

REPORT TO	DATE OF MEETING
Cabinet	20 th March 2013

Report template revised June 2008



SUBJECT	PORTFOLIO	AUTHOR	ITEM
Consultation Draft - Central Lancashire Highways and Transport Masterplan	Strategic Planning and Housing	John Dalton	

SUMMARY AND LINK TO CORPORATE PRIORITIES

The Borough Council has been consulted by the County Council on a Draft Central Lancashire Highways and Transport Masterplan. The Planning Committee has already considered the Draft Masterplan and has made comments to the County Council. However, it is clear that the implications of the Masterplan have a wider corporate dimension, and this report seeks further comments of the Cabinet in order to prepare a more corporate response. An extension of time in order to submit a further response has been requested from the County Council.

The report supports the Council's Corporate Priorities to achieve a clean, green and safe borough, a strong South Ribble in the heart of a prosperous Central Lancashire, and strong and healthy communities.

RECOMMENDATIONS

It is recommended:

That Cabinet notes the response sent on behalf of the Planning Committee, and endorses the additional views expressed in this report, and subject to any further views of Members, sends a further response to the County Council.

DETAILS AND REASONING

Members will be aware of the recent publication of the draft Central Lancashire Highways and Transport Masterplan prepared by Lancashire County Council. The document was the subject of consultation from 7th January to 25th February 2013.

A report outlining the contents of the Masterplan and seeking endorsement of the Council's planning response to the document was presented to the Planning Committee on 13th February 2013. A copy of the report is attached for information at Appendix 1 and a copy of the response on behalf of the Planning Committee is attached at Appendix 2.

Whilst in the main the proposals in the Highways and Transport Masterplan are of most relevance to the Planning Committee they are also of wider significance for the whole borough and the Council. On this basis the views of Cabinet are also being sought.

The Planning Committee at their meeting endorsed the comments in the report attached at Appendix 1 and made further points to be included in the response (Appendix 2). The response can be summarised as follows:

The Committee welcomed and supported the Masterplan Option 3, noting that it would help to provide the necessary transport and highway infrastructure needed to support the Council's own plans up to 2025 as set out in the LDF.

In particular, the Committee supported the proposed South Ribble Western Distributor Road which includes the completion of the Penwortham Bypass, as being essential to support the development allocations in the LDF.

The Committee raised concerns regarding the following headings and these have been expanded for consideration by Cabinet:

Penwortham Bypass

The Planning Committee supported the completion of the Bypass but expressed concern regarding the proposed timescale for implementation. In addition, there is a real danger that the completion of the Bypass will merely result in moving one bottleneck to a different location. On this basis there is a need for the Guild Bridge. (See below)

Guild Bridge

A firm commitment is needed for a new bridge crossing. The South Ribble Western Distributor as proposed will only direct traffic to the A59 causing additional congestion both on this route and on the only route to the north through the west side of Preston. The Guild Bridge proposal should be brought forward, and not left until after 2026 as indicated in the document. The Bridge is crucial if economic growth in Central Lancashire is to be successfully promoted.

Cross Borough Link Road

As mentioned in the Planning Committee report, it is extremely disappointing that the Masterplan does not make reference to the long standing Council desire for the construction of the Cross Borough Link Road. The need to facilitate movement on purpose built roads across the urban core of the Borough is of paramount importance and must be viewed as part of the proposed strategic road network. Without this Link Road then both the County and Borough Councils' ambition to both enhance the attractiveness of public transport and to improve the residential and retail environments as at Tardy Gate will not be delivered. This route requires the explicit support and commitment of the County Council in the Masterplan.

