <li>• Care and Support Planning Policy</li> <li>• Reviewing Care and Support Plans Policy</li> <li>• Personal Budget Policy</li> <li>• Ordinary Residence Policy</li> <li>• Skills for Care – A report on Ethical Issues in the Use of Telecare: <a href="http://www.scie.org.uk/publications/ataglace/ataglace24.asp">http://www.scie.org.uk/publications/ataglace/ataglace24.asp</a></li> <li>• Lancaster University - Ethical Frameworks for Telecare Technologies for older people at home (EFORTT): <a href="http://www.lancaster.ac.uk/efortt/">http://www.lancaster.ac.uk/efortt/</a></li> </ul>
LEGISLATION OR OTHER STATUTORY REGULATIONS	<ul style="list-style-type: none"> <li>• Care Act Part 1</li> <li>• Chapter 1 Promoting Wellbeing, Statutory Guidance</li> <li>• Chapter 2 Preventing, reducing or delaying needs, Statutory Guidance</li> <li>• Chapter 6 Assessment and eligibility, Statutory Guidance</li> <li>• Chapter 10 Care and support planning, Statutory Guidance</li> <li>• Chapter 11 Personal budgets, Statutory Guidance</li> <li>• Chapter 13 Review of care and support plans Statutory Guidance</li> <li>• Chapter 19 Ordinary residence, Statutory Guidance</li> </ul>

**Appendix 1 – Your guide to Telecare Services**

**Appendix 2 – Overview of Telecare Devices May**

# Agenda Item 9a

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

Document is Restricted



# Agenda Item 9b

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

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# Agenda Item 9c

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

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# Agenda Item 9d

(NOT FOR PUBLICATION: By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972. It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information)

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