

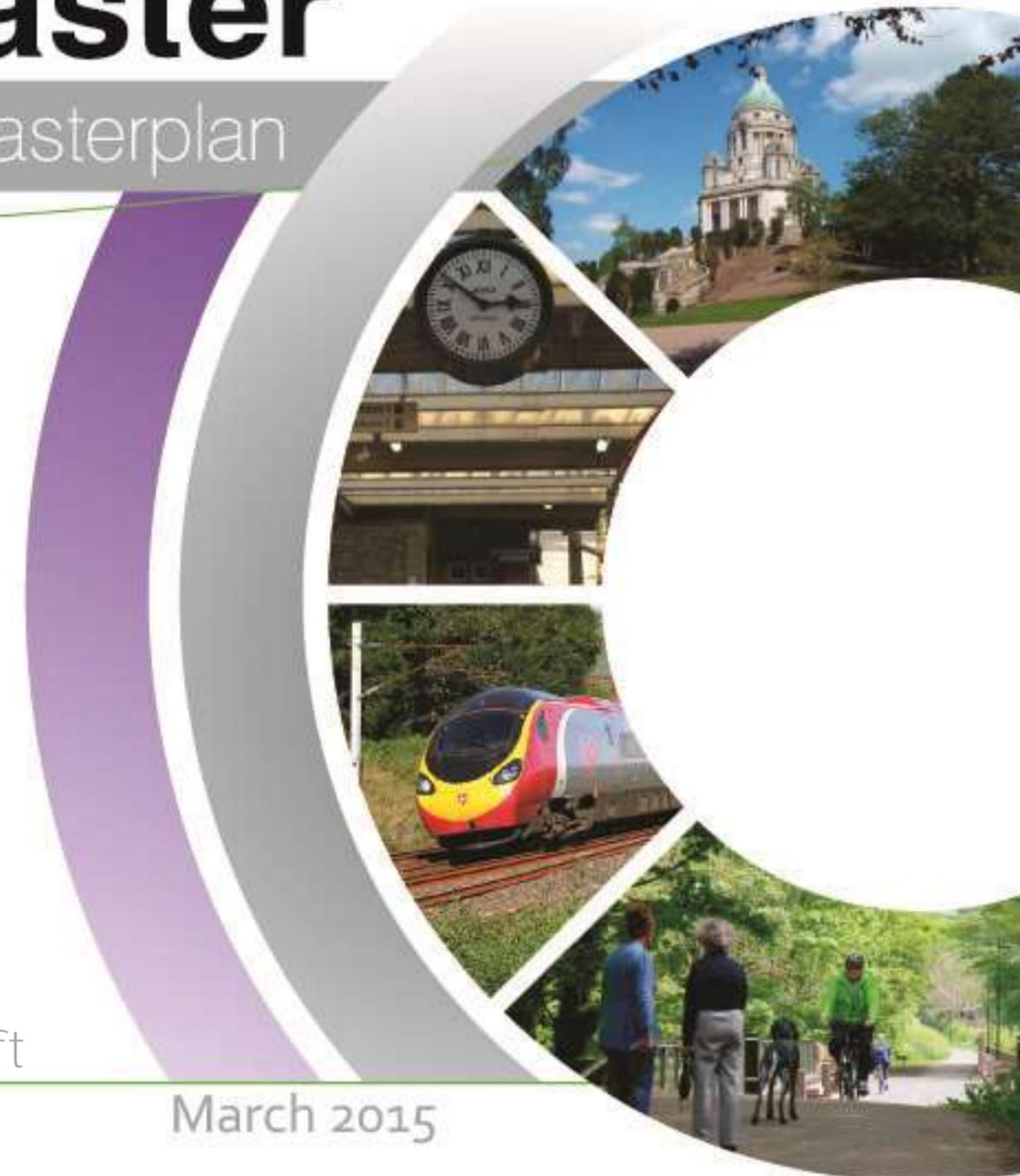


# District of Lancaster

## Highways and Transport Masterplan

Consultation Draft

March 2015



## Foreword

The name of Lancaster an inextricable part in English history and the city that bears the name has evidence of a heritage back to the Romans and beyond.

Then it owed its status 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.

Now the city is starting to write history again. Great universities are at the heart of great teaching, research and innovation, such as the new Health Innovation Park which will lead the way in providing an integrated approach to healthcare and services for people who are growing older, delivering an innovative combination of services applicable to urban and rural environments.

Lancaster's urban centres include 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. To the north lies Carnforth and there are villages scattered through the district.

Lancaster also has an amazingly diverse environment, with two AONBs, the lush Lune Valley and, of course, a coastline on the spectacular Morecambe Bay, which is internationally recognised for its wildlife.

This diversity in both urban and rural environments, with advanced technology next to world class landscapes makes it unique in Lancashire. Lancaster has always been prepared to be at the forefront of our economic revolutions and that hasn't changed, and now the evidence shows that Lancaster is prepared to lead again, this time in a green revolution.

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 and most latterly as a cycling demonstration town, Lancaster has never been afraid to take the lead.

And that is what we are asking in this masterplan.

The district is being held back by transport issues that affect the whole district and every way we travel and we must act now to allow the district to grow and flourish as it once did.

The infamous Lancaster gyratories pose by far the greatest challenge in the district. The congestion on them is another national leader, but this time in the worst way; slow and unreliable journeys and the barrier the roads make to pedestrians are blocking movement in, out, through and around Lancaster, affecting everyone that has cause to travel near it. There are major issues in Morecambe too, where similar barriers need to be removed.

But what was the biggest issue for the district will be solved in summer 2016, when the Heysham to M6 Link Road finally opens. 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.

So now 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, setting up the first truly integrated cycling strategy in the county and making Lancaster a national, if not global, exemplar of why ultra-low emissions vehicles are a critical part of urban and rural sustainability.

More than any other masterplan we want and need a dynamic conversation about our proposals. The timeframe for this masterplan is the same as Lancaster's Local Plan, running to 2031 and beyond, so we want to be sure we have the best strategy we can; there is much to do and we need to get it right now if we're to be ready to make best use of our opportunities going forward.

We have set out what we believe is needed. Now we need to know whether you agree with us and how we can between us make this a stronger document still.



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

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## Executive Summary

This document presents the draft Highways and Transport Masterplan for the District of Lancaster.

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 are therefore producing five Highways and Transport Masterplans that reflect the county's economic areas:

- Central Lancashire, covering Preston, South Ribble and Chorley
- East Lancashire, produced in cooperation with Blackburn with Darwen Council and covering Blackburn with Darwen, Burnley, Hyndburn, Pendle, Rossendale and Ribble Valley
- West Lancashire
- Fylde Coast, produced in cooperation with Blackpool Council and 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.

Three of these masterplans have been approved and are now being delivered. The Central Lancashire Highways and Transport Masterplan was approved in March 2013, the East Lancashire Highways and Transport Masterplan in February 2014 and the West Lancashire Highways and Transport Masterplan in October 2014.

The masterplan presented here sets out our vision for travel and transport in the district of Lancaster. It seeks a consensus on the validity of that vision and on options that could be implemented and developed to achieve it.

### Lancaster Now

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 Lancaster's economy grow rapidly in the years before 2008.

With a population of almost 141,000 in 2013, the local economy now employs around 54,000. 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 area include:

- Congestion in the City of Lancaster (especially around the gyratory systems), 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
- Rural residents and businesses struggle without cars

### Looking to the future

The completion of the Heysham to M6 Link Road 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 is expected to open to traffic in summer 2016, when it will fundamentally change traffic patterns in the district, with huge implications for how we can realise our ambitions for transport and travel in the district.

The new link will enable economic growth and a key driver of that growth and of the wider district's economic development is the Lancashire Enterprise Partnership (LEP).

In July 2014, the LEP and central government negotiated an initial Lancashire Growth Deal, the overarching purpose of which 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. Key to the Growth Deal are South Lancaster and Lancaster University and also Heysham.

**Whilst the LEP 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.

Lancaster City Council is currently preparing a new Local Plan, key documents of which have already been adopted. However, work on exactly which sites will be allocated for housing is still underway, with the likelihood of significant extra housing beyond that originally allocated.

Our Consultation Draft 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. Whilst the County Council has given due consideration to the Strategic Options Consultation undertaken by the City Council in the summer of 2014, this draft 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 Lancaster City Council's Local Plan.

### Funding

The cost of delivering the package of measures identified in the 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.

Moving forward, investment in major new infrastructure will, increasingly, need to demonstrate an economic justification. In practice, this means a clear strategy that brings forward integrated



development proposals for new development and economic growth alongside the infrastructure to support it.

Since 2010, local planning authorities have been able to charge a Community Infrastructure Levy (CIL) on any development above a certain size. 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 but this plan advocates the need for a CIL to enable the infrastructure proposed in this plan to be brought forward.

### Developing Our Options

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 Central 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.

### Our Vision

In 2031:

In the City of Lancaster, the centre is a vibrant and successful core to the district, 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. This is because the centre is largely free of traffic. There's no more through traffic so there are only vehicles that have to be there and most of these are ultra low emission.

Away from the city centre, the residential roads, old and new, are quiet as traffic no longer rat runs trying to escape the gyratory. 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.

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 such as the rapid transit or leave their cars at the Park and Ride.

Morecambe is blossoming 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, like Morecambe, is a key tourist destination now readily accessible without a car. South Heysham and the Port, however, are now a thriving focal point for industry, with the completed link road providing superb access to the motorway network, complemented by improved access by public transport and by cycle.

Carnforth is an important service centre for the north of the district, with shared spaces making the centre a much more attractive place to visit. The improved rail links have also made the town far more significant to visitors and the station is now integral to the town centre.

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

Getting between the towns and further afield has also changed beyond recognition.

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

Public transport is now reliable because buses aren't held up in the city centre, so they are used extensively for travel between the city centre and other main urban areas. The rapid transit service that links Morecambe to South Lancaster via the city centre is particularly popular as are the two Park and Ride sites, not least because these services use ultra low emission vehicles which are quitter and smoother than conventional buses.

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

This network also links 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 canal and the Lune.

How we will achieve it:

### How do we make it happen?

The opening of the completed Heysham to the M6 Link Road is due in late summer 2016.

Before this point, we will have to have published our Lancaster City Action Plan, setting out how we will manage traffic in the city centre once the Link Road is open. This Action Plan will include the short, medium and long term projects that will be needed to put in place our final vision for the City of Lancaster.

Underpinning the Action Plan will be work, carried out in 2015/16, to understand just how we can make the city centre work effectively for sustainable transport in the long term. This work will allow us to look at how sustainable transport can be developed in stages that align with funding opportunities.

We will carry out feasibility studies for rail and public transport and set out how they might be accommodated on a redesigned city centre network and with a relocated M6 Junction 33, but until we have accurate information on how the traffic has changed with the opening of the Link Road, we cannot say with certainty that our plans will be viable or cost effective.

The Action Plan will therefore also need to set out the timetable for the further work needed to finalise all our options and consult on the detailed plans, likely to be in autumn 2018.

However, the opening of the Link Road does allow us to start the process of changing how traffic is routed around the district and therefore to how city centre transport functions. These are the short term measures in the Action Plan.

Key to this will be the positioning of the Caton Road Gateway as the principal gateway into the city for traffic from the M6, from both north and south. This will allow us to capitalise on the Link Road and draw traffic into a heavily managed approach to the city centre. This approach management has four strands:

- Park and Ride/Cycle provision at M6 Junction 34
- HGV restrictions
- Improvements for local journeys on the A6 south of the city and
- Reprioritise the highway network

Managing the approaches to the city centre will allow us to implement our medium term measures and begin the process of Lancaster city centre place-shaping, which will include reconfiguring the gyratory system and providing a better environment for pedestrians and cyclists.

The Link Road will reduce traffic around the main city centre gyratory by up to 10%. Whilst this is not a huge reduction, coupled with managing Lancaster's approaches, it does offer the opportunity to begin the process of freeing the city centre from congestion.

It must be remembered however, that at this stage, the city centre will still need to accommodate through traffic and this must be allowed for in any scheme brought forward in these early years. For this reason, we propose to change how the gyratory works but we do not propose any major, expensive changes to the roads and public spaces that we are not sure will still be needed once we can remove through traffic completely.

This is as far as we can go in the City of Lancaster without a relocated M6 Junction 33. The junction would enable the removal of through traffic and make sustainable modes of travel sufficiently viable to attract a significant shift to them. Without removing through traffic, the city centre will remain dominated by traffic, although to a lesser extent than now. There will also be no possibility of providing truly world class public transport as the city centre roads will not have the spare capacity to give over to the public transport priority that such systems need.

In the longer term, the relocation of M6 Junction 33 is critical to removing through traffic from the city centre, allowing a rapid transit service to be effective.

A direct connection to the motorway for South Lancaster would give reliable motorway access for both residents and businesses,

removing the need for traffic to travel through the city centre and also removing much of the traffic from Galgate.

To reduce car journeys into South Lancaster from the motorway, we will put in place a South Lancaster Park and Ride/Cycle facility as part of the reconfigured junction.

As well as acting as a Park and Ride for South Lancaster, the Park and Ride facility would also potentially form the southern terminus of a rapid transit service, giving both a rapid park and ride service into the city centre and beyond as well as providing an increased market for the service.

The Lancaster Reach - rapid transit service will link South Lancaster effectively to Heysham. This is an urgent need 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. The city therefore needs a high speed, direct public transport link along the core corridor once traffic in the city centre allows.

Running in parallel to the Lancaster City Action Plan are two further programmes of work that will both inform and benefit from the reconfiguration of the gyratory and our place-shaping work in the city centre.

- Lancaster Links - an integrated multi-use/cycling network for the district

Lancaster Links will provide a comprehensive travel network for non-motorised travel.

- Strategic Routes will connect key destinations, typically between the main centres (South Lancaster, Lancaster, Morecambe, Heysham, Carnforth, and Hornby/Wray).

The first of these new Strategic Routes will be the Heysham to Lancaster Greenway Route.

- Local Links will allow the short journeys in the local community to take place.

- 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 Lancaster 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.

Our Morecambe 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 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.

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.

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.
- 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.
- 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. 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.

- We will therefore commission a Morecambe Rail Connectivity Study to set out the evidence and business case for improvements.
- We also need to consider what benefits Improving Bay Connectivity would bring for Morecambe, for the district of Lancaster and for the county as a whole.

We will therefore work with our partners, including Cumbria County Council, Lancaster City Council, South Lakeland District Council and Barrow Borough Council to establish what the evidence is for improving connections around the Bay so that the whole Bay area benefits.

In Heysham, we also need to ensure that the local network fully supports the new Link road and allows vehicles, especially HGVs, to, where possible, access the A683 without travelling through our communities.

To this end, we will review 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 reach the A683 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.

We therefore propose to pursue a programme of pedestrian and traffic improvements to the centre of Carnforth, focussing 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 bicycle. As well as making the shopping area itself more attractive, it will help to ensure that people feel comfortable travelling by more sustainable modes.

These changes will complement both the cycle and electric vehicle strategies for the district and make Carnforth a hub for rail interchange.

At Carnforth Railway Station, we feel strongly that improved northbound connectivity is highly desirable and that we should take a strong lead in seeking such an improvement, including engaging with the tendering processes due to start shortly to ensure good services to the existing platforms.

Once we know what decision has been taken on housing and we have a clear picture of how services at Carnforth have been affected by the changes over the next few years, we will carry out a study that will provide us with evidence of what Carnforth station and the services from it need to achieve to support the economy of the district.

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 GlaxoSmithKline site at 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.

Maintaining rural connections will require an integrated approach across all modes of transport to make rural travel as sustainable as possible in the future.

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.

Rail stations provide a potential local transport resource. However, that presupposes that the rail service itself is adequate to support regular use, particularly by commuters. Passenger numbers suggest the Bentham Line between Carnforth and North Yorkshire needs improvement.

In conjunction with other work proposed in this masterplan, particularly related to cycling and to ULEVs, we will look at how the Bentham Line could be made more viable, initially focussing on the role Wennington can play as a transport hub by reviewing facilities particularly for cycling and for ULEVs.

We will also 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, including feeding into the North of England Route Study to ensure the line's future.

## Next Steps

This consultation masterplan represents the beginning of a programme of highways and transport infrastructure delivery to serve the district of Lancaster over the next 16 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, the Highways Agency, Network Rail – and the support of the private sector and developers as well.

The first task is to make sure we have widespread agreement for the highway and transport improvements that are taken forward and delivered. Then, to stand the best chance of delivery, we must **get these improvements ‘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.**

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.

Let us know what you think	<i>Venue</i>	<i>Date and time</i>
<p><b>On the 23<sup>rd</sup> March 2015</b>, we launch a public consultation on the District of Lancaster Highways and Transport Masterplan. The consultation will run until May 7<sup>th</sup> 2015.</p> <p>The consultation is important to let us get your views on the vision presented in the masterplan.</p> <p>We will be holding three launch events where you can come and talk to us about the masterplan. These are shown in the box opposite. We will also be holding further sessions for interested groups, so please contact us for details.</p> <p>A leaflet with a questionnaire accompanies the masterplan and this is your opportunity to let us know what you think. Copies of the leaflet are available from public libraries and council offices.</p> <p>The masterplan can be viewed or downloaded from our website. To access the documents go to <a href="http://www.lancashire.gov.uk">www.lancashire.gov.uk</a> and then search for masterplan. You can also fill in the questionnaire online.</p> <p><b>You can also write to us at:</b></p> <p>District of Lancaster Highways and Transport Masterplan Environment Directorate Room C4 County Hall Preston Lancashire PR1 0LD</p> <p>or by email: <a href="mailto:enquiries@lancashire.gov.uk">enquiries@lancashire.gov.uk</a></p>	<p>Carnforth Library  Lancaster Road Carnforth LA5 9DZ</p> <p>Morecambe Library  Central Drive Morecambe LA4 5DL</p> <p>Lancaster Library  Market Square Lancaster LA1 1HY</p>	<p>Monday 23<sup>rd</sup> March  2pm to 6pm</p> <p>Tuesday 24<sup>th</sup> March  2pm to 7pm</p> <p>Thursday 26<sup>th</sup> March  12 noon to 7pm</p>

## 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 its people's life chances, revitalising our communities and providing safe, high-quality neighbourhoods. We will:

- 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 a set of Highways and Transport Masterplans that will cover the entire county. Five masterplans are being created that reflect 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.

