

Report of	Meeting	Date
Director of Partnerships, Planning and Policy (Introduced by the Executive Member for LDF and Planning)	Executive Cabinet	21 February 2013

DRAFT CENTRAL LANCASHIRE HIGHWAYS AND TRANSPORT MASTERPLAN JANUARY 2013

PURPOSE OF REPORT

- To inform about the content of the draft Central Lancashire Highways and Transport Masterplan and to seek approval for the Council's consultation response.

RECOMMENDATION(S)

- To note the report and the consultation response to be sent to Lancashire County Council.

EXECUTIVE SUMMARY OF REPORT

- The draft Central Lancashire Highways and Transport Masterplan (CLHTM) considers three options for Central Lancashire's highway and transport network: 1. business as usual; 2. improve what we have and 3. improve and extend. Option 3 has been developed into a series of specific improvements presented as an integrated solution, proposing better roads although no new strategic road proposals are planned within the Chorley area; better public transport with two Public Transport Priority Corridors identified for Chorley and improvement to Chorley railway station to improve capacity by more parking provision; and better public realm along these corridors and within local centres.
- The delivery and funding of these proposals will rely on a number of infrastructure providers and a variety of funding 'pots'. The County Council has stated key amongst these will be the Central Lancashire District Councils who will all need to commit significant Community Infrastructure Levy (CIL) monies to deliver, and ultimately benefit as a sub-region from these strategic improvements. Chorley Council supports Option 3 but has concerns about the limited schemes identified for Chorley, the funding expectations through CIL and omission of proposals from the masterplan. Paragraph 16 of this report will form the Council's response to the draft masterplan.

Confidential report Please bold as appropriate	Yes	No
--	-----	-----------

Key Decision? Please bold as appropriate	Yes	No
--	-----	-----------

REASONS FOR RECOMMENDATION(S)

(If the recommendations are accepted)

- So that members are fully aware of the work in relation to the Local Transport Plan; Local Plan Review and Community Infrastructure Levy preparation.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

6. None

CORPORATE PRIORITIES

7. This report relates to the following Strategic Objectives:

Involving residents in improving their local area and equality of access for all	x	A strong local economy	x
Clean, safe and healthy communities	x	An ambitious council that does more to meet the needs of residents and the local area	x

BACKGROUND

8. The 2012/13-14/15 Implementation Plan to Lancashire's Local Transport Plan programmes a series of highways and transport master plans to cover Lancashire county. These master plans will provide the basis for determining future transport investment priorities for the County Council and, moving forward, the Local Transport Body which will govern devolved local major transport scheme funding.
9. The draft Central Lancashire masterplan is the first be produced, covers Central Lancashire, and is subject to a six week consultation until 25 February 2013. Following the consultation period the County Council will over the next year:
- draw up and identify the proposals in more detail and protect routes
 - begin the preparation of major scheme business cases
 - continue their work to devise route management strategies along priority corridors and
 - for proposals they are already committed to, finalise designs, begin to assemble land, and start works

THE MASTER PLAN OPTIONS

10. The draft master plan presented at 'Appendix A' considers three options for Central Lancashire's highways and transport network, in the context of the scale and broad distribution of new housing and employment set out in the area's Core Strategy and emerging local plan allocation proposals. The options are:
- 'Business as usual'**. This would see current committed transport improvements in the Local Transport Plan delivered e.g. Preston Bus Station/interchange facilities; north west rail electrification between Preston – Manchester/Liverpool, and from then on, the network would be managed largely in its present state as effectively as possible. The County Council's modelling demonstrates that even without any extra development, the network would struggle to cope and increasing levels of congestion would have serious implications for road safety, air quality, journey reliability, and the prospects for economic growth would suffer greatly. The master plan concludes that carrying on as we are is not a long term option.
 - 'Improve what we have'**. This would see the same committed projects delivered alongside a major programme of sustainable travel measures, but without any new road capacity. There would be more opportunities for walking and cycling, and improvements to our main bus corridors. The County Council's technical assessments make it clear that this would all lead to a reduction in car journeys of around 5% at best, mainly because our current network does not have enough spare capacity to make the significant changes to improve journey times. This level of improvement would not compensate for even modest traffic growth, there would still be major congestion, and there would still be a major impact on the area's prospects for development and economic growth.

III **'Improve and extend'**. This 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. It is also important to look beyond the current development pressures that are known about, to future proof and ensure best value for the investment we make.