Delivery of the Masterplan

The provision of the necessary infrastructure to support the development proposed in the LDF is seen by the Council as critical and most certainly an absolute requirement that delivery is contemporaneous with the rate of development. It is totally unacceptable for there to be a large time period between the development of sites shown in the LDF and the later provision of infrastructure. It is unacceptable for there to be a significant delay which allows problems of congestion to occur before action is taken. On this basis, the Council views it as essential that the proposals in the Masterplan are now firmed up and co-ordinated with the planned release of land as set out in the LDF. The County Council must undertake the detailed design work now, developing actual proposals, set out how the objectives of the Masterplan will be achieved, and explore the solutions to local problems e.g. Tardy Gate District Centre.

Current Issues

The Borough Council is dealing with a number of current planning applications for major residential developments which should contribute to the infrastructure proposals in the Masterplan. Lancashire County Council as Highway Authority should as a priority, develop an implementation strategy, to provide guidance on how and at what level, such schemes should contribute to the necessary infrastructure outlined in the Masterplan. This is a matter of priority as the Borough Council needs to determine these applications in an appropriate timescale to ensure the delivery of the Council's 5 year supply of housing land and to avoid appeals against non-determination.

Midge Hall Railway Station

Support was expressed for the re-opening of the Midge Hall Railway Station. This is important to increase the sustainability and transport options for the Moss Side Test Track development. Public transport improvements for bus provision are also essential.

In conclusion, it is recommended that the comments above and subject to any additional comments Members may wish to make, form a response to be sent to the County Council. An extension of time in order to submit such a further response has been requested from the County Council.

WIDER IMPLICATIONS

In the preparation of this report, consideration has been given to the impact of its proposals in all the areas listed below, and the table shows any implications in respect of each of these. The risk assessment which has been carried out forms part of the background papers to the report.

FINANCIAL	The infrastructure proposals outlined in the Masterplan will require funding from a number of sources including S.106 monies and CIL. The Infrastructure Delivery Schedule which lists the schemes to be supported through CIL has been amended to include the proposals in the Masterplan.
LEGAL	None arising directly from the report.
RISK	None outside of the concerns raised in the report

<i>Asset Management</i>	<i>Corporate Plans and Policies</i>	<i>Crime and Disorder</i>	<i>Efficiency Savings/Value for Money</i>
<i>Equality, Diversity and Community Cohesion</i>	<i>Freedom of Information/ Data Protection</i>	<i>Health and Safety</i>	<i>Health Inequalities</i>
<i>Human Rights Act 1998</i>	<i>Implementing Electronic Government</i>	<i>Staffing, Training and Development</i>	<i>Sustainability</i>

BACKGROUND DOCUMENTS

Central Lancashire Highways and Transport Masterplan – Consultation Draft Jan 2013

Appendix 1

Planning Committee	13^h February 2013
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Report template revised June 2008

<i>SUBJECT</i>	<i>PORTFOLIO</i>	<i>AUTHOR</i>	<i>ITEM</i>
Central Lancashire Highways and Transport Masterplan - Consultation Draft	Planning and Housing	Helen Hockenhull	

SUMMARY AND LINK TO CORPORATE PRIORITIES

The Highways and Transport Masterplan for Central Lancashire sets out the County Councils ideas for a future highways and transport strategy for Central Lancashire to 2026 and beyond in order to support the anticipated economic growth of the area. The consultation draft is the subject of consultation from 7 Jan to 25 Feb 2013.

The purpose of this report is to inform Members about the content of the Central Lancashire Highways and Transport Masterplan, consider the implications of the document for South Ribble and to seek endorsement of the Councils response to the consultation.

This is linked to the corporate priorities of delivering a strong South Ribble in the heart of a prosperous Central Lancashire; creating strong and healthy communities; together with a clean, green and safe environment.

RECOMMENDATIONS

That the report be noted and the proposed response to the consultation agreed from a planning perspective and form part of the Council's response to the County Council together with any additional comments that the Committee or other Members wish to make.