Three of these masterplans have been approved and are now being delivered. The Central Lancashire Highways and Transport

Masterplan was approved in March 2013, the East Lancashire Highways and Transport Masterplan in February 2014 and the West Lancashire Highways and Transport Masterplan in October 2014.

The draft District of Lancaster Highways and Transportation Masterplan introduced in this document sets out the County Council's ideas for a future highways and transport strategy for the district to 2031 and beyond.

Unlike other masterplans, Lancaster has already been the subject of an extensive visioning exercise. In 2008, the Lancaster District Transport Vision and Strategy, produced by Faber Maunsell, set out a qualitative based Vision and Strategy intended to be the subject of more extensive refinement, and detailed economic and financial appraisal, once there was greater clarity over land use options.

This work provides a substantial legacy to work from. However, the evidence base is now over seven years old and there have been a number of changes since then, not least a deep recession and changes to underlying strategies and policies. This masterplan therefore starts with a review of the evidence and of our plans and policies before setting out what the options for the district's transport evolution could be and presenting a programmed masterplan to take forward what we believe to be our only viable option to allow the realisation of the District of Lancaster's Vision.

Figure 1: The masterplan areas



## 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 almost 141,000 in 2013, the local economy now employs around 54,000. 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.



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Figure 2: Lancaster's masterplan area





City of Lancaster

The city of Lancaster is widely recognised as having exceptional heritage. This long history is written large in its streets and surviving buildings.

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; the third most important in the country, it generated the wealth to build the old Custom House, the dwellings and warehouses still on the quayside today.



The Lancaster Canal was built in an attempt to maintain the city's importance and the nineteenth and twentieth centuries have added the Ashton Memorial and St Peter's Cathedral.

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 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 that it takes its name from. 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 1970's 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 then, 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.



Heysham

The village of Heysham is old and still has many of its stone-built cottages dating back to the 17th century. Heysham Head has 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.

Despite this antiquity, Heysham's skyline today is dominated by two nuclear power stations.



The Port of Heysham, part of the Peel Ports Group, is a key gateway for trade 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 RoRo (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, the Heysham to M6 Link will make the ports 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 town of Carnforth serves the north of the district. Although now at the heart of a largely rural area, the town owes its size to the railways and to iron and steel working and still provides an essential role as a local service centre.

It is the railways that give 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 recent refurbishment of the railway station, including construction of a refreshment room to match the studio set used in the film, which is now run by the Carnforth Station Trust.



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### Rural Lancaster

The district of Lancaster is in fact largely rural, with the most spectacularly varied landscape in Lancashire wrapping round 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 east 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



cc-by-sa/2.0 - by Bill Boaden



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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 well over 8% of residents were aged between 18 and 22, almost twice the proportion in Lancashire as a whole or indeed the North West. The almost 18,000 young people in this age group therefore bias information presented on a district level.

Educational attainment is a good example of this. Compared to the GB average, the district of Lancaster has a lower than expected proportion of the population qualified to NVQ4, but an above average number qualified to NVQ3; in other words, large numbers of undergraduates arrive, but don't stay once they have gained their degrees. Also a cause for concern is the far higher proportion than typical of people without any formal qualification at all.

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 and the reality is that the true value for the district is closer to that of the national average and much higher than the NW average.

Employment in the district is mostly in public administration, health and education, with over 37% (in 2013) working in the sector compared to just under 29% in the NW as a whole. 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.

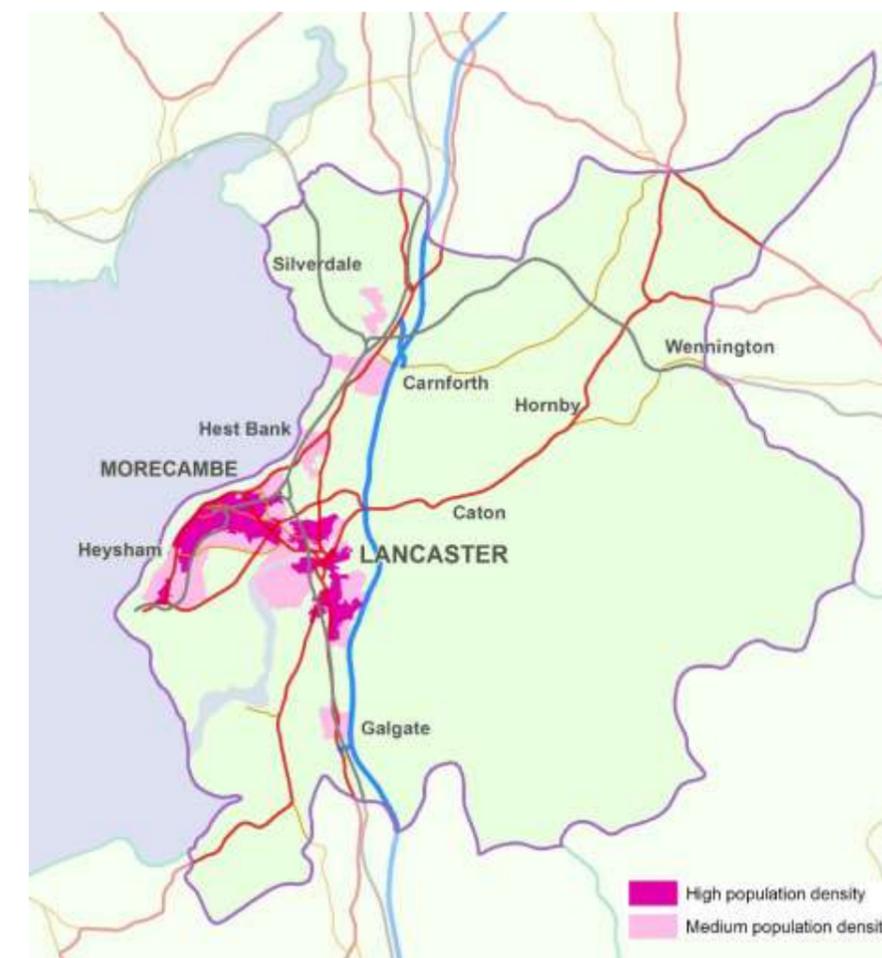
For those who work, average earnings are higher than in Lancashire as a whole, with gross pay in 2014 averaging £493.50 per week in the district compared to £475.20 across the county. However, this compares to a GB wide figure of over £520. Interestingly, a significant part of this difference is due to the much higher level of female earnings in the district.

However, despite these numbers, in 2014, over 4,000 children in the district live in poverty and the district contains small areas with some of the worst deprivation in the country, including one 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; life expectancy is around 11.4 years less for men and 9.6 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.

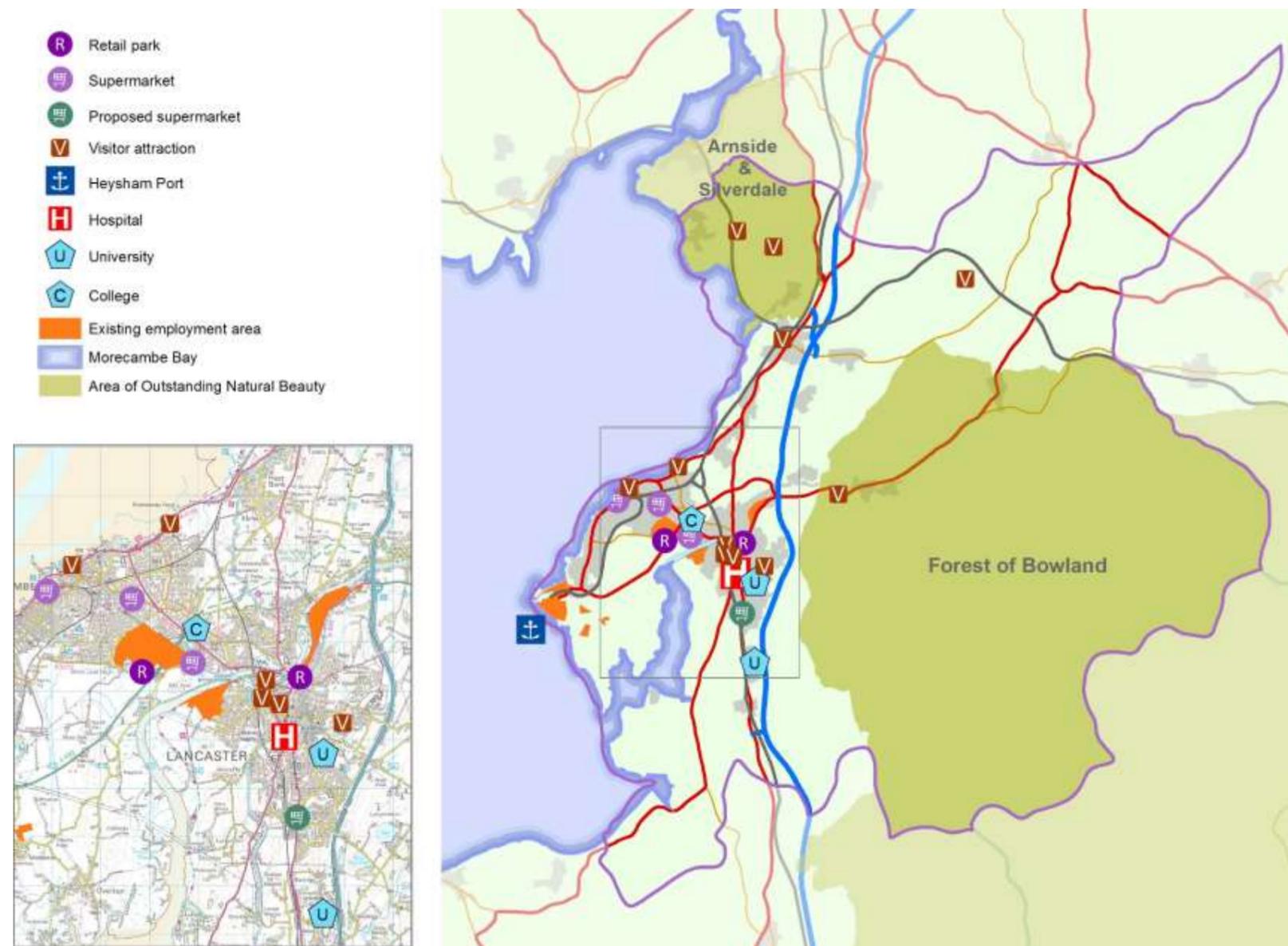
Certain destinations attract a lot of people, whether through choice, such as for leisure and shopping or through necessity, such as for health or education. As well as acting as destinations for visitors, these locations often have large numbers of workers and therefore have a major impact on commuting.

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 visitors.

Major employment areas include White Lund, White Cross and of course 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 and the M6 and which 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 the South Lakes and to North Yorkshire and Leeds.

#### By road...

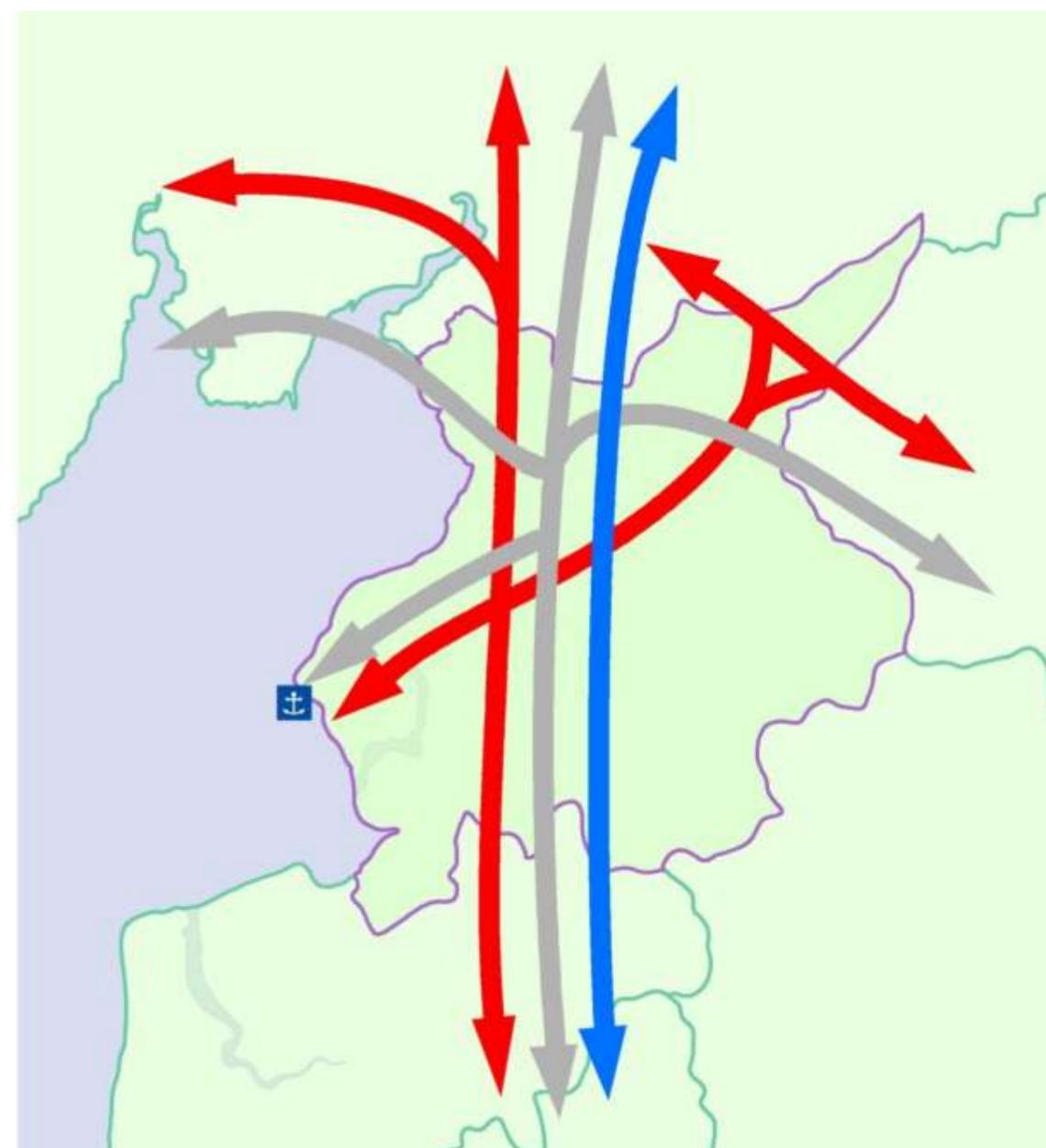
The M6 runs from north to south through the district and has three junctions, one to the south of the city, one to the east and one near Carnforth. The A6 parallels the motorway whilst the A682 runs through the Lune Valley to provide connections to North Yorkshire and the A65

#### 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 to the Isle of Man and Ireland.

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.

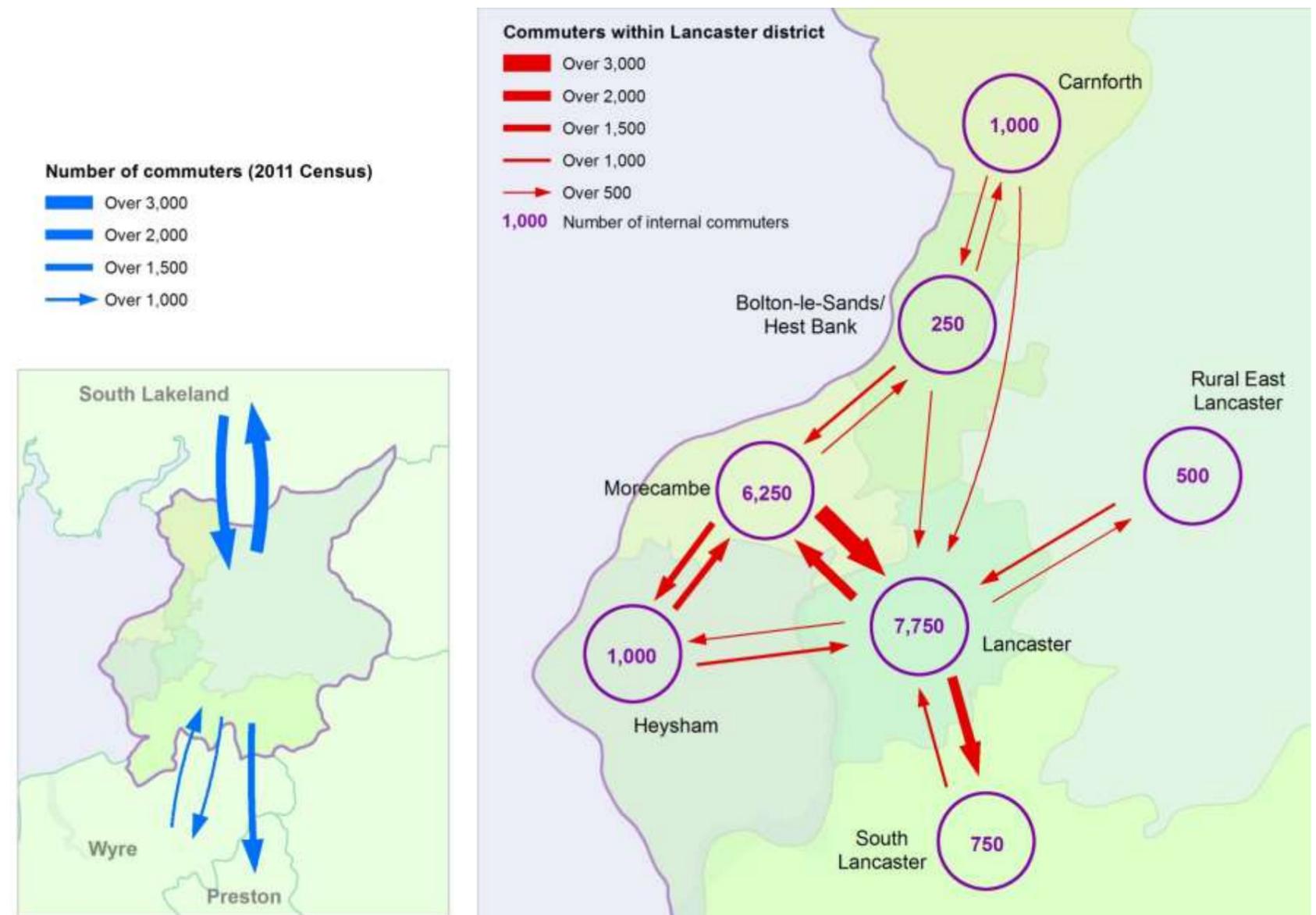
The major journey to work movements by Lancaster's residents and workers are shown in figure 6.

