

**Report to the Cabinet Member for Highways and Transport**  
**Report submitted by: Executive Director of Environment**  
**Date: 20 March 2013**

**Part I – Item No. 1**

Electoral Divisions affected:  
All Preston, South Ribble  
and Chorley Divisions

**Approval of the Central Lancashire Highways and Transport Masterplan for  
Publication and Preparation of Devolved Local Funded Major Scheme  
Proposals to the Local Transport Body**  
(Appendices 'A', 'B', and 'C' refer)

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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 first of the Masterplans to be produced covers Central Lancashire. As the principal focus for the county's economic aspirations, and with work well underway in the three district council areas to review the development plan for the area, the masterplanning exercise has been prioritised for this area.

A public consultation exercise for the Consultation Draft Central Lancashire Highways and Transport Masterplan ran for six weeks from 7 January to 25 February 2013. The response to the consultation exercise has, on the whole, endorsed the County Council's preferred option to '*improve and extend*' the transport network which accepts that major additional highway infrastructure will be needed to support new development, achieve the area's economic aspirations, and allow significant improvements to be made to support bus priority measures and enhance the public realm.

Responding to the concerns and suggestions raised through the consultation, a number of changes have been made to the draft Masterplan. The more significant of these relate to earlier planned delivery of several schemes, namely:

- Improvements at the M55 Junction 1 roundabout to be carried out during 2013.
- The early delivery of the northern section of the Broughton Bypass by 2016, combined with the closure of Whittingham Lane at the existing Broughton crossroads, to provide an interim solution to relieving the effects of congestion in the village.
- Upgrades to the A582 South Ribble Western Distributor Road and B5253 Flensburg Way to be delivered in stages along the route which will allow improvements to start as soon as 2014/15 and mean that design work and costings for new road space, junctions and bridges along the route will begin immediately.
- Work on completion of the Penwortham Bypass brought forward which will see the road open in 2019/20.
- Identification of a scheme and protection of a route for a new crossing of the River Ribble to start immediately followed by early work to develop the business case for the new crossing.
- A revised programme to deliver public transport priority and public realm enhancements along main corridors will see improvements delivered sooner, and coordinated with provision of new development and road infrastructure.

According to the Masterplan's delivery programme, major scheme business cases will be developed for the Preston Western Distributor and completion of the Penwortham Bypass and funding sought from the Lancashire Local Transport Body (LTB) for Devolved Local Major Scheme funding post 2015/16. This will entail an initial business case to be prepared and presented to the LTB for its consideration before the end of July 2013.

### **Recommendation**

The Cabinet Member is asked to approve:

- a) Publication of the Central Lancashire Highways and Transport Masterplan, presented at Appendix 'A'.
- b) Delivery of the northern section of the Broughton Bypass scheme, linking A6 Garstang Road north of Broughton and Whittingham Lane, and associated works at Broughton crossroads, funded from the County Council's Capital Programme, as an initial stage to providing a permanent solution to relieving the effects of congestion at Broughton, funding for which will be secured through developer contributions to be negotiated.
- c) Preparation and submission of an initial business case to the Lancashire Local Transport Body for the completion of the Penwortham Bypass and construction of the Preston Western Distributor as the County Council's priorities for Central Lancashire for Devolved Local Major Scheme funding post 2015/16.

## **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 latest LTP Implementation Plan programmes a series of highways and transport Masterplans to cover the county to be prepared during 2012/13-2013/14.

The Masterplanning exercise looks to identify problems, gaps and opportunities on the highways and public transport systems serving Lancashire and, importantly, how they impact on the County's economy. These Masterplans will form the transport evidence base for a much more pro-active role for the County Council in forward planning activities, 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 and development briefs across Lancashire.

Each Masterplan, supported by its evidence base and public consultation, should form an integral part of the evidence base to the development plan. The County Council will expect transport infrastructure that is shown in each Masterplan as attracting Community Infrastructure Levy (CIL) monies to be included in district Infrastructure Delivery Schedules ('Regulation 123 lists'). At the detailed planning stage, the Masterplans will be a material planning consideration in determining planning applications.