DETAILS AND REASONING

The Highways and Transport Master Plan for Central Lancashire was unveiled in December and contains the county council's ideas for transport infrastructure to unlock the planned housing and new jobs in the area proposed in the Local Development Framework. By 2026 Central Lancashire is expected to have an additional 22,000 homes such as those proposed at North Preston and Pickerings Farm as well as significant new employment opportunities at Cuerden Green Strategic Employment site and also the newly established Enterprise Zone at Samlesbury. Central Lancashire's transport system will need to be able to cope with the additional demand placed on it so that the development proposals of the Central Lancashire Core Strategy and Site Allocations DPD's are sustainable and deliverable.

In order to achieve this, the Masterplan outlines three options :

Option 1

Represents 'business as usual', delivering the projects already programmed and continuing to manage the network to make it as effective as possible.

However, an independent assessment suggests that by 2026, congestion will increase and air quality worsen. The congestion would impact on the areas growth and economic development. This option is not considered to be viable in the long term.

Option 2

Deliver planned projects and manage the network as effectively as possible but also implement a major programme of sustainable transport measures, but without provision of further road capacity. The technical assessment undertaken concludes that this approach would not compensate for traffic growth between now and 2026. This option would result in significant congestion having a major impact on the economy and future development. This option is not considered to be viable in the long term.

Option 3

This option builds on Option 2 but accepts that additions to the existing highway network will be needed to support the development aspirations of Central Lancashire. This will make significant public transport improvements and enhance the public realm. By creating extra capacity, the County Council considers it will be possible to accommodate new development, make public transport improvements, enhance our public realm and make walking and cycling the modes of choice.

The County Council considers that Option 3 is the way forward. It will create new highway capacity to support new development but also allow specific problems to be solved.

The Proposals

In summary the main proposals outlined in the document are as follows:

1. Two major road schemes

The Preston Western Distributor

A new road linking the M55 near Bartle with the A583/584 near Clifton to support the development of new housing in North West Preston and the Enterprise Zone employment site at Warton to the south of the River Ribble.

Benefits

This would give easier access westwards, give options to avoid the peak hour congestion in the city centre, give access to the motorway without using M55 Junction 1 at Broughton, enable a new rail station at Cottam with a park and ride facility.

A582 South Ribble Western Distributor

Capacity upgrades to accommodate more traffic along the A582 between Cuerden and the A59 at Penwortham to support the delivery of the South of Penwortham/ north of Farington strategic housing location and the completion of the Penwortham Bypass between the Broad Oak roundabout and Howick Cross.

Benefits

This would improve journey times and congestion on the A582, improve access from the A59 to the motorway without passing through Penwortham or Preston centres, provide better access to Cuerden Green and Pickerings Farm, reduce traffic in Penwortham and allow public realm improvements and provide opportunities for bus priority on the A59 and B5254 Leyland Road corridors.

2. Public Transport

An investment focus on nine 'public transport priority corridors' that follow all the main routes into Preston City Centre, from Moss Side, Hutton, Warton, North West Preston, Broughton, Longridge and Chorley, as well as the route through Euxton/Buckshaw Village between Leyland and Chorley.

Several of these corridors could also see road space reallocated to public transport and the introduction of more bus-only lanes to improve reliability and speed up journeys.

Improvements to rail stations at Preston, Leyland and Chorley to make them more attractive and expand capacity, and a new 'parkway' station to serve North West Preston would be pursued at Cottam. (The feasibility and deliverability of providing a new railway station at Midge Hall is to be kept under review)

3. Better Public Realm

Reduce vehicle movements in Preston City Centre and reallocate road space to pedestrians, cyclists and public transport users. A City Centre Movement Study to be undertaken.

More space to be given over to pedestrians and cyclists and to greening our public spaces in areas such as Seven Stars, Hough Lane and Towngate, Tardy Gate, Bamber Bridge, Penwortham, Lane Ends, Broughton, Ribbleton Lane and New Hall Lane.

Beyond 2026

Whilst the Masterplan primarily concentrates on a transport strategy to 2026 it also looks further in to the future and suggests two further major infrastructure projects to improve the road network in the Preston area.