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 83% 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

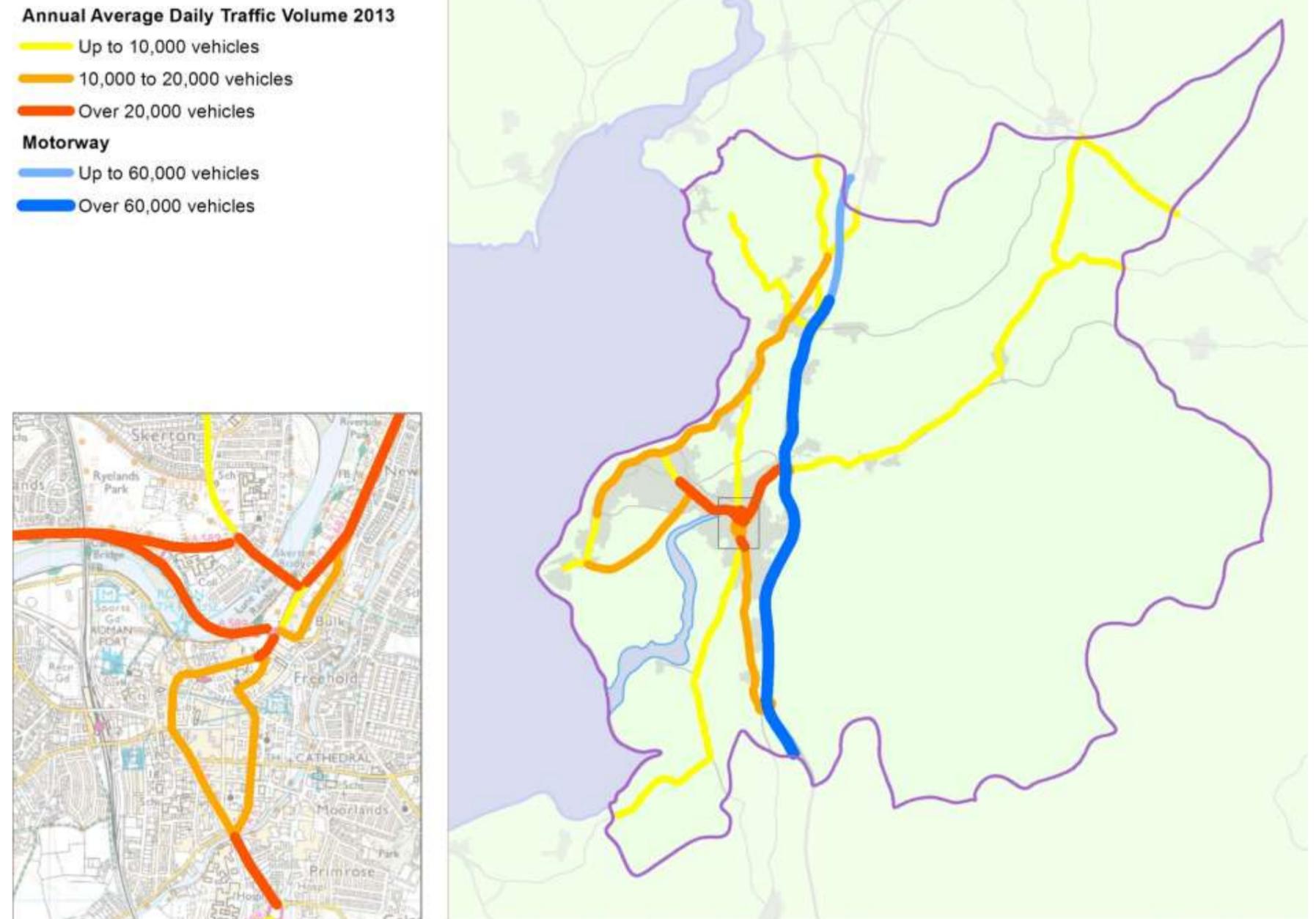
Having looked at where people are travelling to and from, what impact do these journeys have?

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 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.

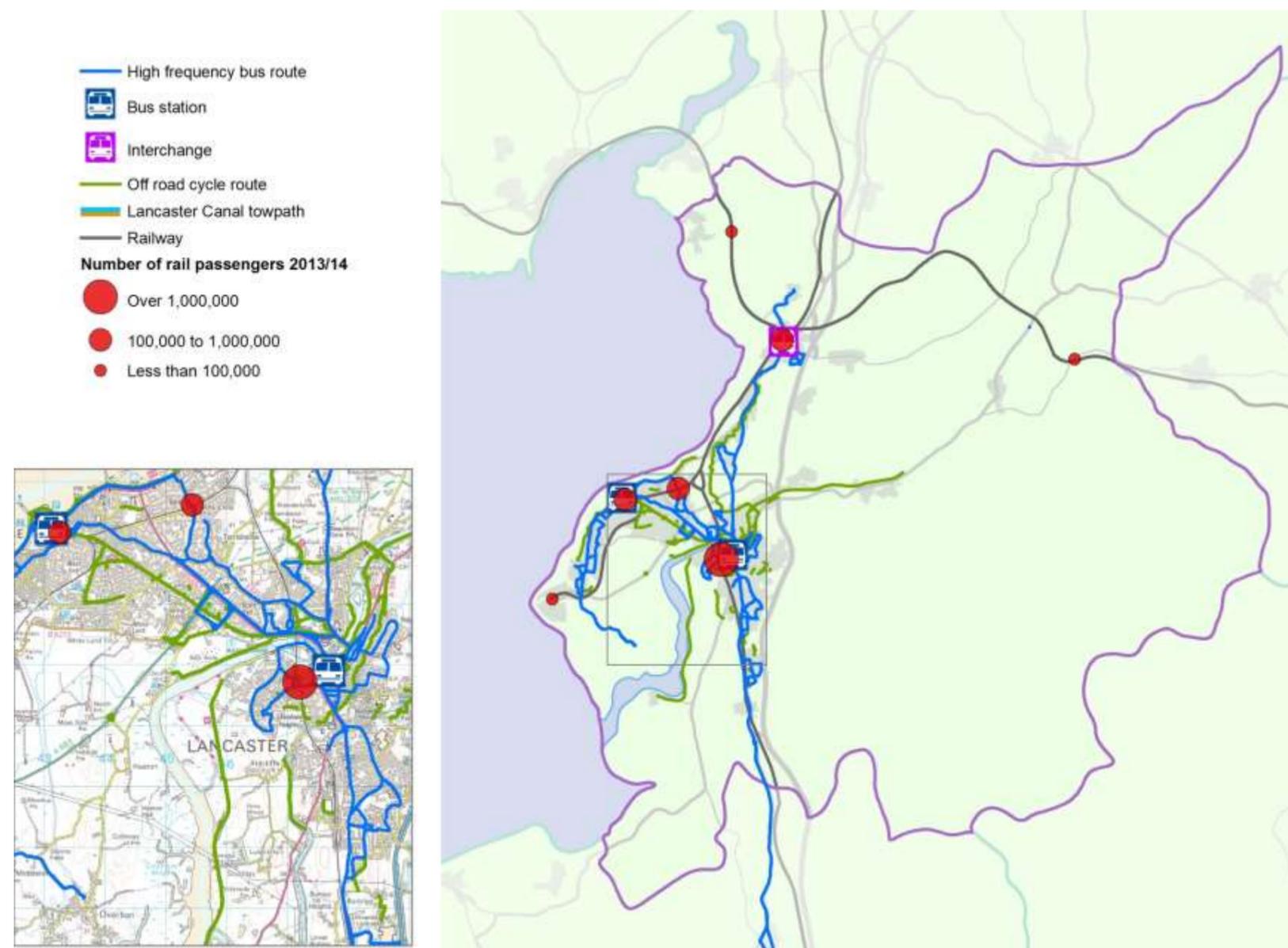
Figure 8 shows the main sustainable transport provision in Lancaster.

Not surprisingly, the busiest rail station is Lancaster, providing as it does the only station on the West Coast Mainline. Looking at 2013/14 figures, Lancaster saw over 1.9million travellers, up by over 50% in the last 10 years. However, other stations in the district saw far smaller numbers of travellers. Morecambe, Carnforth and Bare Lane had only around 10% of the users of Lancaster, whilst Wennington saw fewer than 3,500 passengers in the entire year. Patronage at most other stations in the district grew by around 40% to 45% over the last 10 years. Morecambe however, saw increases of just 11% over the same time.

Bus services within the urban areas are extensive, with a single operator responsible for the majority of services (Stagecoach Northwest). Services link the three primary locations of Lancaster, Morecambe, Heysham and South Lancaster (including Lancaster University). Morecambe and Heysham are linked via the A6 and the A683 transport corridors. 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.



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. 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 an intrinsic heritage offer.

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 man 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 making connections to the 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 much needed 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 1,400 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 10kph 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 ever more cycling, neither attractive when the area around the station is congested. And 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 2009–2013, there were 430 people killed or seriously injured on the district's roads. This is an average of 86 people, including 29 children and young people aged up to 25 years, killed or seriously injured every year. Over 2,500 other people received minor injuries.

Whilst the proportion of casualties killed or seriously injured among all those aged 25 or under was actually below the county average, the proportion of 16 to 25 year old casualties was higher than the county average, even taking into account the higher proportion of the population in this age range. The other age group at an increased risk in the district were those aged 65 and over.

What sets the district apart though is that the statistics suggest that vulnerable road users in particular are at increased risk:

- Whilst the proportion of child casualties was below the county average, over 50% of children hurt on the roads were either walking or cycling and for those killed or seriously injured, the proportion walking or cycling rose to over 80%.
- The district of Lancaster was ranked among the worst in the county for pedestrian and cycling casualties among 16 to 19 year olds for both minor injuries and for those killed or seriously injured.
- The district was ranked as joint worst for both pedestrian and cycling casualties killed or seriously injured among those aged 26 to 64 and worst for minor injuries to cyclists.
- The district was ranked among the worst in the county for powered 2 wheeler riders killed and seriously injured among those aged 26 to 64.

Work towards fully understanding and addressing these issues is on-going 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.

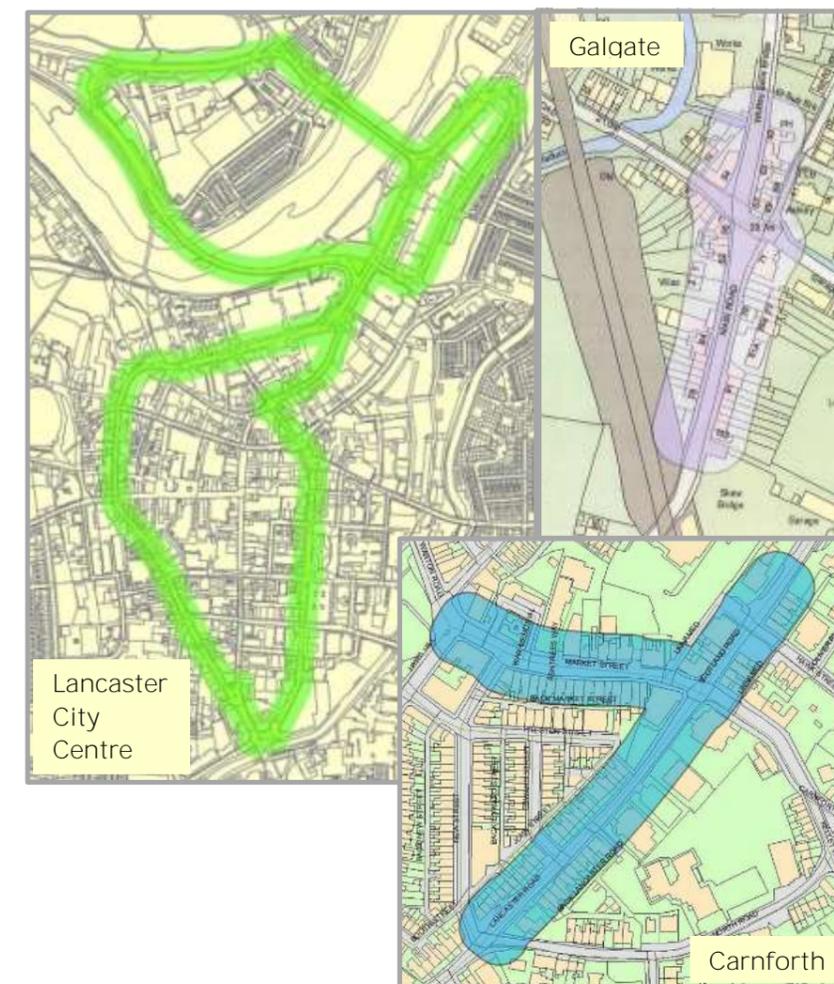
Lancaster City Council has a responsibility under Local Air Quality Management legislation to review air quality and where levels exceed national objectives, declare an Air Quality Management Area (AQMA) and put in place measures to reduce emissions, reported in a local Air Quality Action Plan.

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.



## Rail Travel



Lancaster station provides the district with its only connection to the West Coast Main Line (WCML). The WCML provides 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's connectivity is limited by the absence of mainline platforms, which means that to travel north on the mainline, passengers must first travel south to Lancaster and change trains.

The Furness Line has services operated by both Northern Rail and Trans Pennine Express. Northern Rail services operate mainly between Barrow and Lancaster with some services extended beyond Barrow towards Carlisle and from Lancaster towards Preston. The services operate roughly every two hours and use a mix of older

diesel rolling stock some of which will require heavy refurbishment in order to meet the 'Passengers of Reduced Mobility' requirements by 2019.

In contrast, Trans Pennine Express services which also operate on the line between Barrow and Preston/Manchester Airport again operate at roughly two hourly intervals throughout the day but use modern diesel rolling stock.

On the Bentham Line, Northern Rail services run from Morecambe, through Bare Lane and Lancaster, to Carnforth, Wennington and continue to Skipton and Leeds. There are five services a day each way Monday to Saturday (only one of which runs to Heysham Port) and four on Sundays. The services use a variety of diesel multiple units of the types common on Lancashire branch lines. However, the line in fact offers a quicker and cheaper service to Leeds than travelling via Manchester, perhaps the more obvious route to take.

Northern Rail 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, Trans Pennine Express operates 5 services a day between Lancaster and Windermere (the Lakes Line) using modern diesel rolling stock. The government recently announced that the Windermere branch would 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 common threads running through many of these services is poor quality rolling stock and infrequent and/or irregular timetables. However, alongside this, many of the stations do not offer as good a passenger experience as they should, which is often compounded by issues in the immediate station area which make interchange between other travel modes unattractive.

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

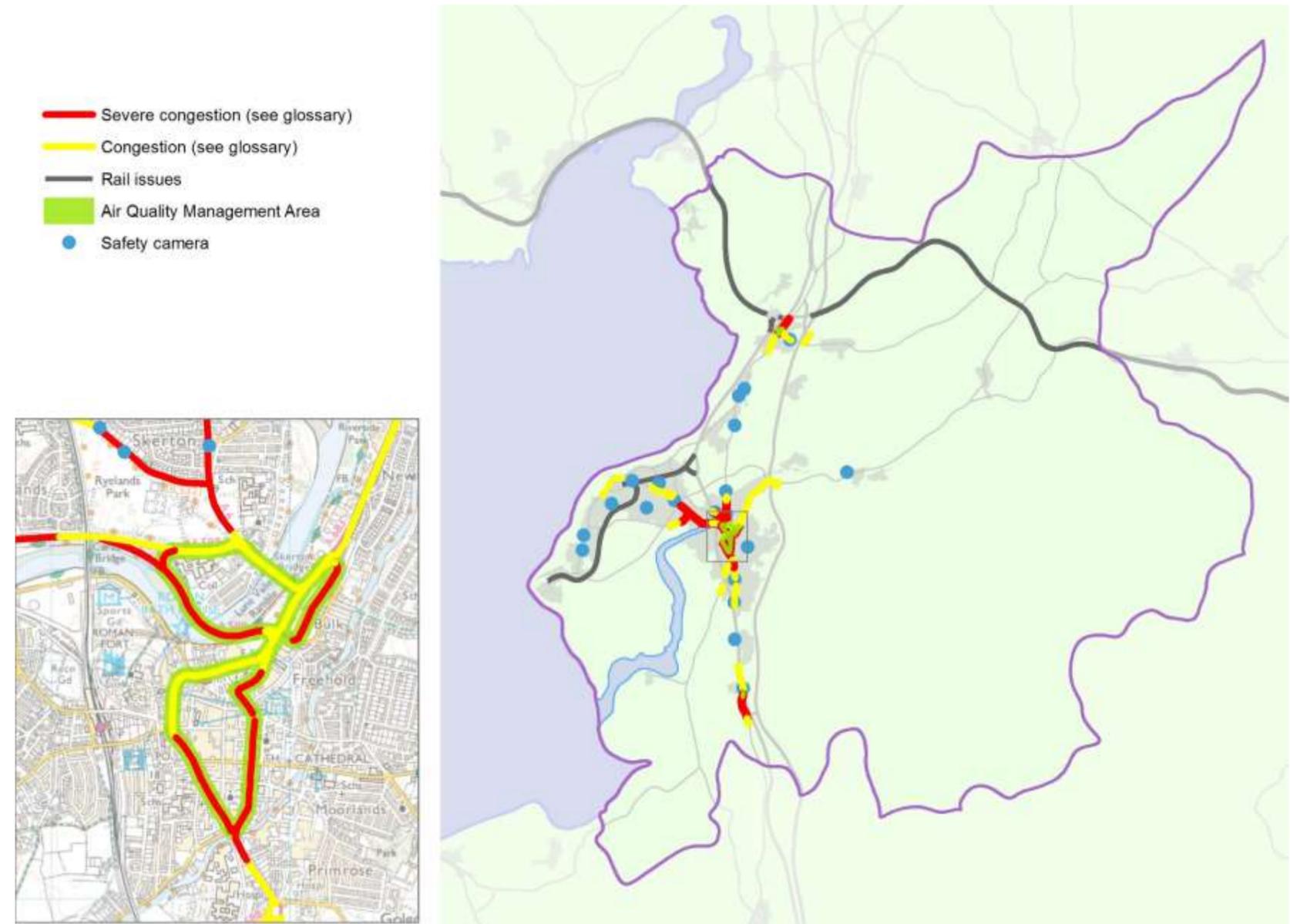
The Furness Line CRP covers the service between Lancaster and Barrow in Furness and the stations between Carnforth and Barrow inclusive. The services have been formally designated by the DfT as a community rail service. The designation covers both services and stations, but not other infrastructure.