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

Moving forward, the Masterplans will provide the basis for the transport investment priorities presented to, and deliberated by, the Local Transport Body which will govern devolved local major transport scheme funding for the Lancashire Economic Partnership area. The Government has announced a four-year funding allocation for Local Transport Bodies to allocate between 2015/16-2018/19. For the Lancashire Enterprise Partnership (LEP) area the indicative allocation is £35.1 million. Moving forward beyond this four-year period, the expectation is that this funding amount will at least remain the same or increase in real terms, and as such will represent an important funding 'pot' to deliver the County Council's, as well as Blackburn with Darwen and Blackpool Councils' and the LEP's own, priorities. With the Local Transport Body set to be established in the coming months, its first task will be to determine its initial set of priority schemes to receive funding from 2015/16, to be published in July 2013.

The first of the Masterplans to be produced covers Central Lancashire. As a principal focus for the county's economic aspirations, and with work well underway in

the three district council areas to review the development plan for the area, the exercise has been prioritised for this area. With the designation of the two British Aerospace sites at Warton and Samlesbury as an Enterprise Zone, the transport connections serving these sites has come under the spotlight and the Central Lancashire Masterplan exercise has recognised and incorporated these locations into its study area.

The priority given to production of this Masterplan has also benefited Preston's expression of interest (EOI) to Government to secure Wave 2 City Deal status. Preston is the only area in the North West of England invited to make a submission, which covers Preston and South Ribble districts. City Deals are one of the Government's new measures to deliver more devolved local economic development. The Preston City Deal EOI was submitted to the Government in January 2013, and improving Central Lancashire's transport infrastructure is a key component. On 19 February 2013, the Deputy Prime Minister announced his support for the bid, giving the green light for Preston to secure a City Deal. This will provide the basis for a number of major schemes to be realised, including the new road proposals and upgrading of existing routes set out in this Masterplan, to support new development sites, improve the distribution of traffic on the western side of Preston and enhance access to and from the Strategic Road Network.

Central Lancashire's Masterplan also represents a critical stage in the production of site allocations to support the area's adopted Core Strategy. In the absence of a set of identified, affordable and deliverable transport improvements in the area, there is a very real risk, and the County Council has been vocal on this point, that the adopted Core Strategy for Central Lancashire will not be implementable and site allocations proposals will be found unsound.

The County Council will now be in a position to present evidence to the forthcoming examinations considering District site allocations to demonstrate that affordable and deliverable improvements can be made to the highways and transport network to support Central Lancashire's development strategy. The first of these, examining South Ribble's proposed site allocations, will be heard during March 2013, with Chorley's hearing sessions set to be held in April, and Preston's later this year.

The overall cost of the transport improvements to 2026 presented in the Masterplan is estimated at some £275 million. Because the scale of improvements and funding involved, delivery will rely on a number of infrastructure providers and a variety of funding 'pots'. Key amongst these will be the Central Lancashire District Councils who will all need to commit significant CIL monies to deliver, and ultimately benefit as a sub-region from, these strategic improvements. That will inevitably extend to funding infrastructure outside the collecting authority's administrative area.

In the short term, the County Council will need to commit resources to work closely with partners to make sure there is the guarantee of their support and assistance, and funding to follow. The Masterplan presents a delivery programme stretching to 2025/26 and shows that, for the improvements to be delivered, there will need to be a substantial investment and a commitment from a variety of providers to see it through - County and District Councils, Lancashire's Local Enterprise Partnership, Highways Agency, Network Rail – as well as the support of private business and house builders too.

The draft Masterplan proposes an integrated set of improvements that accepts that major additional highway infrastructure will be needed to support new development, achieve the area's economic aspirations, and allow significant improvements to be made to support bus priority measures and public realm improvements.

In order to deliver the transport infrastructure presented in the Masterplan in a timely manner, work will begin immediately. Over the next year the County Council will:

- continue discussions with communities, stakeholders and infrastructure providers to reach agreement and secure funding commitments;
- draw up and identify the schemes in more detail and protect the routes;
- begin the preparation of business cases to support scheme development and funding;
- continue our work to devise route management strategies and start works along public transport priority corridors;
- for proposals we are already committed to, finalise designs, begin to assemble land, and start works.

### **Consultations**

A public consultation exercise for the Consultation draft Masterplan ran for six weeks from 7 January to 25 February 2013. Six 'drop-in' events were held, including two particularly well attended sessions at Cottam and Penwortham. Meetings have been held with Councillors and officers of the three district councils, Highways Agency, Network Rail and Parish Groups. A consultation report is included at 'Appendix B', which summarises comments received from the three Central Lancashire district councils and surrounding district councils, County and Local Councillors and residents, Town, Parish and Neighbourhood Councils, Housing and Communities Agency, house builders and other developers, Highways Agency, Network Rail, Natural England, English Heritage, Environment Agency and others.