These are :

Guild Bridge

Construction of a new crossing of the River Ribble to link the Preston Western distributor and the South Ribble Western Distributor Roads. This would mean that trips from the south west and north west of Central Lancashire would not be constrained by the need to interact with Preston City Centre to use existing river crossings. It would also give the opportunity to further enhance public transport, walking and cycling.

M6 Managed Motorway

This could be implemented by the Highways Agency and would involve access controls to the motorway in the form of traffic signals at busy times and variable speed limits to keep traffic moving by controlling the flow of vehicles when the route is congested.

Programming and Delivery to 2026

The Masterplan estimates that the cost of delivering the proposals could be in the region of £275 Million. The document recognizes that the funding and delivery will rely on a number of infrastructure providers and a variety of funding sources. These include Government funding, Regional Growth Fund, Growing Place Funds, Local Major Transport Scheme funds, City Deal, CIL/ S.106 developer contributions, Highways Agency and the County Councils own funds.

A draft delivery programme is included in the Masterplan which identifies the key milestones in the delivery of the various schemes. Of interest to South Ribble, the document suggests:

the completion of the Penwortham Bypass in 2022/23
the South Ribble Western Distributor in 2023/24
public realm improvements in Seven Stars/Tardy Gate in 2017/18, in Leyland Town centre in 2018/19, and Penwortham in 2023/24

Summary of the Proposed Response

It is proposed that the Councils response to the consultation will include the following points -

The Council welcomes and supports the Masterplan. It will help to provide the necessary transport and highway infrastructure needed to support the planned future growth of Central Lancashire and in particular South Ribble to 2026 as outlined in the Local Development Framework

The Borough Council agrees with the County Councils assessment and view that Option 3, 'improve and extend', is the most appropriate way forward.

The proposal for the South Ribble Western Distributor Road including the completion of the Penwortham Bypass is supported. These routes will bring significant benefits to the Borough, providing the necessary infrastructure to facilitate the proposed residential and employment developments to the west of Leyland and south of Penwortham identified in the Site Allocations DPD.

The proposed public transport priority networks, giving more road space to buses and further improvements to Leyland Station are supported.

The proposed improvements to public realm facilitated by the proposed highway improvements, in particular at Tardy Gate and Penwortham are supported. Public realm improvements should be coordinated with schemes currently being put forward by the Borough Councils Community Works Team. The proposals for Leyland Town Centre could be moved forward to 2016/17 and Bamber Bridge to 2018/19.

There is concern however over the anticipated timescales for the delivery of the proposals in the Masterplan e.g. the completion of Penwortham Bypass by 2022/2023 and the South Ribble Western Distributor a year later. There appears to be a mismatch between the proposed phasing of the major housing developments in the Council's Site Allocations DPD and the delivery of these key pieces of infrastructure. Such essential infrastructure needs to be in place as early as possible when development commences to facilitate the new development it will serve. It is unclear whether there would be any limit on the amount of new development that could come forward before the infrastructure is in place.

It is disappointing that the draft Masterplan does not mention the Cross Borough Link Road, its role, purpose and the contribution it would have on the highway network to improve local access and enable development at the Lostock Hall Gasworks and at the former Penwortham Mills site (Vernon Carus). Improvements to the roundabout junction of Carrwood Road and London Way A6 are also required.

The County Council will be aware of the five major sites for development proposed in the Site Allocations DPD. One of these is the Moss Side Test Track. The Masterplan makes no specific reference to this site though it is shown indicatively on the plans within the document. The implications of this allocation for the strategic road network, how it should contribute to any required improvements as part of the Masterplan are not clear. Figure 13 of the document concerns Public Transport Improvements to 2026 and indicates the possible extension to the bus network around Longmeanygate to the perimeter of the Test Track site. This route requires further assessment to consider the appropriateness of Longmeanygate for public transport. Public transport improvements will be considered in depth as part of the masterplanning for the Test Track site.