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 ultimately signed off at Ministerial level. 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 industry processes.

Figure 9 shows where the most urgent and significant problems in the district of Lancaster, not just the congestion, but also where accidents are occurring, 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 public transport and specific issues for cyclists.

Figure 9: Travel problems today



## The Heysham to M6 Link Road

The completion of the Heysham to M6 link road 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 is expected to open to traffic in the summer 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 Heysham to M6 Link 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 dry 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.

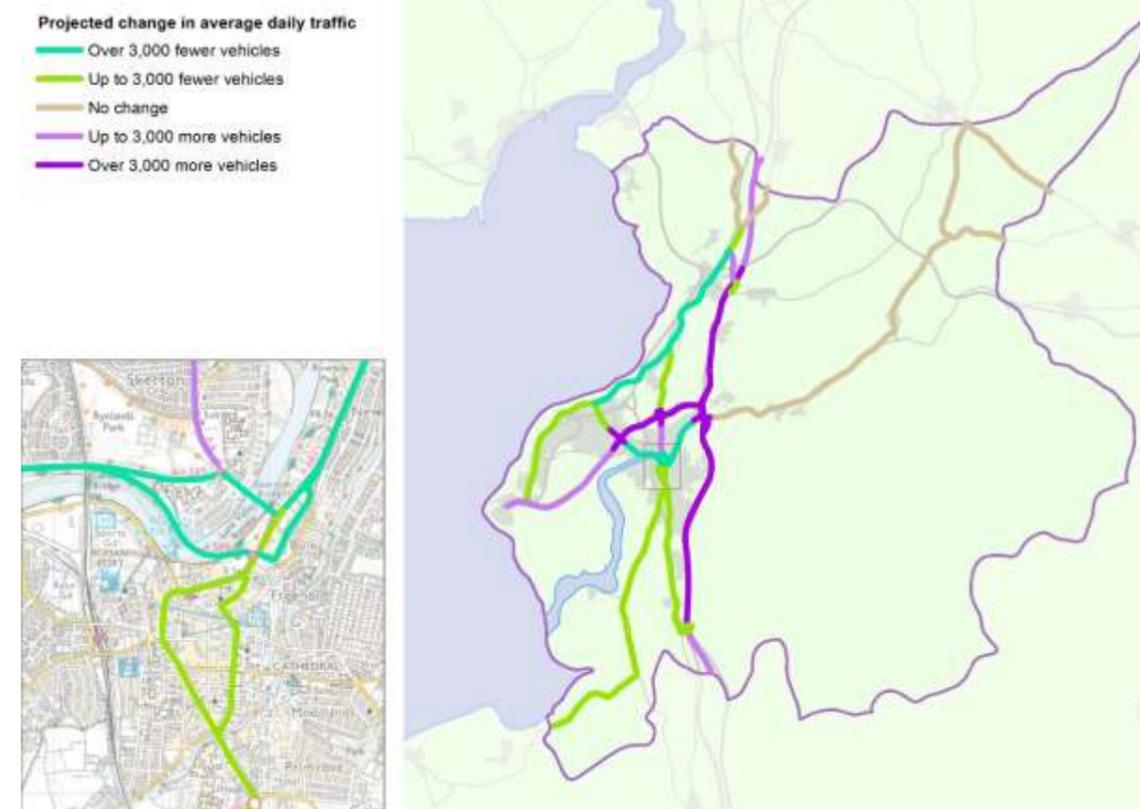
However, the benefits will also be felt in parts of Lancaster, where the new link road will bring improvements in air quality through a reduction in traffic on existing roads, particularly HGV traffic. This reduction in traffic, allowing sustainable modes to be encouraged, will benefit those who find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

Improvements in the city centre will also reap economic benefits and a number of complementary traffic measures are required as part of the consent 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 new 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 new link road
- A review of the city centre gyratory systems 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 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 the completion of the link road gives.

Figure 10: Traffic changes due to the completion of the Heysham to M6 Link Road



## 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 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.

## Economic Development

### A Growth Deal 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 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 factor of the Growth Deal is to maximise the value of the arc of prosperity that sweeps across Lancashire, which links key economic assets, high value business clusters, centres of research and training excellence and new housing growth opportunities. The arc of prosperity captures the importance of the 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 region.

Much of this focus is on the Lancaster University and the area around it. For instance, the University is bringing forward major developments to strengthen its core technology science-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 computing and healthcare sciences.

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

The Park 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 Park 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 Park and University in South Lancaster is a location that has previously been identified as having the potential to 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.

Heysham is an important component of both the local district economy and Lancashire 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 Liverpool2. With completion of the Link Road, 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 also home to two 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 programmed to be decommissioned in 2019 and 2023 respectively. Each of these

events will be significant economic impacts upon the local community and broader economy.

Heysham and its surroundings is also the location for a significant amount of offshore energy and where it is connected into the National Grid. DONG Energy is currently working to land the significant £1.76 billion Walney Farm Extension Offshore Wind Farm through Heysham.

## Lancaster's Local Plan

**Whilst the LEP 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 (2008), the Lancaster District Core Strategy (2008), the Development Management DPD (2014) and the Morecambe Area Action Plan DPD (2014). Work continues on other key elements of the Local Development Plan, including a Land Allocations DPD, an Arnsdale and Silverdale AONB DPD and a Gypsy and Traveller Accommodation DPD.

The Development Management DPD (adopted in December 2014) sets out generic policies which will be used to determine planning applications. The Land Allocations DPD will identify land to meet objectively assessed development needs through the plan period (up to 2031) and also will protect areas of environmental, social or economic value. The Morecambe Area Action Plan DPD (also

adopted in December 2014) identifies strategic intervention which will assist in the on-going regeneration of the town centre.

A dedicated DPD for the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) is currently 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 AONB designation and identify sites to meet objectively identified development needs within the area.

Lancaster City Council has begun this process of objectively assessing the future housing needs for the district via the preparation of a Strategic Market Housing Assessment (SHMA). The City Council appointed consultants Turleys to undertake a SHMA which was published in October 2013. The 2013 SHMA recommended that 12,000 homes were needed within the district over the next plan period (up to 2031).

Whilst the Strategic Options Consultation of 2014 was based on these requirements, in the summer of 2014 the Office of National Statistics published revised population growth projections for the district which were significantly different to the previously published projections. These revised figures have the potential to significantly alter the housing requirements for the district and, in light of this new data, the SHMA will be revisited with a revised assessment anticipated for publication later in 2015. The SHMA will set out a new objectively assessed need for housing which will be used to inform the preparation of a Draft Land Allocations DPD which is expected to be published for consultation in early 2016.

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 Consultation Draft 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. Whilst the County Council has given due consideration to the Strategic Options Consultation undertaken by the City Council in the summer of 2014, this draft 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 Development Management DPD.

A number of sites have already been identified under the current development plan process which includes:

- Luneside East is a large brownfield site. Planning permission exists for 350 houses and 8,000sqm of office and leisure space and is currently under development. The site has received £4 million from the Lancashire Enterprise Partnership through the Growing Places Fund for remediation works to unlock the site.
- Outline planning permission on the brownfield site at Luneside West was granted in 2010 for 356 dwellings and over 12,600sqm of industrial and commercial use.
- Approved developments exist at Lancaster Moor Hospital for 440 dwellings and at Nightingale Hall Farm for 164 dwellings. Both of which are brownfield sites. Work has already commenced on the refurbishment of the Hospital site and its surroundings.
- Development and regeneration of the Lancaster Canal Corridor North site in central Lancaster is still an aspiration of the City Council.

Further draft designations have been made in South and East Lancaster as part of the Draft Land Allocations DPD in 2012, however these have no formal status at this stage.

## 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.

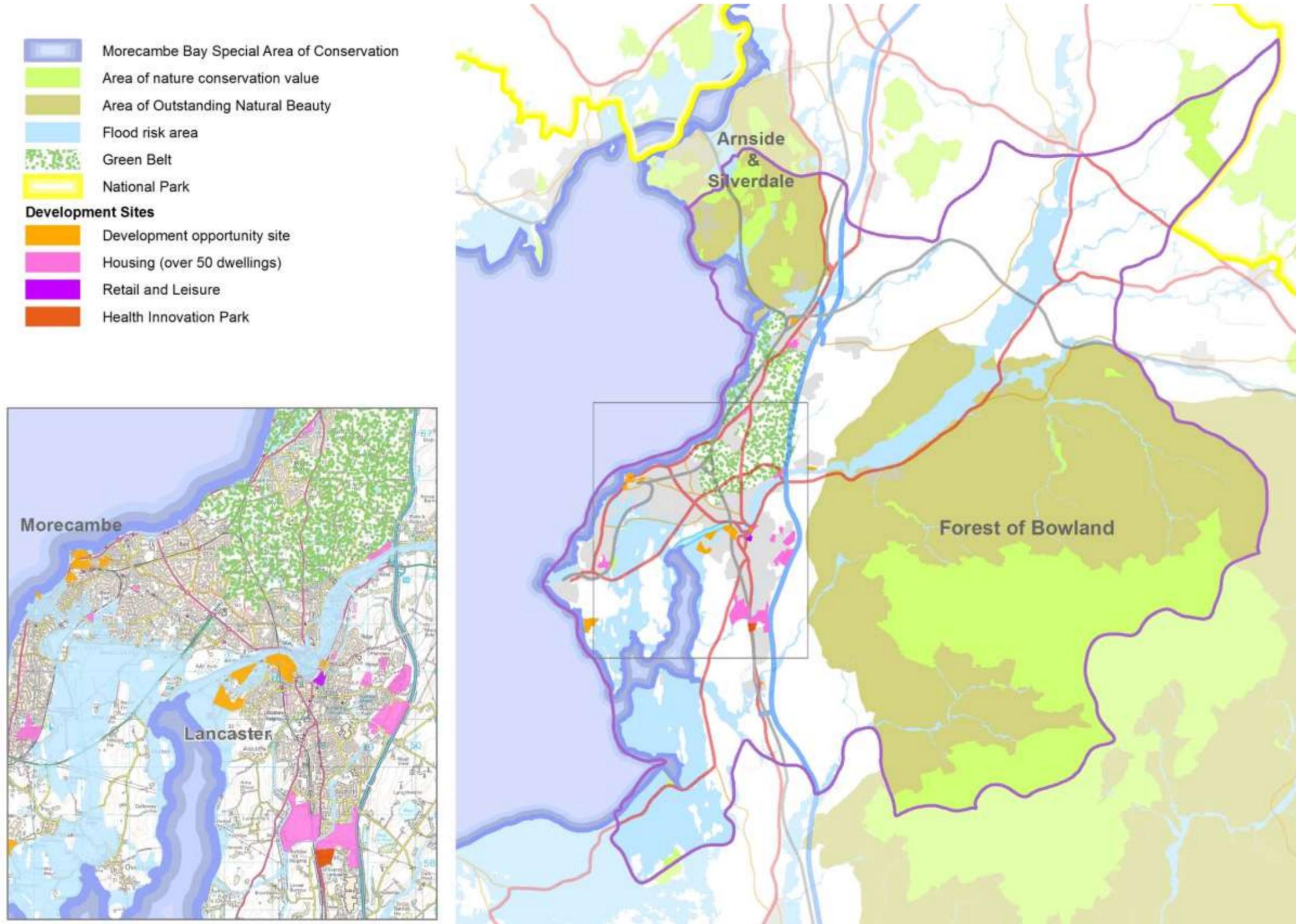
- The landscape of the district is particularly diverse, ranging from the wooded hills and limestone of the Arncliffe and Silverdale AONB, through drumlins and reclaimed mossland, the river valleys of the Lune and its tributaries and then rising up to the Forest of Bowland AONB. As well as supporting 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.
- '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 also 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.
- the high quality agricultural land.
- 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



## Funding

### Government funding

Changes to the way transport infrastructure is funded will come into effect from 2015/16. From that time, the LEP will be responsible for a multi-million pound budget devolved from the Department for Transport. This creates for the first time the opportunity to integrate key economic and transport priorities and plans. The LEP will be responsible for the review and approval of individual major scheme business cases and ensuring effective delivery of the programme.

In June 2013, the Chief Secretary to the Treasury confirmed the establishment of the single Local Growth Fund (LGF). The LGF amounts to over £2bn in 2015/16 and 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 currently 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 will mean that there will be less direct guaranteed funding for local transport schemes going forward.

The Government has committed to maintain the LGF at a total of at least £2bn each year in the next Parliament. The LGF is a single pot with no internal ring fencing and access to the LGF is through a 'Growth Deal'.

### 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 private 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 will start 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 30 local authorities across the north of England, is now working in partnership with the Department for Transport to take forward the re-franchising of the Northern and Trans Pennine services, with the Secretary of State responsible for final decisions and letting the contracts and the subsequent development and implementation of a formal integrated partnership structure to manage the new franchises, on which decisions will be made jointly.

On the roads, the Highways Agency (HA) is an Executive Agency of the DfT and is responsible for operating, maintaining and improving the strategic road network in England, which includes major trunk roads and most motorways. However, from April 2015, the Agency will be replaced by Highways England, a new Company set up by Government to operate and improve the motorways and major A roads in England

Highways England will assume responsibility for the Strategic Road Network, and for delivering the Government's vision for the network, from April 2015. 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 will have 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 any large development proposals where significant infrastructure is required these contributions can be substantial.

Since 2010, local planning authorities have been able to charge a Community Infrastructure Levy (CIL) on any development above a certain size. 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.

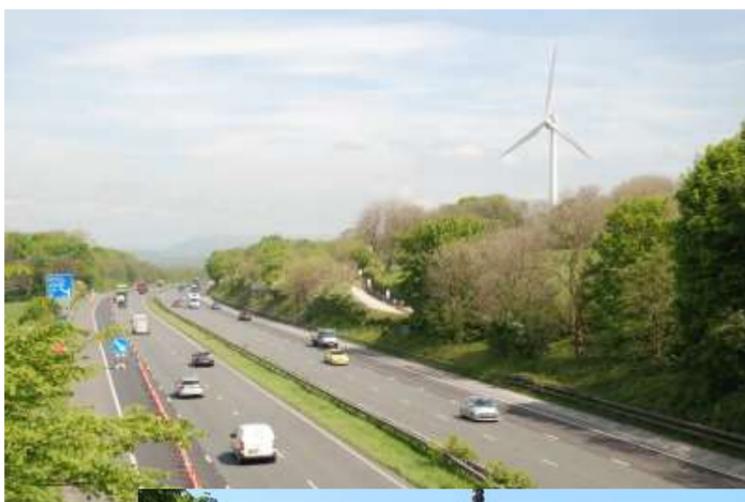
If the resources are to be available to fund the initiatives set out in this masterplan, the County Council believes that CIL contributions will need to be an essential part of the funding mix and supported through the Local Development Plan.

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

### OPPORTUNITY

- Heysham - M6 link
- Lancaster Castle and other heritage visitor locations
- Health Innovation Park 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 CIL

### 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

### THREAT

- 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 systems



## 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 Central 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 the congestion and associated poor air quality around the city centre gyratory system must also be resolved.

We have therefore considered three options in developing our vision for the district. A description of each and a summary of the strengths, opportunities, weaknesses and threats each presents is given below.

All three options revolve around the opportunities the completed Heysham to M6 Link Road will offer and all three options will fulfil our obligations with respect to opening the new link. Appendix A sets out these requirements for complementary measures as specified in the 'consent order'. In plain English, 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 systems;
  - (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

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

This is an extremely sensible and pragmatic approach. Exactly what we can propose for the gyratory, for future Park and Ride operation and for a rapid transit route is fundamentally and inextricably linked to what capacity is available on the gyratory as it runs through the city centre.

Regardless of the outcome of this consultation, over the next 12 months we will review the gyratory system, investigate the potential of further Park and Rides and assess the feasibility of a rapid transit system. However, what our conclusions are will be determined by how radical a solution we are encouraged to take forward.

Just using the capacity released by the link road will allow us to do enough to maintain that capacity reduction in line with the consent order. But traffic reduction in the heart of the city centre was never the main aim of the completed link road. To really see the full potential of sustainable transport and set in place an action plan that will deliver a fundamental and permanent transformation of the city centre will require us to do much more.

### Option 1: Do only what we need to

In this option, we would deliver the projects that are already programmed. This would include fulfilling our essential obligations in opening the completed Heysham to M6 Link Road. We would continue to manage the network to make it as effective as possible and support public transport as best we can, but network improvements would be limited to small-scale schemes to improve the highway generally. Likewise, walking, cycling and public realm schemes would still go ahead, but would be on a small scale.

The link road will deliver very substantial benefits in reducing congestion on parts of the gyratory and providing a direct, reliable connection to Morecambe and the Heysham Peninsula. The complementary measures we will put in place will ensure that these benefits are felt over a much wider area of the district. However, the benefits that will be seen where the benefits of the link road are more marginal, such as the gyratory system, will only be short term if we do not further invest over the medium to long term to improve, and where necessary expand, the local highways and transport networks. Just fulfilling the obligations of the consent order will not be enough to deliver a lasting shift to sustainable patterns of transport and travel.

Further growth in the district is likely to place further pressures on the local transport network. Where the link road has provided less benefit, this pressure will be greater. Even with the link road, the gyratory will have limited capacity for more traffic, which will ultimately result in even more vehicles trying to 'rat run' and avoid the city centre. Increasing congestion will again make journey times unreliable, which will in turn make it difficult for public transport and logistics to operate effectively. Road safety and air quality will also be worse, with traffic levels making walking and cycling unpleasant on many roads.