The response to the consultation exercise has, for the most part, endorsed the County Council's preferred option to '*Improve and extend*' the transport network which accepts that major additional highway infrastructure will be needed to support new development, achieve the area's economic aspirations, and allow significant improvements to be made to support bus priority measures and public realm improvements.

A number of respondents have raised concerns over the following more general points:

- transport infrastructure must be delivered sooner than the draft timescales envisage;
- housing development in the strategic areas should not begin until the necessary transport infrastructure is in place;
- it is unfair to rely on Chorley's collected CIL monies to deliver transport infrastructure outside the district;

- the new transport infrastructure will be detrimental to the safety of our children, cyclists and pedestrians, blind and partially sighted people, and other vulnerable groups;
- a lack of detail around the planned transport infrastructure and omissions or else an absence of improvements in other parts of Central Lancashire.
- the omission of any plans for several (current and former) rail stations – Coppull, Midge Hall and Adlington as examples – in the proposals.

Several infrastructure proposals have attracted particular attention during the consultation exercise, the first two concerning the construction of bypasses for Penwortham and Broughton. As longstanding proposals with the potential to impact locally, these two schemes have been the focus for the consultation events, press reporting and comments received from residents and other interested parties. In both cases the focus has been on the particular choice of solution: in the case of Penwortham the choice between the protected 'blue route' and an alternative based on the 'brown route'; and for Broughton, the potential for an interim or permanent alternative solution to the consented bypass route, and the timescale for and likelihood of funding to deliver a solution.

A third proposal to receive particular attention during the consultation has been the long term aspiration for a new crossing of the River Ribble, with many respondents calling for it to be brought forward in the delivery programme and actively pursued in parallel with new road space to the north and south of the River Ribble.

A number of respondents have expressed concern over the amount of detail presented in the draft consultation document, including the absence of any details of the anticipated layout of new internal roads servicing the North Preston strategic housing area, which it is suggested should come from the Masterplan.

#### Advice

Responding to the general (bulleted) points set out above, an expanded Foreword has been introduced in the Masterplan (presented at 'Appendix A') which responds to each point as follows:

#### Timing of Transport Improvements

Responding to the call for transport infrastructure to be delivered sooner, the Masterplan responds that County Council has been careful not to offer unrealistic timescales, recognising that there is much to be done to make these plans real, not least securing the funding needed to build them. The draft timescales have challenged and, as a result, delivery of several of the planned improvements has been brought forward, namely:

- Improvements at the M55 Junction 1 roundabout will be carried out during 2013.
- The early delivery of a new road linking the A6 north of Broughton and B5269 Whittingham Lane, along the line of the consented Bypass scheme, combined with the closure of Whittingham Lane at the existing Broughton crossroads, which will provide an interim solution to relieving the effects of congestion in the village.

- Upgrades to the A582 South Ribble Western Distributor Road and B5253 Flensburg Way will be delivered in stages along the route which will allow improvements to start as soon as 2014/15 and design work and costings for new road space, junctions and bridges along the route to begin immediately.
- Work on completion of the Penwortham Bypass under the newly revised programme will see the road open in 2019/20.
- Identification of a scheme and protection of a route for a new crossing of the River Ribble will start immediately followed by early work to build the case for a new crossing.
- A revised programme to deliver public transport priority and public realm enhancements along main corridors will see improvements delivered sooner, coordinated with provision of new development and road infrastructure.

### Timing of Housing Development

Responding to demands that no housing development should come forward until this planned infrastructure is in place, the Masterplan notes that such decisions will ultimately fall to the district local planning authorities to determine. The Masterplan does call for pragmatism if the plan is to be achieved, and that may mean development getting underway in order that developer contributions are secured, essential to delivering new transport infrastructure. The Masterplan notes that the numbers of houses planned across the area will take many years to come forward, which will give time, and the financial means, to make progress and put the necessary transport improvements in place.

### Use of CIL monies collected across Central Lancashire

In response to comments querying what impact the Masterplan's reliance on developer contributions and Community Infrastructure Levy ('CIL') will have for funding other local schemes in each district, the Masterplan notes that the County Council has been very vocal in calling for strategic transport infrastructure to be prioritised for CIL monies. It recognises that local authorities must work together to fully understand the reliance on CIL monies, in terms of monetary amount and timing, but also how the benefits of this investment will be felt across the sub-region.