It is noted that a public transport improvement corridor is proposed along the A59 to Samlesbury Enterprise Zone. It is unclear whether there is a need for other strategic highway improvements to facilitate the EZ.

The delivery of the proposals in the Masterplan will require funding from a number of sources. The Masterplan should be flexible to enable a review of priorities and include contingency arrangements should the funding not be forthcoming when required.

The Masterplan make reference to air quality issues and that this will deteriorate without the proposed infrastructure improvements. Whilst this is clearly the case, the document does not then go on to consider which areas of Central Lancashire are of most concern, how the proposed improvements can make an impact on these areas and to what degree.

Conclusion

The draft Central Lancashire Highways and Transport Masterplan aims to provide the necessary infrastructure needed to support the future economic growth of the area to 2026. It supports the aims and objectives of the Central Lancashire Core Strategy and also the South Ribble Site Allocations DPD. The document is the subject of consultation to 25 February 2013. This report seeks endorsement of the proposed response to the consultation from a planning perspective, which will form part of the Council's response to the County Council along with any additional comments that the Committee or other Members wish to make.

WIDER IMPLICATIONS

In the preparation of this report, consideration has been given to the impact of its proposals in all the areas listed below, and the table shows any implications in respect of each of these. The risk assessment which has been carried out forms part of the background papers to the report.

FINANCIAL	The infrastructure proposals outlined in the Masterplan will require funding from a number of sources including S.106 monies and CIL. The Infrastructure Delivery Schedule which lists the schemes to be supported through CIL has been amended to include the proposals in the Masterplan.
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LEGAL	None
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RISK	None.
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CORPORATE PLANS AND POLICIES	The Highways and Transport Masterplan aims to provide the necessary infrastructure to support the economic growth of the Central Lancashire area and the delivery of the proposals of the Central Lancashire Core Strategy and Site Allocations DPD
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<i>Asset Management</i>	<i>Corporate Plans and Policies</i>	<i>Crime and Disorder</i>	<i>Efficiency Savings/Value for Money</i>
<i>Equality, Diversity and Community Cohesion</i>	<i>Freedom of Information/ Data Protection</i>	<i>Health and Safety</i>	<i>Health Inequalities</i>
<i>Human Rights Act 1998</i>	<i>Implementing Electronic Government</i>	<i>Staffing, Training and Development</i>	<i>Sustainability</i>

BACKGROUND DOCUMENTS

Central Lancashire Highways and Transport Masterplan – Consultation Draft January 2013.

Appendix 2

Date: 18 February 2013

Your ref: Our ref: HH/LDF

Please ask for: Helen Hockenull

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Dear Sir,

Central Lancashire Highways and Transport Masterplan Consultation Draft

I refer to the consultation regarding the above.

A report was presented to the Councils Planning Committee on 13 February 2013 at which views on the planning aspects of the document were sought and endorsed.

The views are as follows:

The Council welcomes and supports the Masterplan. It will help to provide the necessary transport and highway infrastructure needed to support the planned future growth of Central Lancashire and in particular South Ribble to 2026 as outlined in the Local Development Framework

The Borough Council agrees with the County Councils assessment and view that Option 3, 'improve and extend', is the most appropriate way forward.

The proposal for the South Ribble Western Distributor Road including the completion of the Penwortham Bypass is supported. These routes will bring significant benefits to the Borough, providing the necessary infrastructure to facilitate the proposed residential and employment developments to the west of Leyland and south of Penwortham identified in the Site Allocations DPD.

The proposed public transport priority networks, giving more road space to buses and further improvements to Leyland Station are supported.

The proposed improvements to public realm facilitated by the proposed highway improvements, in particular at Tardy Gate and Penwortham are supported. Public realm improvements should be coordinated with schemes currently being put forward by the Borough Councils Community Works Team. The proposals for Leyland Town Centre could be moved forward to 2016/17 and Bamber Bridge to 2018/19.