This level of congestion would also have serious implications for the growth and economic development of the area. Existing business would find it increasingly difficult to operate as employees, suppliers and customers found it more difficult to travel. Future economic growth in the area could be less likely as investors looked at the city's traffic problems.

Doing only what we need to is therefore not an acceptable option.

#### STRENGTHS

- Limited capital cost compared to other options
- Limited disruption due to road network reconfiguration/ improvements

#### WEAKNESSES

- Limited improvement to city gyratory possible
- Limited opportunity to improve congested city centre public realm and commercial centres
- Significant congestion for longer periods, on more roads and more frequently
- No potential to support growth in the knowledge sector
- No significant road safety improvements for vulnerable users
- Congested routes deterring pedestrians and cyclists owing to reduced safety for pedestrians / cyclists/ road users
- Increase in number of air quality management areas (AQMAs)
- Public transport remains unattractive
- Poor gateway and public realm in major urban centres
- Galgate and Carnforth continue to suffer heavy traffic, limiting access to city
- Limited improvement to green Infrastructure and environmental appearance

#### OPPORTUNITIES - NONE

#### THREATS

- Transport network unable to cope by 2031
- Congestion makes Lancaster, in particular the city, unattractive to investors.
- Environmental concerns, especially poor air quality deter investment and reduce health in the city centre
- Morecambe remains as it is, with only limited public sector investment in the town centre
- No opportunity to provide for sustainable travel
- Growing car ownership and use
- New development
- Public transport operators could experience reduction in revenue and reduce services
- Uncertainty among private investors

### Option 2: Improve what we have

The next step is to consider what we can do to improve what we will have once the link road is open and we have fulfilled our obligations under the consent order.

In this option, as in Option 1, we would deliver the projects that are already programmed, our obligations under the consent order and would continue to manage the network to make it as effective as possible. However, we would also implement a wider programme of sustainable transport measures and improvements:

- We would take advantage of the up to 10% reduction in traffic around the gyratory on opening of the completed link road to provide at least some priority to public transport, although this would be limited by the amount of through traffic still needing to travel through the city centre.
- We would improve public spaces in the city centre and make it easier to walk and cycle, with better crossing facilities on the gyratory.
- We would seek to implement a core network of walking and cycling routes between the main urban areas in the district.

Experience from elsewhere shows that even a major programme of sustainable transport improvements is unlikely to have a significant impact and that we would be unlikely to see a reduction in car trips of more than 5% at most behind what the link road will provide.

Whilst a further 5% reduction in car trips would be welcome, over and above reductions due to the link road, it would barely compensate for even modest traffic growth between now and 2031 and so even with significant investment, we would only be slightly better off than with Option 1. We would still have significant congestion on the gyratory, which would still have a major impact on the economy's viability and on future development.

The main reason for the relatively small impact of Option 2 is that even the measures set out in this option would limit what we could achieve in the city centre, including how a rapid transit system could be implemented.

Even with the Link Road, the gyratory will not have enough spare capacity to allow us to make big enough changes to significantly improve public transport reliability or to enhance the public realm.

We cannot reduce congestion enough to make walking and cycling much more pleasant, bus times more reliable and thus sustainable travel much more attractive. And without making sustainable travel much more attractive, we are unlikely to persuade people to leave their cars at home.

We do not believe that just improving what we have will deliver sufficient lasting benefit to the city to allow it to meet its aspirations or to resolve its air quality issues.





STRENGTHS

- Increased walking and cycling
- Less costly than new road construction
- Limited disruption due to road network reconfiguration / improvements

OPPORTUNITIES

- Improved safety for some road users
- Some potential to increase popularity of walking and cycling as alternate modes of transport
- Improved public realm compared to current conditions
- Potential to increase public transport patronage

WEAKNESSES

- Limited opportunity to improve congested city centre public realm and commercial centres
- Limited potential to support growth in the knowledge sector
- Limited road safety improvements for vulnerable users
- Congested routes still deterring many pedestrians and cyclists
- Poor gateway and public realm in major urban centres
- Galgate and Carnforth continue to suffer heavy traffic, limiting access to city
- Limited improvement to green Infrastructure and environmental appearance
- Higher capital expenditure than Option 1
- Disruption to businesses and associated short term economic losses owing to road reconfiguration
- Bus journey times and unreliability unlikely to improve significantly
- Risk of increase in number of air quality management areas (AQMA's)

THREATS

- Transport network unable to cope by 2031
- Congestion makes Lancaster, in particular the city, unattractive to investors.
- Environmental concerns, especially poor air quality deter investment and reduce health in the city centre
- Morecambe remains as it is, with only limited public sector investment in the town centre
- No opportunity to provide for sustainable travel
- Public transport operators could experience reduction in revenue and reduce services
- Uncertainty among private investors
- Some peak hour congestion 'spreading' and occurring more frequently in the longer term
- Growing car ownership and use
- New development
- Reluctance to change travel behaviour
- Limited potential to attract businesses and incentive to investors

### Option 3: Improve and extend

The last option builds on Option 2, but accepts that additions to existing highway infrastructure will be needed to support the district of Lancaster's growth and deliver the scale of sustainable transport necessary to permanently solve the city's congestion and air quality issues.

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 be need to be the case in the District of Lancaster. However, as well as supporting development, a small, targeted increase in road capacity will give us the opportunity to improve our use of the existing network, allowing public transport and active travel to prosper and really make the most of the opportunities offered by the completed link road.

The 2008 Vision and Strategy also accepted the inevitability of new infrastructure to allow the full potential of the district to be realised.

Option 3 would see the reconfiguration of the city centre in favour of sustainable modes, making it a vibrant, healthy city centre. It would see the transport supporting the regeneration of Morecambe and development at Heysham. And it would see Carnforth and Galgate relieved of traffic.

Although this option proposes new highway capacity, it is still in agreement with both the County and City Council's 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.

Because it enables a transformation of the City of Lancaster, allowing it to flourish and to have an attractive and healthy city centre, this is our preferred option that the masterplan has been developed from.

#### STRENGTHS

- Improves effectiveness and efficiency of the transport network
- Truly sustainable network able to cope with future demand beyond 2031
- Increased use of public transport
- Increased walking and cycling
- Overall reduction in congestion
- Enhanced public realm and improved environmental quality
- Safer roads to benefit all road users, particularly cyclists
- Genuine improvement to sustainable travel options integral to network
- Likely removal of air quality management areas
- Provides certainty to private investors

#### OPPORTUNITIES

- Creation of a fully integrated transport network offering genuine travel choices
- Increased potential to attract developers, businesses and investors through quicker and more reliable journey times and better quality of life
- Facilitate economic growth by unlocking sites for development and providing capacity for further growth
- Attract new people to the area owing to a more attractive environment
- Enhance the quality of public transport with the help of private companies through effective collaboration
- Public transport operators could experience an increase in revenue and expand services
- Reduction in car ownership in many parts of district
- Developer contributions and CIL

#### WEAKNESSES

- High capital expenditure
- Major disruption to road networks during city/town centre reconfigurations.
- Adverse environmental impacts of new highway schemes: Loss of green land and related implications
- Disruption to businesses and associated short term economic losses owing to road reconfiguration / improvements
- Adverse short term effect on amenities of local residents and businesses caused by construction work

#### THREATS

- Reduction in public spending – awaiting Comprehensive Spending Review
- Reluctance to change travel behaviour
- Objections to new transport infrastructure construction

## 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 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, where 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 we are 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:

In Lancaster City, the centre is a vibrant and successful core to the district, 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. This is because the centre is largely free of traffic. There's no more through traffic so there are only vehicles that have to be there and most of these are ultra low emission.

Away from the city centre, the residential roads, old and new, are quiet as traffic no longer rat runs trying to escape the gyratory. 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.

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 such as the rapid transit or leave their cars at the Park and Ride.

Morecambe is blossoming 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, however, are now a thriving focal point for industry, with the completed link road providing superb access to the motorway network, complemented by improved access by public transport and by cycle.

Carnforth is an important service centre for the north of the district, with shared spaces making the centre a much more attractive place to visit. The improved rail links have also made the town far more significant to visitors and the station is now integral to the town centre.

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

Getting between the towns and further afield has also changed beyond recognition.

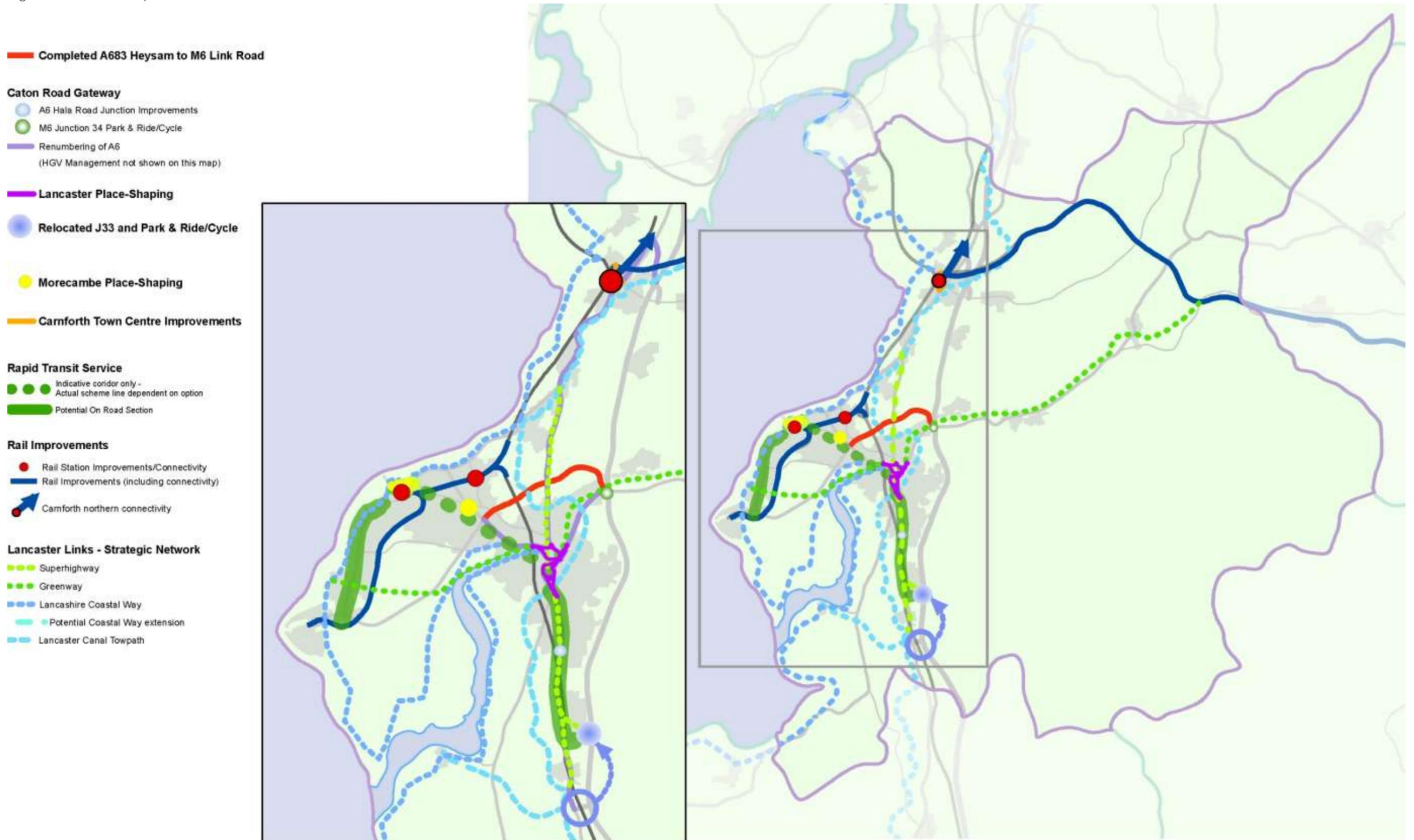
The rail network now provides high quality, fast services to and from Morecambe and rail travel around the Bay is now straightforward. Many more passengers now use the Bentham line as well. Part of this is because the public spaces around the stations are now attractive and it is easy to walk and cycle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

Public transport is now reliable because buses aren't held up in the city centre, so they are used extensively for travel between the city centre and other main urban areas. The rapid transit service that links Morecambe to South Lancaster via the city centre is particularly popular as are the two Park and Ride sites, not least because these services use ultra low emission vehicles which are quieter and smoother than conventional buses.

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

This network also links 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 canal and the Lune.

Figure 12: Our Transport Vision



## City of Lancaster

The City of Lancaster should be one of the jewels in the North's crown. With outstanding heritage, and with a developing retail and leisure offer, Lancaster city centre has all the components to be an outstanding success. Couple this to its university's pedigrees, the nationally significant Health Innovation Park 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 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 gyratory system, both the traffic that currently has to negotiate it and the way it operates. Solve those two problems and Lancaster has the breathing room to develop and grow as a 'green' city where everyone's travel needs can be accommodated as sustainably as possible.

Without a 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, 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 out of recognition, with roads and public spaces becoming pedestrian focussed, high quality spaces where people want to linger.
- Cycling becomes the normal way to travel around the area and no one thinks twice before cycling about whether it's convenient or safe as there are dedicated facilities and the roads are quieter.
- Public transport can be fast and reliable as there's no gyratory system to get through to wreak havoc with timetables, so the services to South Lancaster and to Morecambe and Heysham using smooth running, quiet low emission vehicles are increasingly popular.
- Wider aspirations for improving the cultural offer in Lancaster and expanding (physically via the Canal Corridor North site) the city centre become easier, with major attractions linked within a pleasant, traffic free, environment.

However, to get rid of the gyratory, we need to get rid of the traffic in the city centre that doesn't need to be there.

The completion of the Heysham to M6 Link Road will do some of that job and reduce through traffic on the northern loops of the gyratory. However, it has limited impact on the city centre; to get rid of through traffic means providing South Lancaster with a way to access the motorway directly without going through the city centre.

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. The reconfigured junction would include a Park and Ride site.

That also means that traffic on the A6 will be reduced, allowing for a **radical 'de-tuning' of the A6** between the city centre and Galgate to give better provision for cyclists and public transport. This will be critical to development in South Lancaster, whether to the Innovation Park with its need for better links to the Royal Lancaster Infirmary and other health facilities in and around the city centre, or to any future housing growth.

The direct link that a relocated junction would give would also resolve the air quality issues at Galgate, provided such a link allowed for southbound traffic as well.

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

The city centre will 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. Making as many of these vehicles as possible low emission as quickly as possible will start the process of improving air quality however.

What happens in South Lancaster is inextricably linked to what can happen in the city centre. Without removing unnecessary traffic, with both traffic heading for the city and the traffic passing through the city. The latter cannot be removed without direct access to the motorway.

We also need to consider the prospect for increasing numbers of journeys, local and long-distance, being generated in South Lancaster. The potential development behind these increasing numbers presents the opportunity to make our proposed once in a generation improvements to Lancaster's transport network.

We know there is the potential for housing growth in South Lancaster, but, in reality, should development be identified in this location it will take many years to be fully developed.

However, the delivery of significant change for the city centre and for the A6 corridor and the delivery of housing growth in the South of Lancaster are synergistic:

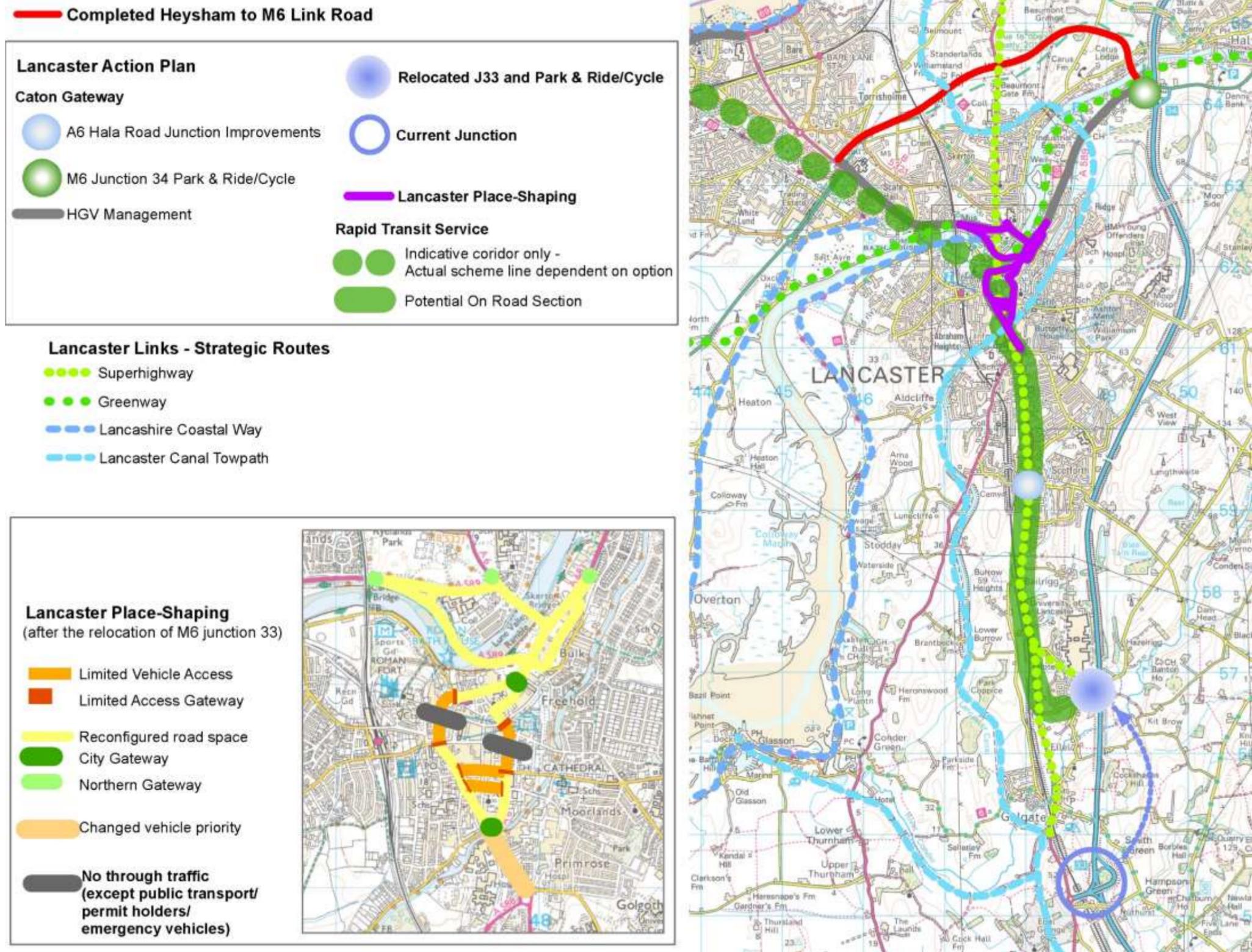
1. The delivery of housing growth in the South of Lancaster will be easier to pursue if it is clearly demonstrated that such development can be accommodated on the network (by a combination of much better sustainable forms of travel coupled with the relocated M6 junction).
2. More housing and wider development in South Lancaster can stimulate and accelerate delivery of these transport improvements and access additional streams of funding through CIL contributions.