10. Option 3 'Improve and extend' has been developed into a series of specific improvements presented as an integrated solution in the draft masterplan. Although the proposals include new highway capacity, the plan is still in agreement with the County Council's strategic vision of a sustainable future where transport is fully integrated and where walking, cycling and public transport are the 'modes of choice' as effective and obvious alternatives to the private car. The plan proposes:

- **'Better Roads'**. No new road proposals are planned within the Chorley authority area. The proposals are for a new road linking the M55 near Bartle with the A583/584 at Clifton, termed the 'Preston Western Distributor' and supporting delivery of the North West Preston strategic housing area and Enterprise Zone site at Warton. To the south of the River Ribble, capacity improvements would be made to the 'South Ribble Western Distributor' by upgrading the A582 from its junction with the A5083 at Lostock Hall to its junction with the A59 at Penwortham, and completing the Penwortham Bypass with a direct link between the A582 Broad Oak roundabout and A59 west of Penwortham;
- **'Better Public Transport'** enabled by the new road space and focussed on 9 'Public Transport Priority Corridors' that follow all the main arterial routes into Preston city centre, from Moss Side, Hutton, Warton, North West Preston, Broughton, Longridge, Samlesbury, and Chorley. For Chorley this includes two routes:
 1. Chorley - Cuerden - Bamber Bridge- Preston
 2. Chorley - Euxton - Buckshaw Village- Leyland (passing Chorley Hospital)

Each route will be designed on a bespoke basis, capitalising on the opportunities each may present to reallocate road space to public transport or public space, improve junctions, and link to park and ride. Improvements will be made to rail stations at Preston, Leyland and Chorley to improve their attractiveness with better passenger areas and capacity by more parking provision, and a new 'parkway' station to serve North West Preston would be pursued at Cottam.

- **'Better Public Realm'** in our town and city centres, our gateways, and along our public transport priority corridors, is a crucial part of improving the image and attractiveness of the area, stimulating and supporting business, and encouraging people into our towns and city centres, to walk and cycle, and to use our public transport. It comprises the streets, squares, parks, green spaces and other outdoor places that require no key to access them and are available, without charge, for everyone to use.

11. The County's master plan also gives consideration to how the highway and transport network could develop beyond 2026, identifying two further major infrastructure improvements which would improve connections to the strategic road network for much of the Preston area. They are:

1. The Guild Bridge – a new crossing of the River Ribble to link the Preston Western Distributor and the South Ribble Western Distributor roads (as identified in paragraph above)
2. M6 "Managed Motorway" between junctions 29 and 32 to be implemented by the Highways Agency including access control; and variable speed limits.

12. The master plan exercise represents the beginning of a programme of substantial infrastructure delivery to serve Central Lancashire over the next 13 years and beyond. 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 and the support of private business and house builders too.

13. The cost of the proposals for delivery by 2026 presented in the draft master plan is estimated at circa £275 million. Crucially, the master plan identifies the various sources of funding that would be relied on to deliver these improvements, to come from public and private sources, in order to demonstrate that the improvements are affordable. A detailed timetable for delivery is also presented, which would see the improvements delivered in the period to 2025/26.
14. Because the delivery and funding of these proposals will rely on a number of infrastructure providers and a variety of funding 'pots', 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 County Council has stated key amongst these will be the Central Lancashire District Councils who will all need to commit significant Community Infrastructure Levy (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 turn, through this exercise, the County Council should 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.

Response to the Draft Masterplan Consultation

15. The County Council has a consultation questionnaire with 10 broad questions. Question 1 asks which of the options 1-3 do you think Lancashire County Council should follow. Questions 2 - 5 are tick box questions and ask how strongly do you agree or disagree with the 3 main road schemes identified for Preston and South Ribble; the Public Transport Priority Network, improving railway stations and improving streets and public realm. Question 6 asks for any comments about the proposals or any suggestions. Questions 7 – 9 cover the consultation process and Question 10 has a tick box on how often types of transport are used.
16. In response Chorley Council supports Option 3 but has concerns about the limited schemes identified for Chorley, the funding expectations through CIL and the omission of proposals from the masterplan. These are:
 - I. The proposals for the Chorley area represent a short shopping list yet the document implies that Chorley Council is expected to give a significant contribution from the CIL for all the improvements in the Central Lancashire area. Clarification is required on how the CIL contribution has been calculated to support the programme and what proportion they expect from development in Chorley. Consideration also needs to be given to modifying the CIL figures further given the recent announcement by the Planning Minister Nick Boles on the devolvement of a minimum of 15% of any CIL monies to be spent in local neighbourhoods, Parish and Town Councils up to 25% where Neighbourhood Plans exist.
 - II. Consideration also needs to be given to the fact that the Central Lancashire authorities are still in the process of securing CIL adoption and whilst there is considerable reliance being placed on this funding stream, at the same time Lancashire County Council have currently lodged an objection to the CIL having concerns over whether the Councils in setting CIL rates have used appropriate available evidence and have struck the appropriate balance between the desirability of funding infrastructure from CIL and the potential effects (taken as a whole) of the imposition of CIL on the economic viability of development across the districts.