There is concern however over the anticipated timescales for the delivery of the proposals in the Masterplan e.g. the completion of Penwortham Bypass by 2022/2023 and the South Ribble Western Distributor a year later. There appears to be a mismatch between the proposed phasing

of the major housing developments in the Council's Site Allocations DPD and the delivery of these key pieces of infrastructure. Such essential infrastructure needs to be in place as early as possible when development commences to facilitate the new development it will serve. It is unclear whether there would be any limit on the amount of new development that could come forward before the infrastructure is in place.

The draft Masterplan does not mention the Cross Borough Link Road. The Council considers this to be a serious omission. The role, purpose and the contribution that the Link Road would have on the highway network to improve local access and enable development at the Lostock Hall Gasworks and at the former Penwortham Mills site (Vernon Carus) should be recognised. Improvements to the roundabout junction of Carrwood Road and London Way A6 are also required. This route should be supported and receive the commitment of the Highway Authority.

The County Council will be aware of the five major sites for development proposed in the Site Allocations DPD. One of these is the Moss Side Test Track. The Masterplan makes no specific reference to this site though it is shown indicatively on the plans within the document. The implications of this allocation for the strategic road network, how it should contribute to any required improvements as part of the Masterplan are not clear. Figure 13 of the document concerns Public Transport Improvements to 2026 and indicates the possible extension to the bus network around Longmeanygate to the perimeter of the Test Track site. Public transport improvements to serve the Test Track site are essential for this development to proceed. Appropriate routes require further assessment and will also be considered in depth as part of the masterplanning for the Test Track site.

The Council supports the re-opening of the Midge Hall Railway Station. This is important to increase the sustainability and transport options for the Moss Side Test Track development.

The Borough Council considers that a firm commitment is needed for the Guild Bridge. The South Ribble Western Distributor as proposed will direct traffic to the A59 causing additional congestion on this route. The Guild Bridge proposal should be brought forward, not post 2026 as indicated in the document. The Bridge is needed if the Council is to successfully promote economic growth in the Borough and in Central Lancashire.

It is noted that a public transport improvement corridor is proposed along the A59 to Samlesbury Enterprise Zone. It is unclear whether there is a need for other strategic highway improvements to facilitate the EZ.

The Masterplan make reference to air quality issues and that this will deteriorate without the proposed infrastructure improvements. Whilst this is clearly the case, the document does not then go on to consider which areas of Central Lancashire are of most concern, how the proposed improvements can make an impact on these areas and to what degree.

The delivery of the proposals in the Masterplan will require funding from a number of sources. The Masterplan should be flexible to enable a review of priorities and include contingency arrangements should the funding not be forthcoming when required

It is essential that the proposals in the Masterplan are now firmed up. The detailed design work has not yet been undertaken resulting in uncertainty regarding what is actually proposed, how the objectives of the Masterplan will be achieved, what are the solutions to local problems e.g. Tardy Gate District Centre.

As the County Council are aware, the Borough Council is dealing with a number of current planning applications for major residential developments which should contribute to the infrastructure proposals in the Masterplan. Lancashire County Council as Highway Authority should as a priority, develop an implementation strategy, to provide guidance on how and at what level, such schemes should contribute to the necessary infrastructure outlined in the Masterplan. This is a matter of priority as the Borough Council needs to determine these applications in an

appropriate timescale to ensure the delivery of the Councils 5 year supply of housing land and to avoid appeals against non-determination.

The above response relates to the planning aspects of the Masterplan. In a letter from Councillor C. Hughes, the Portfolio Holder for Strategic Planning and Housing to the Executive Director Jo Turton, dated 12 February 2013, the Council has requested an extension of time so that a fuller corporate response can be provided. This will follow as soon as possible subject to the timeframe for appropriate Council meetings.

Yours faithfully,

Helen Hockenhull
Planning Manager