

Report to the Cabinet Member for Highways and Transport and the Cabinet Member for Environment, Planning and Cultural Services
Report submitted by: Head of Service Policy, Information and Commissioning (Live Well)
Date: 30 March 2016

Part I

Electoral Divisions affected:
Penwortham North; and
South Ribble Rural West;

Approval to Amend the Adopted Route for the Penwortham Bypass
(Appendix 'A' refers)

Contact for further information:

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Executive Summary

Approval is sought to amend the adopted and protected route for the Penwortham Bypass as shown on the plan at Appendix 'A'.

Route adoption and protection was approved in March 2015 following public consultation on a single alignment rather than design options for the route, for the reasons that, as described in this report, an indicative route showing a direct link between the A582 at Broad Oak roundabout and the A59 west of Penwortham at Howick Cross had already been identified in the published Central Lancashire Highways and Transport Masterplan. It also provided the opportunity to rescind the approval of the east west route which was then the adopted route.

The proposed scheme provided a highway solution to deliver the aims of the Central Highways and Transport Masterplan providing approval and protection to develop the scheme. Further work, particularly in relation to traffic modelling, has provided the opportunity to amend the proposal in two areas:

- Replace the proposed roundabout junction on the A59 with a signal controlled T junction resulting in improved and simpler pedestrian and cycling facilities, reduced land take and increased promotion of the bypass as a route.
- Reconfigure the A582 junction to accommodate the forecast future traffic growth in particular on the northern arm of the roundabout. This does incur a small amount of additional land take.

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 Highways and Transport is requested to approve:

- (i) The amended route, as shown at Appendix 'A', be approved and that it be adopted as the route of the Completion of the Penwortham Bypass;
- (ii) That the Cabinet Member for Environment, Planning and Cultural Services be requested to adopt and safeguard the amended route for the Completion of the Penwortham Bypass as that shown at Appendix 'A' for development control purposes; and
- (iii) That South Ribble Borough Council be notified that the amended route shown at Appendix 'A' should be included and protected in the Development Plan as the route of the Completion of the Penwortham Bypass.

Background and Advice

The Central Lancashire Highways and Transport Masterplan (CLHTM) was published by the County Council in March 2013 and provides the basis for determining future transport investment priorities across Preston, South Ribble and Chorley. Many of the transport priorities identify large-scale improvements and additions to the existing highway network.

It has been evident over many years that the existing transport network serving Preston and the wider area is becoming increasingly congested, despite a range of improvements and sustainable travel measures that have been introduced.

Recognising this issue, the Central Lancashire local authorities agreed to fund a transport model to study traffic flows on the transport network and permit a more comprehensive and strategic analysis of how the area's transport network functions and the potential alternatives to satisfying current and future traffic demands.

This study was brought into particular focus with the preparation of the Central Lancashire Core Strategy and the scale and distribution of new housing to be accommodated as part of the area's development strategy. The strategic development areas identified in these plans, in North West Preston and along the A582/B5253 in South Ribble, confirmed that simply relying on improvements to the existing network and even with a much greater investment in sustainable travel measures, Central Lancashire's transport network would not be able to cope with the future demands. Instead, substantial additional transport infrastructure would be required to serve this new development and growth in the wider area. The County Council undertook to develop a solution to support the area's growth and deliver the Core Strategy.

As a result, Central Lancashire was the first area in the County to have a highways and transport master plan developed. Master plans were identified in the Local Transport Plan as a means for highway and transport implications to properly inform and influence Lancashire's development and growth, and provide a sound basis to determine transport investment priorities.

The CLHTM was published in March 2013 following a public consultation exercise, and represents the County Council's considered position of the transport infrastructure needed to support the delivery of its development strategy. Its findings and proposals have been fully incorporated into the emerging Local Plans, and more particularly site allocations policies, in the area.

The Central Lancashire Traffic Model underpinning the CLHTM, also identified that the current transport network serving Preston and South Ribble simply does not have enough spare capacity to allow for significant changes to improve bus journey times and enhance the public realm to encourage walking and cycling. This led the master plan to conclude that significant additions to existing highway infrastructure, of a scale and location to support the area's strategic development sites, would be needed to support the development aspirations of Central Lancashire.