- III. If Chorley Council makes a decision to allocate CIL monies to the infrastructure improvements, Chorley Council would like the investment returned by Lancashire County Council as and when there is a return from the strategic developments and improvements in Preston and South Ribble.
- IV. There is no reference to broadband in the Masterplan proposals. Broadband is a key link to infrastructure and Chorley Council would want to spend CIL monies on this if there are gaps in the coverage of the Chorley area as the broadband programme is rolled out.
- V. The Masterplan does not address highway matters and capacity concerns at key pinch points within the highway network in Chorley. An increase in development will invariably add further pressure on key pinch points identified below:
 - The Hartwood roundabout A6/A674 and A6/B5252 Euxton Lane roundabout
 - The A49 Preston Road /A581 Balshaw Lane roundabout
 - The Hayrick junction – B5256/A49
 - Links from A49 to Cuerden Strategic site

We would expect the revised plan to outline how congestion in these areas will be addressed.

- VI. In relation to the two Chorley 'Public Transport Priority Corridor' routes has there been any analysis by the County Council to see if these corridors need upgrading based on usage/frequency, because in making these changes/improvements significant pressure will be put on these already busy roads and key pinch points in the Chorley area.
- VII. The public transport priority corridors run through local centres and the County Council has indicated they will also make sure the measures put in place improve the public realm along these corridors, particularly the local centres. Figure 14 of the masterplan shows public realm improvements but none are shown in Chorley town or the authority's administrative area. Can the County Council clarify in the final document if there will be public realm improvements and if so what and where.
- VIII. The document states that by focusing on the eight priority corridors (two of which are in Chorley) you can significantly improve the quality and reliability of services using the corridors. Reference is made to providing dedicated transport facilities where possible such as bus lanes and junction improvements. However, clarification is also sought on what improvements if any are being suggested for the bus services. There are already good services operating between Chorley and Preston. However, there are deficiencies in bus services in other parts of the borough e.g Houghton and Brindle have a connection to Leyland but not Chorley the service from Blackburn to Chorley through Abbey Village, Withnell and Wheelton is only hourly and services from the Western villages to Chorley are also limited.
- IX. Clarification is sought on how improved parking at Chorley Railway Station is addressed. Is there an expectation that Chorley Council will make available part of Friday Street or Portland Street Car Park for additional parking?
- X. The draft document recognises under strengths and opportunities the importance of fostering economic growth including key strategic sites as a focus for development. Whilst specific reference is made to the Lancashire Enterprise Zone, Chorley would be looking for explicit reference to LCC supporting the infrastructure at the other employment sites for sub-regionally significant developments identified in the Core Strategy eg Botany/Great Knowley in close proximity to junction 8 of the M61..
- XI. The provision of a new railway station at Coppull in relation to links with Wigan and Manchester/Liverpool is omitted.

IMPLICATIONS OF REPORT

17. This report has implications in the following areas and the relevant Directors' comments are included:

Finance	X	Customer Services	
Human Resources		Equality and Diversity	
Legal	X	Integrated Impact Assessment required?	
No significant implications in this area		Policy and Communications	

COMMENTS OF THE STATUTORY FINANCE OFFICER

18. The report sets out that the key issue in relation to the financial aspect of the Strategy is the use of the Council's CIL money. It will be for the Council to decide, under the Duty to Co-operate, how they allocate the Councils CIL. Therefore, clarification about the assumptions used in the Strategy would be welcome. To date we have had no discussion with the County Council in respect of the assumptions made.

COMMENTS OF THE MONITORING OFFICER

19. The use of CIL raised within Chorley Borough should only be used to support infrastructure that specifically supports this Borough. This could be outside the borough boundaries but care must be taken to ensure that expenditure is correctly incurred.

LESLEY- ANN FENTON
DIRECTOR OF PARTNERSHIPS, PLANNING AND POLICY

Background Papers			
Document	Date	File	Place of Inspection
Central Lancashire Highways and Transport Masterplan	16 January 2013	Local Development Framework Working Group	http://council.lancashire.gov.uk/documents/s17147/Appendix%20A.pdf

Report Author	Ext	Date	Doc ID
Alison Marland	5281	21 January 2013	***