### Safety on the Highway

Responding to concerns over the implications of these transport improvements for the safety of our children, cyclists and pedestrians, blind and partially sighted people, and other vulnerable groups, the Masterplan notes the priority given to road safety by the County Council and gives assurances that the question of safety will be paramount in delivering new transport infrastructure and enhancing our public realm.

### Transport Proposals presented in the Masterplan

Responding to concerns over the lack of detail or absence of proposals for parts of the network, the Masterplan responds by explaining that whilst these may not appear in this 'high-level' plan, suggestions offered through the consultation relating to transport schemes in the Masterplan will come to inform more detailed work to come, and indeed there will be many more opportunities to share ideas as the schemes are

developed. For other parts of the transport network, the County Council will continue to listen to issues raised in local areas, and identify and invest in local schemes through its local transport planning and maintenance work.

Turning to those transport proposals that attracted particular attention from respondents during the consultation, changes have been made to the Masterplan as follows:

#### Broughton Congestion Relief

Since 1986, the County Council has promoted a bypass of the village of Broughton as a means of removing traffic from the village centre. A route has been protected and planning permission granted for a scheme which has been identified as a potential solution to A6 congestion relief at Broughton. Funding to deliver a solution has been committed in the County Council's Capital Investment Strategy and through a developer contribution from development of the former Whittingham Hospital site. However, development has yet to commence, which has delayed construction of the Bypass and the latest indications are that a funding shortfall remains on completion of the full Bypass. Responding to this, the County Council has resourced and conducted a review of alternative options to determine whether there is a deliverable solution that could provide a level of relief and be implemented sooner and within more certain funding parameters.

Based on the conclusions of this work, the Masterplan announces the early delivery of the northern section of the Broughton Bypass, along its consented route, linking the A6 Garstang Road with the B5269 Whittingham Lane.

In combination with improvements to the M55 Junction 1 roundabout which will be delivered during 2013, construction of the northern section is identified in the A6 Broughton Options Study as one which will achieve some significant improvement to the flow of traffic as well as improving access for vulnerable users in the village. Importantly, it will not prejudice future bypass delivery from an engineering point of view or lead to costly abortive works. Following more detailed design and investigation it would appear to more readily deliverable as well compared to other options.

Some initial assessment of the impact of constructing the northern section on traffic flows and queue lengths indicates improvements to both the through put of vehicles and the journey time/delay through Broughton. It does not remove the significant through traffic element, which could only be achieved by a full road bypass of the village.

Construction of the northern section will be combined with road closure/traffic management measures at the Broughton crossroads, specifically closure of Whittingham Lane at the existing traffic signal-controlled junction and the removal or rephasing of the traffic signals.

Early delivery of the northern section will necessitate renewal of planning permission (as part of the full bypass scheme), detailed engineering design and associated on-site investigations commencing immediately, and the acquisition of all land and rights of access for construction and future maintenance, and, if necessary, the use of the

County Council's powers of Compulsory Purchase contained in the Highways Act 1980 and all other enabling legislation.

As to delivering a permanent solution to relieve congestion at Broughton and providing the necessary additional network capacity to support any further development in the outlying Preston rural area, a funding package will continue to be sought, which will rely on securing a significant level of developer contributions.

### Completion of Penwortham Bypass

The Masterplan confirms the County Council's favoured route for completion of the Penwortham bypass between the Broad Oak roundabout and Howick Cross. This will complement the capacity improvements along the A582 and plans for a new Ribble crossing. A route joining the A59 at Howick Cross is preferred over the existing protected route because it will:

- Divert away more of the traffic on the A59 through Penwortham travelling to and from Howick Cross, Hutton and Longton.
- Give a greater reduction in road traffic casualties as a result of less traffic through Penwortham.
- Result in fewer houses being demolished or affected, and less land, woodland and hedgerow will be taken by the route.
- Provide a much more cost effective and therefore affordable and deliverable solution.
- Provide a more direct north-westerly alignment and continuation of the A582, and a more direct route to a prospective new River Ribble crossing.

The Masterplan does recognise that work to identify a deliverable scheme, leading to protection of a route, will need to consider the respective benefits of this route and the currently protected route which links to the A59 Longton bypass.