Reconfiguring a motorway junction to allow for a complete transformation of a city centre, together with supporting large scale improvements to support cycling, public transport and ultra low emissions vehicles will be expensive. It will not be affordable by either the County or City Council without government support. At the moment, that support would need to come through a further Growth Deal negotiated by the Lancashire Enterprise Partnership; that negotiation would need to demonstrate a local contribution and the only way that contribution would be affordable locally will be if it includes a substantial private sector contribution from developers.

This masterplan therefore sets out a clear course of action, from early quick wins through to the longer term projects that will

realise our vision for the City of Lancaster. It also makes it clear how little can be achieved without a reconfigured Junction 33.

Figure 13: What we need to do - Lancaster



## How do we make it happen?

The opening of the completed Heysham to the M6 Link Road is due in late summer 2016.

Before this point, we will have to have published our Lancaster City Action Plan, setting out how we will manage traffic in the city centre once the Link Road is open. This Action Plan will include the short, medium and long term projects that will be needed to put in place our final vision for the City of Lancaster.

Underpinning the Action Plan will be work, carried out in 2015/16, to understand just how we can make the city centre work effectively for sustainable transport in the long term. This work will allow us to look at how sustainable transport can be developed in stages that align with funding opportunities.

The point has been made already that no one element of Lancaster's future highways and transport network can be appraised without consideration of the rest, as the traffic capacity of the roads that make up the current gyratory system is the key that unlocks Lancaster.

We will carry out feasibility studies for rail and public transport and set out how they might be accommodated on a redesigned city centre network and with a relocated M6 Junction 33, but until we have accurate information on how the traffic has changed with the opening of the Link Road, we cannot say with certainty that our plans will be viable or cost effective.

The Action Plan will therefore also need to set out the timetable for the further work needed to finalise all our options and consult on the detailed plans, likely to be in autumn 2018.

However, the opening of the Link Road does allow us to start the process of changing how traffic is routed around the district and therefore to how city centre transport functions. These are the short term measures in the Action Plan.

Key to this will be the positioning of the Caton Road Gateway as the principal gateway into the city for traffic from the M6, from both north and south. This will allow us to capitalise on the Link Road and draw traffic into a heavily managed approach to the city centre. This approach management has four strands:

- 1) Park and Ride/Cycle provision at M6 Junction 34
- 2) HGV restrictions
- 3) Improvements for local journeys on the A6 south of the city and
- 4) Reprioritise the highway network

- 1) At the junction itself, 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 pedal, with a new link to the Lune Valley Ramble 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. Part of the extra provision could be provided by using the old farm buildings next to the Park and Ride, which would be restored to provide a bespoke facility for cyclists and walkers as well as a hub for the district's electric vehicle network (see later).

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.

- 2) Heavy Goods Vehicles (HGV) are a major cause of poor air quality and add to congestion. The new road will mean that lorries no longer need to travel through the city centre or along Caton Road and across the Lune bridges. We will therefore put in place a series of HGV restrictions that will, except for access, ban HGVs from the gyratory and a number of other routes in the district. We will consult on these bans in the next year, before the link road opens.
- 3) The A6/Hala Road junction is a significant problem to cyclists and pedestrians as well as to motorised vehicles. By funnelling motorway traffic into the Caton Road Gateway, we will free up some road space on the A6, which allows us to begin the process of repurposing the A6 to a local distributor road.

As a first stage in this, we intend to reconfigure the junction to work better for vulnerable road users and provide dedicated cycling provision for the direct Lancaster to University/South Lancaster route down the A6 as well as giving crossing options

for current off road routes such as the official signed route from Lancaster promoted by the University to its members.

The scheme will also provide congestion relief to traffic on the A6.

Whilst in the longer term we intend to dramatically reduce the volume of traffic heading into and across the city centre, the junction needs remedial action in the short term. In the longer term, the redesigned junction will also offer options to support bus priority for a potential rapid transit service.

- 4) Once the Link Road is open, we intend to renumber the A6.

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 smaller number roads more important than larger number ones.

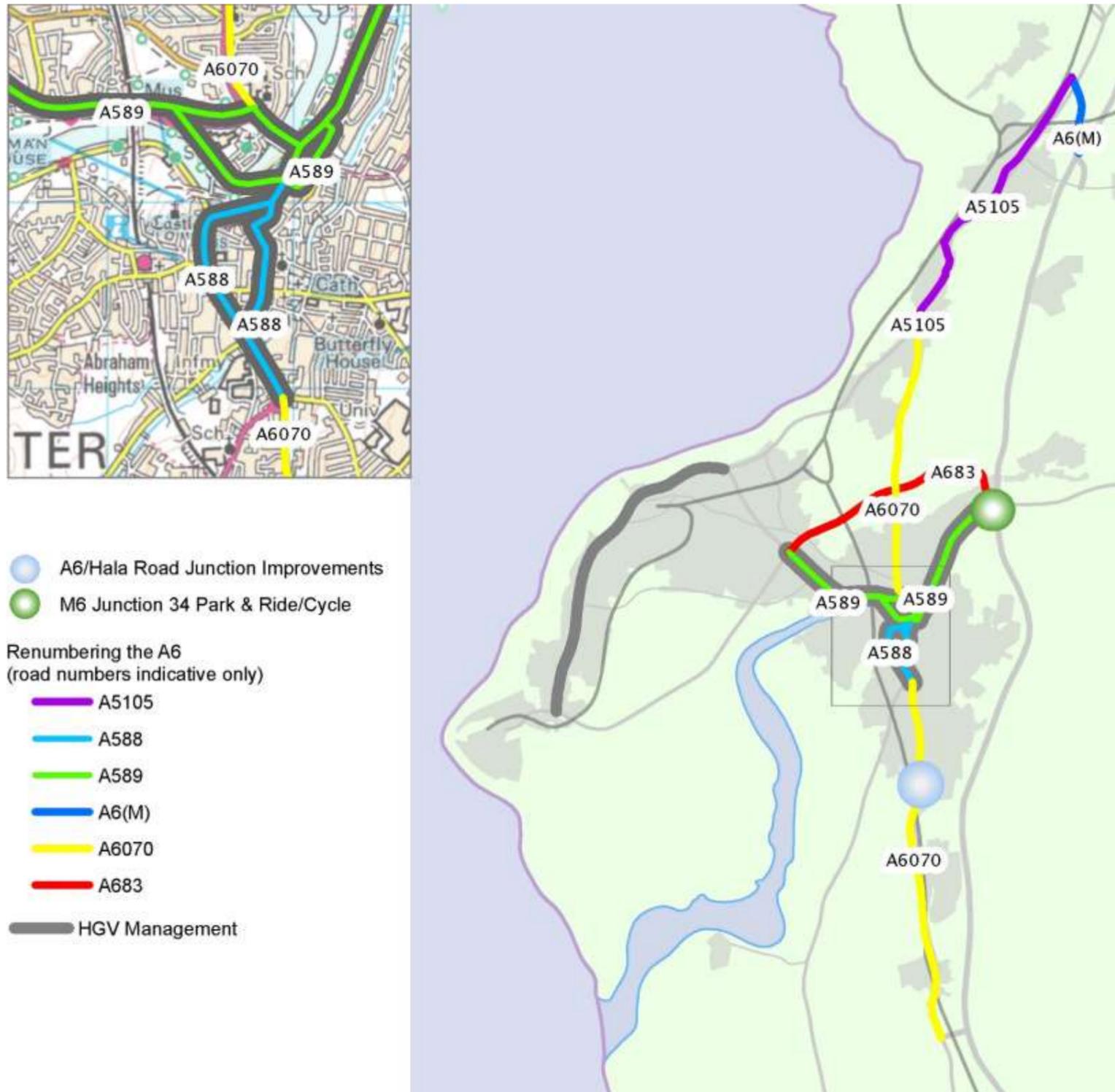
The A6 was part of the strategic road network, the main road to Scotland on the west side of the country. That ceased to be the case in Lancashire when the M6 opened. However, the A6 designation has remained, making it the obvious way into the City of Lancaster particularly for motorway traffic from the south using the road from M6 Junction 33.

When it opens, the Heysham to M6 Link Road will become the A683 and current A683 between the M6 and the Morecambe Road roundabout will be renumbered as the A589.

To support the development of Caton Road as Lancaster's gateway and the subsequent reduction in use of the A6 we therefore propose to renumber a part of the A6 through the district on completion of the link road, which will send an immediate message that Lancaster is not for long distance through traffic.

Travelling north from Preston, the A6 will remain the A6 up to its junction with the M6 at Hampson Green (M6 Junction33) but will then discontinue until M6 Junction 35, where it will resume at the junction with the A601 (M).

Figure 14: Caton Road Gateway



Managing the approaches to the city centre will allow us to implement our medium term measures and begin the process of Lancaster city centre place-shaping, which will include reconfiguring the gyratory system.

The Link Road will reduce traffic around the main city centre gyratory by up to 10%. Whilst this is not a huge reduction, coupled with managing Lancaster's approaches, it does offer the opportunity to begin the process of freeing the city centre from congestion.

It must be remembered however, that at this stage, the city centre will still need to accommodate through traffic and this must be allowed for in any scheme brought forward in these early years. For this reason, we propose to change how the gyratory works but we do not propose any major, expensive changes to the roads and public spaces that we are not sure will still be needed once we can remove through traffic completely.

We will build on the 'Square Routes' project, initiated by Lancaster City Council in 2008 and running since then. The project aims to rejuvenate the city centre's public realm in order to make it a more attractive location to visit and do business. We will therefore look to improve pedestrian provision at specific points on the gyratory to link the Square Routes.

A number of alternative ways the gyratory could work were suggested in the 2008 Vision and Strategy document, together with a very basic appraisal of how well they might work. Figure 15 below shows just one example of a gyratory configuration that could be initiated in the early years and then developed further as the Action Plan programme moves forward and we can relocate M6 Junction 33.

However, before we make any substantial or long term changes to the gyratory or to parking, we will need to be sure that those changes will work and not lead to rat-running of the through traffic. We therefore need to do a more detailed appraisal of our options. However, since the Link Road will fundamentally change 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.

Some of these problems have indirectly been caused by the gyratories and the road network that feeds them:

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

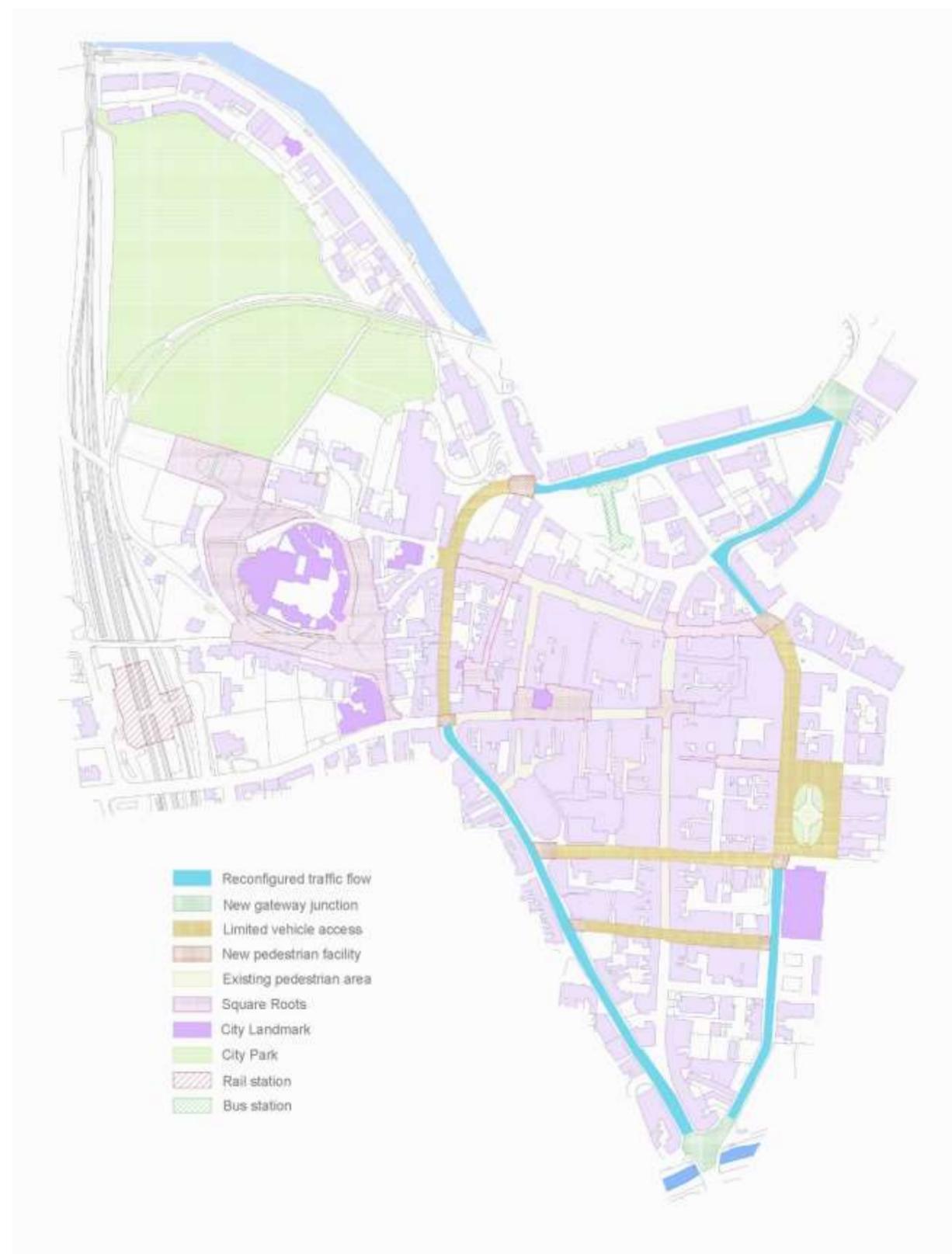
Changing how the gyratory works cannot be done without detailed consideration of a number of other factors. How public transport, including the rapid transit service, will operate through the city centre is one. How the city centre supports walking and cycling another.

However 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 proactively reduce traffic going into the city centre by making it more attractive to park further away and then catch the bus, walk or cycle.

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.

This is as far as we can go in the City of Lancaster without a relocated M6 Junction33. The junction would enable the removal through traffic and make sustainable modes of travel sufficiently viable to attract a significant shift to them. Without removing through traffic, the city centre will remain dominated by traffic, although to a lesser extent than now. There will also be no possibility of providing truly world class public transport as the city centre roads will not have the spare capacity to give over to the public transport priority that such systems need.

Figure 15: Indicative illustration of future city centre road network



In the longer term, the relocation of M6 Junction 33 is critical to removing through traffic from the city centre, allowing a rapid transit service to be effective.

We know there is the potential for housing growth in South Lancaster, although, should development be identified in this location, it will take many years to be fully developed.

Such development would see a significant volume of car traffic generated by extra housing. The ability to provide attractive alternatives to the car for local journeys could make this traffic generation potentially far less than would be the case in other areas, but longer distance traffic would still need to be catered for. Much of this car traffic is likely to be travelling to the motorway, and from South Lancaster that currently means going through either the city centre if heading north or Galgate if heading south.

A direct connection to the motorway for South Lancaster would give reliable motorway access for both residents and businesses, removing the need for traffic to travel through the city centre and also removing much of the traffic from Galgate.

However, a new motorway junction so close to the existing M6 Junction 33 would not be accepted by the Highways Agency. The better option would therefore be to reconfigure the existing junction, relocating it to the north of Galgate to give the direct access that further development, beyond that already agreed, would need.

Such a reconfiguration could potentially leave the south facing slip roads operational which would be of direct benefit to traffic to and from Wyre and would mean that such traffic did not pass through Galgate.

#### South Lancaster Park and Ride

To reduce car journeys into South Lancaster from the motorway, we will put in place a further Park and Ride/Cycle facility as part of the reconfigured junction.

A reconfigured junction could of course be attractive to traffic from the south heading for Lancaster itself, as well as to South Lancaster. Since we would not want to see the A6 become a second gateway to the city centre for traffic, we will introduce traffic measures on the A6 to discourage motorists from driving, building on what we will know has worked at M6 Junction 34.

As well as acting as a Park and Ride for South Lancaster, the Park and Ride facility would also potentially form the southern terminus of a rapid transit service, giving both a rapid Park and Ride service into the city centre and beyond as well as providing an increased market for the service.

#### Lancaster Reach - rapid transit service

The consent order for the construction of the Heysham to M6 Link Road requires "a detailed feasibility study for a rapid transit route from Lancaster city centre, rail station and bus station to Morecambe and Heysham". However, 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 the middle. With current and potential development, both jobs and housing along the corridor, especially in South Lancaster, could increase dramatically.

However, the reality of travel along the corridor is that, despite every choice being available, there is no one option that allows for a fast and convenient journey along the length of the corridor. Rail doesn't serve South Lancaster and barely serves Heysham; buses run on many routes, with frequent services in places on the corridor but with lengthy delays on the gyratory; cars likewise get stuck in the city centre or crossing the river and cyclists currently have limited direct routes that are safe to use if they exist at all.

Linking South Lancaster effectively to Heysham is therefore an urgent need 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 the core corridor once traffic in the city centre allows.