The Completion of the Penwortham Bypass between the A582 and A59 is one of four major road schemes identified in the CLHTM. Its completion will complement the capacity improvements along the A582 and Penwortham New Bridge linking to Ringway, will support economic development through travel reliability and convenience, and provide congestion relief to Penwortham along the A59 corridor.

More particularly, it will:

- Improve access from the A59 to the motorway network on a suitable road that does not pass through Penwortham or Preston city centre;
- Reduce traffic in Penwortham, which experiences very significant peak hour congestion, and allow public realm improvements and measures to promote walking and cycling in the town centre;
- Provide opportunities for bus priority on the A59, including the potential for park and Ride.

Preston, South Ribble and Lancashire City Deal

The Preston, South Ribble and Lancashire City Deal was signed in September 2013 and provides a financial structure to deliver the transport improvements identified in the CLHTM, subject to planning, land assembly and other statutory procedures, and in advance of the bulk of development so to minimise as far as possible the impacts on the existing transport network and on local communities and road users.

In April 2014 a programme for delivery, presented in the City Deal Infrastructure Delivery Plan (IDP) for 2014/15, was endorsed by the Cabinets of the 3 Local Authorities and approved by the City Deal Executive. The IDP timetable programmes the development and approval of routes for the completion of Penwortham Bypass and the route protected during the 2014/15 financial year.

Central Lancashire Traffic Model

Analysis of the highway network was undertaken using the Central Lancashire Traffic Model (CLTM). This model, commissioned by the County Council and developed by a team of specialist consultants, is a detailed traffic assignment model which covers a large area of Central Lancashire from the M55 in the north to the southern limits of Leyland.

The model analysed highway network performance and predicted future traffic patterns based on the planned local growth and the known infrastructure improvements being delivered by the Preston South Ribble and Lancashire City Deal over the forthcoming years.

Reasons to Change the Adopted Route

The original request for approval to adopt and protect the route in March 2015 was to seek approval to introduce the significant change of route from the east west 'blue' route approved in 1994. This would release the restrictions imposed by the adopted blue route and allow the Central Lancashire Highways and Transport Masterplan route to be protected and thereby allow its development in accordance with the Masterplan and the supporting Preston South Ribble and Lancashire City Deal.

The CLHTM route was supported by the CLTM and was sufficiently developed to determine that it was a suitable route and required a dual carriageway in capacity terms.

Subsequent to this the traffic model has developed and has allowed a more detailed analysis particularly with respect to detail design of the junctions at each end of the bypass.

The junction with the A59 at Howick was originally proposed to be a roundabout. Detailed analysis has permitted this to change to a traffic signal controlled T junction. There are advantages to this layout in that there is reduced land take, removing any requirement north of the A59 and reducing the area of school playing field on the southern side. Additionally the movements and number of road crossings required by pedestrians and cyclists to navigate the junction is reduced. It also promotes the bypass as the main traffic through route with traffic signal control additionally providing the opportunity to prioritise the bypass movement. The latter two changes assist in addressing concerns raised at the public consultation held prior the submission of the original report in March 2015.

The junction proposal at the southern end of the bypass was to connect to the existing roundabout on the A582. This principle has not changed, however the developed detailed traffic modelling has indicated that the Preston bound arm will be required to be 4 lanes exiting the roundabout as opposed to the originally proposed 2 lanes. This will facilitate the most efficient movement of traffic through the junction. The implication of this is that a section of garden of a residential property will be required potentially giving direct rise to a blight claim.

Consultations

N/A

Implications:

This item has the following implications, as indicated:

Risk management

If the recommendation is not approved, there is the risk that delivery of the currently adopted route will compromise the operational performance of the scheme reducing the positive effects of the route as a bypass of the Higher Penwortham area.

Financial, Legal, Property

There are financial implications in relation to the protection of the route for the Completion of Penwortham Bypass. A small number of properties are directly affected by the route. Under the Town and Country Planning Act 1990, the authority may receive claims relating to blight. Costs associated with this scheme will be funded through the Preston, South Ribble and Lancashire City Deal Infrastructure Delivery Fund.

List of Background Papers

Paper	Date	Contact/Tel
Adoption of the Route for the Penwortham Bypass	2014	Phil Wilson/01772 534559
Penwortham Bypass consultation report	2014	Phil Wilson/01772 534559

Reason for inclusion in Part II, if appropriate

N/A