Responding to concerns raised through the consultation, the Masterplan highlights the importance of complementary measures to the A59 through Penwortham to deter traffic from continuing along the Liverpool Road in favour of the bypass route, and improvements to ensure the safety of pedestrians and cyclists, including users of the local schools in the area, affected by these routes.

These measures may include reducing road space available to the car along the A59 through Penwortham, providing bus and high occupancy vehicle only lanes, giving priority to pedestrians and cyclists over the car, changing traffic signal priorities at the junction with Cop Lane/Priory Lane, and limiting or closing altogether direct access onto the Ribble flyover from the A59.

### New Ribble Crossing

The delivery of a new Ribble crossing is not a pre-requisite to delivery of the area's development strategy, and as such this Masterplan does not make it a requirement for delivery before 2026.

However, responding to the considerable consultation response calling for delivery of a new crossing to properly solve the daily traffic issues that afflict Preston City Centre and radial routes, the Masterplan programmes the identification of a scheme and route protection to start immediately, with development of a preliminary business case to follow which supports lobbying and funding activities.

Importantly, given the present funding gap to constructing a new Ribble Bridge, this early work will also focus on whether there are other financial models which would deliver a new Ribble Bridge sooner, including the potential for a toll bridge. Meanwhile, the County Council will be active in promoting the scheme and securing the means to deliver it as soon as practicable.

#### Indicative Access and Internal Road Layouts for the Strategic Housing Areas

Responding to calls for greater detail and certainty around the transport infrastructure that will service the new housing developments, the Masterplan presents a series of indicative access arrangements and internal distributor road layouts at North Preston connecting to the Preston Western Distributor, and Pickerings Farm and Heatherleigh development sites linking to the A582 South Ribble Western Distributor. These will form the basis of more detailed schemes for local distributor roads and access arrangements to be in conjunction with house builders and local stakeholders as part of Masterplanning exercises or planning applications for these sites.

#### Prospects for improving and reopening Rail Stations

The Masterplan expands the scope of planned work to explore the feasibility and deliverability of a railway station at Midge Hall, to include current and potential rail stations across Central Lancashire, including Coppull, Adlington, Lostock Hall which have been highlighted through the consultation.

#### The Role of the Local Transport Body

According to the Masterplan's delivery programme, major scheme business cases will be developed for the Preston Western Distributor and completion of the Penwortham Bypass and funding sought from the Lancashire Local Transport Body (LTB) for Devolved Local Major Scheme funding post 2015/16. This will entail an initial business case to be prepared and presented to the LTB for its consideration before the end of July 2013.

The Masterplan is accompanied by a Strategic Environmental Assessment (including a Health Impact Assessment and Equality Impact Assessment (presented at 'Appendix C')).

## **Implications:**

This item has the following implications, as indicated:

### **Financial**

The programme of transport schemes presented in the Masterplan, covering development stages and construction works, will be funded from a number of sources, details of which are presented in Appendix B of the Masterplan. The County Council's financial contribution for the period 2013/14-2015/16, which will provide for preparatory scheme identification and design works, with the prospect of some physical works, is contained within the agreed Capital Programme and Local Transport Plan Implementation Plan for that period. Beyond then, the County Council's contributions can be contained within the LTP Integrated Block grant from Government alongside any financial commitments arising from the other Masterplans which have yet to be brought forward for consultation.

The Broughton northern relief road (as Phase 1 of the Broughton Bypass) will be fully funded from the County Council's capital allocation for Broughton Congestion Relief. Additional funding for a permanent solution to relieve congestion at Broughton will be secured through a capped contribution from the former Whittingham Hospital site development and developer contributions secured from other developments which will increase the traffic volumes and cause further detriment to conditions on the A6 corridor through Broughton.

### **Risk management**

The risks are outlined in the report.

### **List of Background Papers**

Paper	Date	Contact/Directorate/Tel
Central Lancashire Highways and Transport Masterplan Consultation Draft	January 2013	Marcus Hudson, Environment, (01772) 530696
Lancashire Local Transport Plan Implementation Plan for 2012/13-2014/15	August 2012	Marcus Hudson, Environment, (01772) 530696
Central Lancashire Adopted Core Strategy Local Development Framework	July 2012	Marcus Hudson, Environment, (01772) 530696
A6 Broughton Options Study	April 2012	Marcus Hudson, Environment, (01772) 530696

Reason for inclusion in Part II, if appropriate

N/A.