A number of options for a rapid public transport service were outlined in the 2008 Vision and Strategy, although no feasibility work was done at that time. Several of these options would require significant new infrastructure. There is also the question of how such a service would work with existing heavy rail and whether there is a need for a new heavy rail station at South Lancaster

The detailed feasibility study carried out to inform the Action Plan will set out:

- What we need a rapid transit service to do along the core corridor
- How a service will complement heavy rail
- What the options for providing a rapid transit service are
- What the most cost effective solution is, whether on road or through new infrastructure, and
- Whether the rapid transit service can operate in an integrated way with the Park and Ride service.

One particular option we wish to pursue is the use of Ultra Low Emission Vehicles (ULEVs) on the route, given that the corridor runs through urban areas and includes the gyratory which is currently an AQMA. The route could therefore have a synergy with the Caton Road Park and Ride service, where the operation of ULEVs would also bring benefits.

Running in parallel to the Lancaster City Action Plan are two further programmes of work that will both inform and benefit from the reconfiguration of the gyratory and our place-shaping work in the city centre.

Lancaster Links - an integrated multi-use/cycling network for the district

Two of the options that people must have if we are to reduce car traffic in Lancaster city centre is to cycle or walk.

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.

We therefore propose a comprehensive strategy that integrates with all the other proposals in this masterplan and that will enhance programmes in other masterplans and build a cycling 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

- o 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 which will each 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.

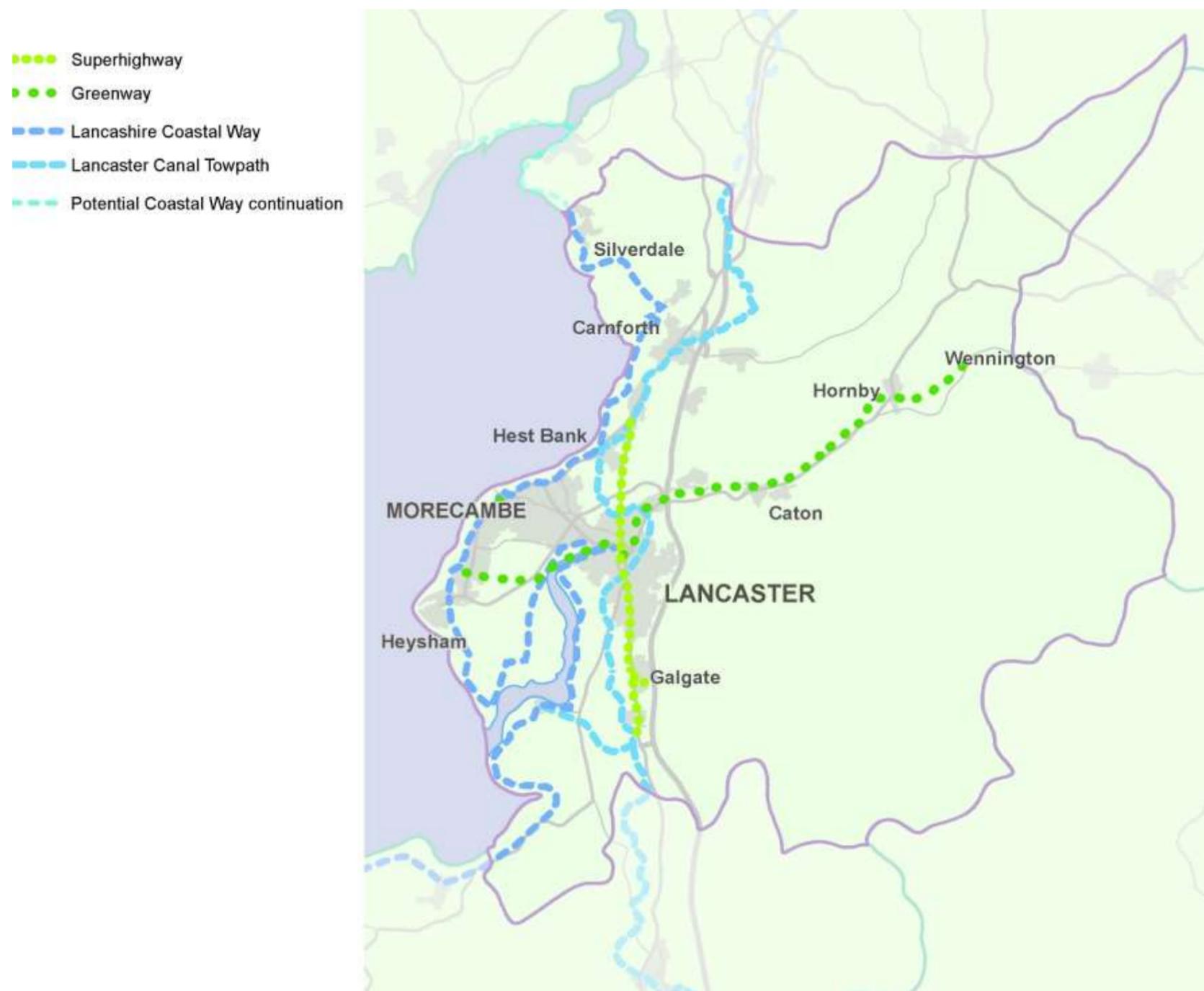
Strategic routes will include the Lancashire Coastal Way and the Lancaster Canal towpath long distance paths. These will continue to be developed as greenways, although in the case of the Coastal Way there may need to be sections of quiet road.

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.

Figure 16: Lancaster Links - Strategic Routes



- o 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.



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 centre 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.

#### 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.

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 on any bus based Lancaster Reach service.
- 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
- 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
- Education - supporting ULEV take up, a new Hub@34 could integrate ULEVs to cycling and walking, providing a bespoke facility supporting all three modes.

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.

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.

However, that tipping point has now been reached, with 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.

## 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, public transport.
- 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 pedestrian movements 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 feed footfall 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

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 completed Heysham to M6 Link Road in late summer 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, traffic that currently uses the coastal route (A6, A5105/A589) between the peninsula and the M6 at Junction35 (Carnforth) and vice versa can be redirected via the Link Road, removing HGVs and other movements from Marine Road, 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 appropriate to what we want Morecambe to become.

Figure 17: The Morecambe Area Action Plan

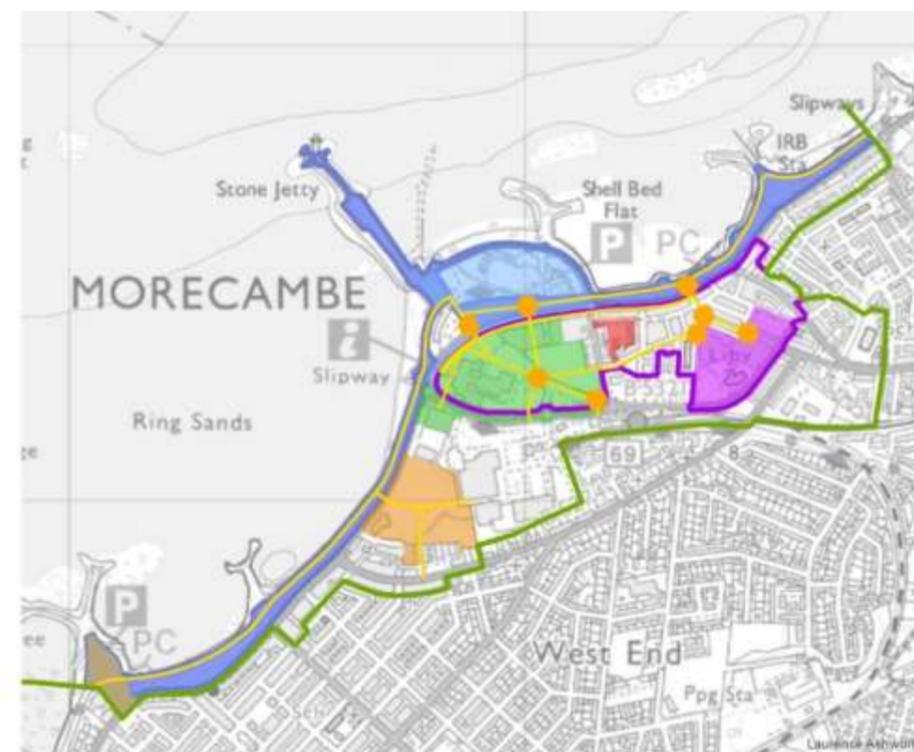
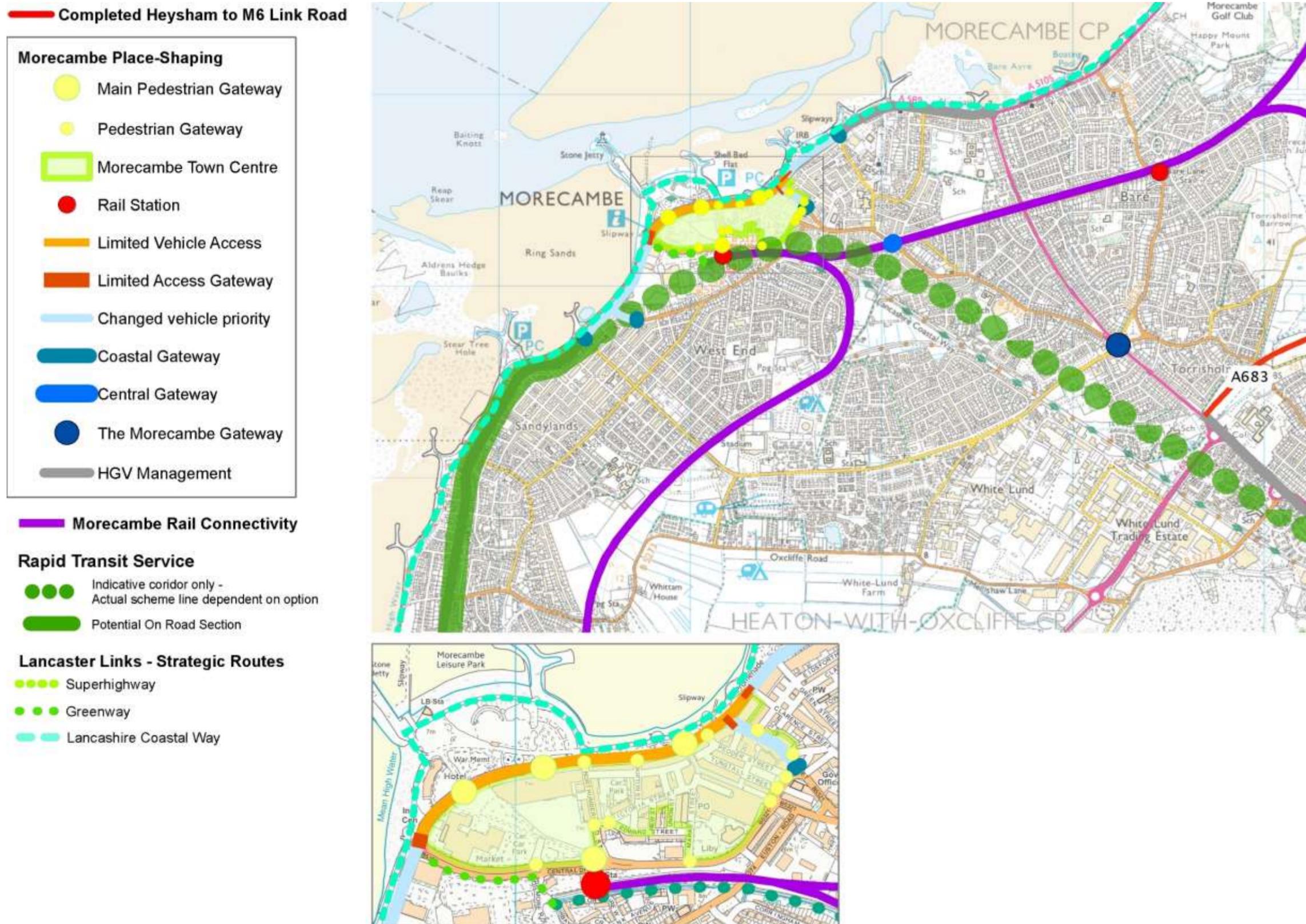


Figure 18: What we need to do - Morecambe



## How do we make it happen?

As in the City of Lancaster, the opening of the completed Heysham to the M6 Link Road, due in late summer 2016, is the point at which we can start to make significant changes to how travel and transport work in Morecambe. However, we don't need to wait 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 & 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 that highways and transport element to put in place the fundamental changes needed to make the vision of the 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 (launching in June 2015) and as the starting point for the Way of the Roses coast to coast cycle route. It 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, particularly HGVs, using the seafront as a route between Heysham and the A6.

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 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 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 that side.
- 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 is not currently fit for purpose and does not offer an attractive arrival experience.



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. 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.

Programs to address cycling and public transport connectivity have already been set out in the previous section on the City of Lancaster. However, the issue of Morecambe's poor rail connectivity also needs to be addressed.

- We will therefore commission a Morecambe Rail Connectivity Study to set out the evidence and business case for improvements.

We believe that, given the increasing demand for travel on the line even at its current standard of operation, there is a potential to make much more of the line if standards 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 of HS2.

We therefore need to quantify just how rail connectivity can support Morecambe's regeneration and therefore how the 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, up to and electrification of the line.

Once we have evidence of the benefits of improving the line, we will be in a position to feed the analysis into Network Rail's North of England Route Study, which starts in January 2016. The study considers what service patterns need to be in place by 2043 to meet demand, what needs to be in place to allow those service patterns to be operated and indicates which options need implementing first in CP06 (2019-2023). The Route Study informs Network Rail's submission to the government for funding, but can also support a LEP or Local Authority fund a scheme that has been considered as an option.

We will therefore work with Network Rail and our partners to seek significant improvement to the line in CP06 (2019 – 2023).

Morecambe is also Lancashire's Gateway to Morecambe Bay and should be at the heart of connections around the bay, to South Lakeland and beyond.

- We therefore need to consider what benefits Improving Bay Connectivity would bring for Morecambe, for the district of Lancaster and for the county as a whole.

The Bay Cycle Way will provide 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 Grange-over-Sands and Arnside; what is 5km for the train, is over 20km for cyclists.

This might appear to be a Cumbrian problem, but providing a cycle crossing of the Kent along the Arnside viaduct could have significant benefits for Lancaster. For Morecambe, it would dramatically increase the attractiveness of the Bay Cycle Way and bring visitors. For the north of the district, it would also increase visitor numbers, but could also open up further commuting options for at least some of the year.

However, these same benefits could also be applied to other connections around or even across Morecambe Bay.

We will therefore work with our partners, including Cumbria County Council, Lancaster City Council, South Lakeland District Council and Barrow Borough Council to establish what the evidence is for improving connections around the Bay so that the whole Bay area benefits.

In much the same way as the rail connectivity study, this work will look at what connectivity could achieve as well as options for achieving it. The evidence that is generated can then be used to work with partners to deliver cycling, rail or road infrastructure improvements.

## 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 Patricks Chapel and the rock hewn graves located on the headland.

However, the dominant features of Heysham are economic, in particular the Port of Heysham, Heysham Nuclear Power Station with its 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 RoRo (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 is now being addressed by the Link Road.

Heysham Nuclear Power Stations 1 & 2 have been supplying electricity to the National Grid since the 1970s and 1980s respectively. Decommissioning of both reactors is due to take place in the 2020s. 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 business. This includes servicing Irish Sea offshore wind farms. For example, Peel Ports have bid to be the operations and maintenance base for the Walney extension although the outcome of such a bid is not likely to be known until later in 2015.

Away from the Port and the Power Station, the wider South Heysham area is a key base 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.**

Beyond the economic growth, there are 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 residential areas. The opening of the new Link Road will ensure excellent, direct, reliable connections by road to the M6, 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 Rail Connectivity Study.
- New employment in Heysham must be able to be accessed readily by sustainable modes where possible, without reliance on car ownership. The Lancaster Reach rapid transit service and the Lancaster Links 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 offer opportunities to capitalise on Morecambe Bay's unique geography and the district's potential green tourism offer.

What do we need to do:

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 network fully supports the new Link road and allows vehicles, especially HGVs, to, where possible, access the A683 without travelling through our communities

To this end, we will review 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 reach the A683 quickly and conveniently in order to reach the M6 regardless of whether intending to travel north or south.

This could include the completion of the link between Imperial Road and Main Avenue on Lancaster West Business Park. This road currently only serves the Middleton Waste Transfer Station, but opening this road up would provide direct access to the new Link Road for other businesses on the Lancaster West Business Park and on the Heysham Industrial Estate. This connection would remove the need for HGVs to access employment areas via Middleton Road and the Trumacar Roundabout and support the delivery of regeneration via the Heysham Gateway project.

We will then continue to monitor development proposals to ensure that increasing HGV traffic does not cause future issues in the area. As part of this, we will continue to review sustainable transport to and from Heysham, Middleton, Overton and employment areas. We will, if and when appropriate, work with rail industry partners to look at the potential to transfer freight away from HGVs.

## Carnforth

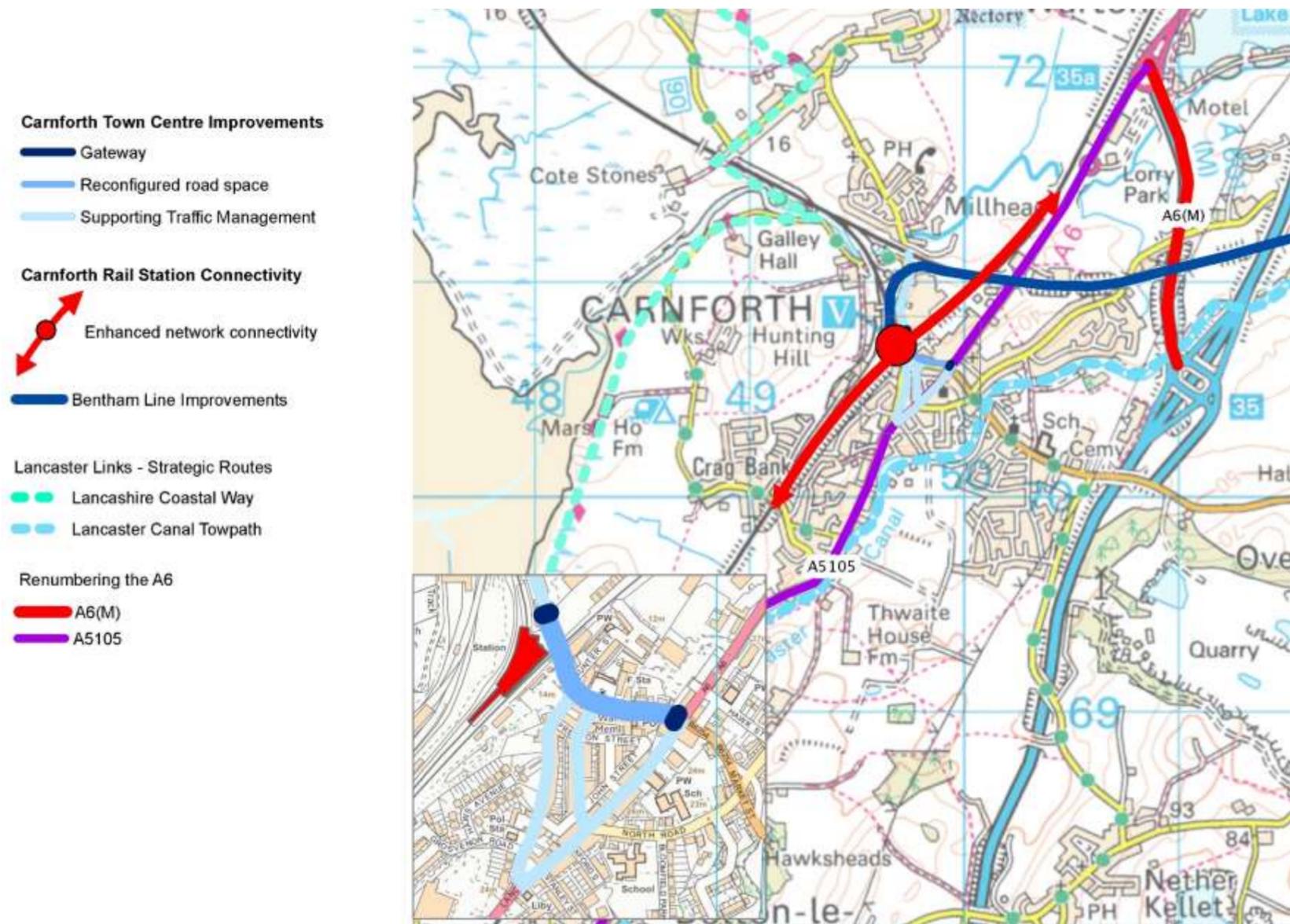
Carnforth is the key small town serving the north of the district. Once a railway town, it was then a busy rail junction, but is now served by two lines, but with no platforms on WCML. The congestion in the town centre is currently made worse by traffic to/from the north travelling between the M6 and Heysham and has led to issues with poor air quality.

The Strategic Options consultation, undertaken by Lancaster City Council in 2014 identified a series of options to meet the future development needs in the district. Options which could result in future growth in Carnforth included an option relating to reviewing the North Lancashire Green Belt and an option which would distribute growth through a number of rural settlements in the district. Should growth take place in the Carnforth area, the town's role as a key service centre and market town would become all the more important to both new and existing residents.

Our vision for Carnforth is therefore that it will still be a key service centre for the north of the district, but with shared spaces making the centre a much more attractive place to visit. Improved rail links will have made the town far more significant to visitors and the station is now integral to the town centre.

Figure 19: What we need to do - Carnforth

8.



How do we make it happen?

#### Carnforth town centre

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/B5264 junction sees very heavy traffic. It is subject to an AQMA and is not a pleasant environment for pedestrians or cyclists, although, with the completion of the Heysham M6 Link Road, much of the HGV 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, focussing 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 bicycle. As well as making the shopping area itself more attractive, it will help to ensure that people feel comfortable travelling by more sustainable modes.

Once we know what changes to traffic volumes have occurred once the Link Road is open and we have certainty as to what development will happen in the area, we will consult further on options for the town centres 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 the City of Lancaster 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 and that planned for Burscough in West Lancashire.

These changes will complement both the cycle and electric vehicle strategies for the district and make Carnforth a hub for rail interchange.

#### Carnforth Railway Station

The main line platforms at Carnforth Rail Station were closed down and largely removed in 1970, prior to the electrification of the WCML. That has left the station with platforms only on the Furness and Bentham lines. Despite this, 206,590 passengers used the station in 2013-14, which was an increase of 10,000 on the previous year and 29,000 higher than in 2009-10. Some of this patronage and the popularity of the station's café and visitor centre is due to the film 'Brief Encounter'. 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.

Rail connectivity from the station though could be regarded as rather perverse. Travelling south, rail connectivity to and from Lancaster is good and Lancaster is a stop on the WCML, allowing easy onward travel. But travelling north from Carnforth, other than on the Furness and Bentham lines, currently also requires a change at Lancaster, followed shortly after by a return through Carnforth on the mainline.

There is significant support for the reinstatement of the mainline platforms. Whilst it is currently extremely unlikely that trains bound for Scotland would stop at the station, the key service would be that to Kendal and Windermere. There is already a strong commuting movement between the Carnforth area and the South Lakes and this could be increased 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 HS2.

There will be a number of changes affecting the route through Carnforth over the next few years:

- New Northern and Trans Pennine Express Franchises start in February 2016.
- Windermere Electrification implementation is expected in December 2016.
- Northern Hub Phase 1 completion is expected December 2016 which will result in changes to service patterns across the North West.
- If it goes ahead, London Euston High Speed 2 Construction is expected to start at some point in 2016 which is likely to result in service reductions at the Southern end of the route due to reduced capacity.
- The new West Coast Franchise is due to start in April 2017 which may result in changes to West Coast service patterns.
- Northern Hub Phase 2 completion is expected in December 2018 which will result in further changes to service patterns across the North West.

What the impact of all these changes will be is not currently clear and will not be so for several years.

More significant is that we do not yet know what the pattern of housing development will be across the district, which could have a significant impact on the viability of northbound services. This information is expected to be available later in 2016.

Whilst work has been done on the viability of reopening the mainline 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 mainline platforms which would allow services to stop at the current platforms before re-joining 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 made to ensure funding, whether directly from central government or more indirectly through the LEP.

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 now, at a time when there are so many unknowns affecting what could be expected of the station.

However, we do feel, equally strongly, that improved northbound connectivity is highly desirable and that we should take a strong lead in seeking such an improvement, including engaging with the



tendering processes due to start shortly to ensure good services to the existing platforms.

Once we know what decision has been taken on housing and we have a clear picture of how services at Carnforth have been affected by the changes over the next few years, we will carry out a study that will provide us with evidence of what Carnforth station and the services from it need to achieve to support the economy of the district, called conditional outputs.

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 GlaxoSmithKline site at 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.

Network Rail's North of England Route Study, which initially starts in January 2016, before we will have all the information we need for Carnforth, considers what service patterns need to be in place by 2043 to meet demand, what needs to be in place to allow those service patterns to be operated and indicates what order options need implementing in. The options developed are proposed as **'Options for Funders'**. The Route Study informs Network Rail's submission to the government for funding, but can also support a LEP or Local Authority fund a scheme that has been considered as an option.

Once we have the conditional outputs from our work on Carnforth's needs, we will be in a position to influence the first refresh of the Network Rail's North of England Route Study with a view to seeking the improvements suggested by the study as soon as possible. That refresh could be as early as 2021 with implementation potentially as early as Control Period 7, which starts in 2023.

There is no certainty that the conditional outputs will indicate that there is sufficient demand for improved northbound connectivity to make it economically viable to make major infrastructure alterations at the station. Even if such infrastructure is recommended and becomes an option that the rail industry feel it can support, it is likely that we would need to find significant funding locally to pay for the improvements.

## 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.

As well as these local needs, the Strategic Options consultation in 2014 put forward the option of a new town within the district, an entirely new settlement that would need all the associated infrastructure such as schools and roads. The level of transport infrastructure required and the need to provide truly sustainable transport that would significantly reduce the car dependency for the new settlement would be difficult to deliver, if not impossible.

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 already outlined 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's 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. Social enterprises such as The Little Green Bus in the Ribble Valley could provide one model. 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 for small local park and rides at the same location and facilities for secure cycle storage could also start to give 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. Passenger numbers suggest the Bentham Line between Carnforth and North Yorkshire needs improvement.

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, so it is not surprising that patronage is low, with less than 3,500 journeys to and from Wennington station in 2013/14. Wennington station is currently little more than a halt, with no facilities and only very limited parking.

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, particularly if direct connections to northbound West Coast Mainline services were to be reintroduced at Carnforth:

- 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 the Lake District.
- 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 or in the north east of the district

In conjunction with other work proposed in this masterplan, particularly related to cycling and to ULEVs, we will look at how the Bentham Line could be made more viable, initially focussing on the role Wennington can play as a transport hub by reviewing facilities particularly for cycling and for ULEVs.

We will also 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, including feeding into the North of England Route Study to ensure the line's future.



## Next Steps

This consultation masterplan represents the beginning of a programme of highways and transport infrastructure delivery to serve the district of Lancaster over the next 16 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**, the Highways Agency, Network Rail – and the support of the private sector and developers as well.

The first task will be to make sure we have widespread agreement for the highway and transport improvements that are taken forward and delivered. Then, 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. That makes it all the more important that we listen to your ideas, incorporate the best, and achieve a broad consensus to deliver this masterplan.

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.

Moving forward, 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.



Let us know what you think	Launch Venue	Date and time
<p><b>On the 23<sup>rd</sup> March 2015</b>, we launch a public consultation on the District of Lancaster Highways and Transport Masterplan. The consultation will run until May 7<sup>th</sup> 2015.</p> <p>The consultation is important to let us get your views on the vision presented in the masterplan.</p> <p>We will be holding three launch events where you can come and talk to us about the masterplan. These are shown in the box opposite. We will also be holding further sessions for interested groups, so please contact us for details.</p> <p>A leaflet with a questionnaire accompanies the masterplan and this is your opportunity to let us know what you think. Copies of the leaflet are available from public libraries and council offices.</p> <p>The masterplan can be viewed or downloaded from our website. To access the documents go to <a href="http://www.lancashire.gov.uk">www.lancashire.gov.uk</a> and then search for Masterplan. You can also fill in the questionnaire online.</p> <p><b>You can also write to us at</b></p> <p>District of Lancaster Highways and Transport Masterplan Environment Directorate Room C4 County Hall Preston Lancashire PR1 0LD</p> <p>or by email: <a href="mailto:enquiries@lancashire.gov.uk">enquiries@lancashire.gov.uk</a></p>	<p>Carnforth Library</p> <p>Lancaster Road Carnforth LA5 9DZ</p> <p>Morecambe Library</p> <p>Central Drive Morecambe LA4 5DL</p> <p>Lancaster Library</p> <p>Market Square Lancaster LA1 1HY</p>	<p>Monday 23<sup>rd</sup> March</p> <p>2pm to 6pm</p> <p>Tuesday 24<sup>th</sup> March</p> <p>2pm to 7pm</p> <p>Thursday 26<sup>th</sup> March</p> <p>12 noon to 7pm</p>

## Milestones

(LCC = Lancashire County Council)

Project	Delivery Agency	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024 and beyond	
Heysham to M6 Link Road	LCC		Road Open Summer 2016									
Lancaster City Action Plan	LCC/Operator	Action Plan Preparation	Action Plan Complete	On-going Implementation as below								
o Caton Road Gateway												
❖ Park and Ride/Cycle, M6 Junction 34	LCC		Open Summer 2016									
❖ HGV Management Strategy	LCC	Strategy Consultation	Implementation Complete									
❖ A6/Hala Road Junction Improvement	LCC		Complete									
❖ Renumbering the A6	LCC			Complete								
o Lancaster City Centre Place-shaping	LCC/City/Developer	Options Development		Data Collection, Options Appraisal, Design and Consultation				Business Case and Funding		Works Start	Works Completed	
o Relocation of M6 Junction 33	LCC/HA		Construction Starts							Junction Open		
o South Lancaster Park and Ride/Cycle	LCC/City/Developer		Construction Starts							Operational		
o Lancaster Reach - rapid transit service	LCC/PT Operators	Options Development	Works Start							Service Operational		
Lancaster Links - an integrated multi-use/cycling network for the district	LCC/City Council	On going programme										
o Heysham to Lancaster Greenway Route	LCC		Works Start	Route Open								
Ultra Low Lancaster - a district wide Ultra Low Emission Vehicle (ULEV) Strategy	LCC/City	Programme development	Implementation Starts							Implementation Complete		

Project	Delivery Agency	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024 and beyond
Morecambe Area Action Plan											
o HGV Management	LCC	Strategy Consultation	Implementation Complete								
o Morecambe Place-shaping	LCC/City/Developer	Options Development	Implementation Starts							Implementation Complete	
Morecambe Rail Connectivity	LCC/Network Rail/Train Operators	Options Study	Options Submission								Implementation CP07 onwards
Improving Bay Connectivity	LCC/Cumbria CC/Network Rail/Train Operators	Options Study		Implementation dependent on options outcome							
Carnforth town centre	LCC/City Council						Options and Consult	Works Complete			
Carnforth Railway Station	LCC/Network Rail/Train Operators	Options Study	Options Submission								Implementation CP07 onwards
Maintaining rural connections	LCC/PT Operators/Third Sector	Strategy Development	Strategy Implementation								
Bentham Line (Carnforth to North Yorkshire)	LCC/Network Rail/Train Operators	Options Study	Implementation dependent on options outcome								

## Funding

(All figures £m and indicative)

Project	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	Total	Comments
Heysham to M6 Link Road	47.1	5.0	2.2							54.3	Total Scheme cost = £124.2m
Lancaster City Action Plan	Revenue Funding									Cost subject to option choices and delivery dependent on securing developer and growth deal funding	
o Caton Road Gateway											
❖ Park and Ride/Cycle, M6 Junction 34											Infrastructure cost included in Heysham to M6 Link Road
❖ HGV Management Strategy	Revenue Funding										
❖ A6/Hala Road Junction Improvement		0.7								0.7	LCC Committed
❖ Renumbering the A6				0.25						0.25	
o Lancaster City Centre Place-shaping	Revenue Funding		Revenue Funding and Scheme Preparation Cost Requirement					circa 10.0		Cost subject to detailed option choices and delivery dependent on securing developer and growth deal funding	
o Relocation of M6 Junction 33								circa 60.0		Delivery dependent on securing developer and growth deal funding	
o South Lancaster Park and Ride/Cycle								circa 5.0		Delivery dependent on securing developer funding contribution	
o Lancaster Reach - rapid transit service	Revenue Funding									Cost subject to option choices and delivery dependent on securing developer and growth deal funding	
Lancaster Links - an integrated multi-use/cycling network for the district	On-going revenue and capital requirement									Cost subject to final design and delivery dependent on securing funding	
o Heysham to Lancaster Greenway Route		0.4								0.4	LCC Committed
Ultra Low Lancaster - a district wide Ultra Low Emission Vehicle (ULEV) Strategy	Revenue Funding	On-going revenue and capital requirement							Cost subject to final design and delivery dependent on securing funding		
Morecambe Area Action Plan											
o HGV Management	Revenue Funding										
o Morecambe Place-shaping	Revenue Funding	0.2									LCC Commitment 2016/17, full delivery subject to developer commitment and transport block allocation

Morecambe Rail Connectivity	Included in Bay Connectivity								Cost dependent on options and delivery subject to securing rail industry/Growth Deal funding
Improving Bay Connectivity	0.1	0.15						0.25	Full cost and funding source dependent on study outcome
Carnforth town centre						circa 2.0			LCC Commitment 2016/17, full delivery subject to developer commitment and transport block allocation
Carnforth Railway Station	Included in Bay Connectivity								Cost dependent on options and delivery subject to securing rail industry/Growth Deal funding
Maintaining rural connections	Revenue Funding Commit								Cost subject to strategy outputs and delivery dependent on securing funding
Bentham Line (Carnforth to North Yorkshire)	Revenue Funding Commit								Cost subject to strategy outputs and delivery dependent on securing funding
<b>Total</b>	<b>47.2</b>	<b>6.45</b>	<b>2.2</b>	<b>0.25</b>		<b>circa 2.0</b>	<b>circa 75.0</b>	<b>circa 133.1</b>	
Single Local Growth Fund	0.1	0.15					circa 45.0		
Developer Funding							circa 25.0		
Lancashire County Council	47.1	6.3	2.2	0.25			circa 5.0		
<b>Total</b>	<b>47.2</b>	<b>6.45</b>	<b>2.2</b>	<b>0.25</b>		<b>circa 2.0</b>	<b>circa 75.0</b>	<b>circa 133.1</b>	

## 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.

1) 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.

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.

## Appendix 2: Meeting future housing needs – transport analysis

*Ratings are based on the cost and ease of accommodating the option on our highways and transport networks.*

		Network Operation (after intervention)		
		Fully Effective	Partially Effective	Largely Ineffective
Cost and/or difficulty of transport intervention	Provision Straightforward			
	Moderate Difficulty			
	Challenging to Provide			

Option	Potential Location	Reduced need for car travel	Impact of HGVs	Access to rail station	Public Transport availability	Utility* Cycling	Utility* Walking	Overall Network Integration
1: Single Large Urban Extension	South Lancaster							
2: Reviewing the Green Belt	North Lancashire Green Belt	Better closer to Link Road	Better closer to Link Road	Better nearer to Carnforth				
3: Development throughout <b>the district's towns and villages</b>	Across district		Unsuitable roads	Mostly Limited	Not usually commercially viable	Mostly only for confident cyclists	Limited to local services	
4: Large-scale expansion of two villages	North and South of district			Better nearer to Carnforth	Better to north			
5: A new settlement	North East of district			Likely to be prohibitively expensive	Potential for commercial service		If big enough for good service provision	

\*Utility journeys are those made other than specifically for leisure or fitness

## Appendix 3: 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.

**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).

**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 Advanced Engineering and Manufacturing Enterprise Zone** ~ the Enterprise Zone is made up of the two BAE Systems sites at Samlesbury and Warton. The Lancashire Economic Partnership (LEP) worked with BAE Systems to launch the Zone in April 2012, and it is intended to become a world class location for advanced engineering and manufacturing.

**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.