

# Local Transport Plan **2011 - 2021**

A Strategy  
for Lancashire  
May 2011



# Preface

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The fundamental purpose of transport is to enable sustainable economic and social activity. It enables people to get to work, to access services and to see friends and visit places; it allows businesses, suppliers and customers to come together; it is something we use every time we step out of our front door.

However, transport also impacts on people, on places, and on our environment. Traffic congestion brings delay and disrupts communities; road accidents cause injury, suffering and fear; vehicle emissions affect local people's health and contribute to global environmental problems.

Addressing these problems brings tough choices, but also offers significant rewards. And in responding to that challenge, we have prepared this document – a new *Transport Strategy for Lancashire*.

This strategy presents our transport priorities for the next ten years. It sets out our commitment to support the Lancashire economy, to tackle deep-seated inequalities in people's life chances and to revitalise our communities and provide safe high-quality neighbourhoods.

We should not underestimate the challenges we face, particularly in the early years with this tough economic climate. However, as this strategy demonstrates, transport can be an enabling and powerful asset which Lancashire County Council will continue to invest in.

In delivering this Strategy we will work with the Government and other national and local partners to secure important new infrastructure and services. Lancashire County Council will look to secure additional investment where it will deliver to our priorities. We are currently looking to bid into the recently announced Local Sustainable Transport Fund, and will continue to develop joined-up transport proposals which deliver real improvements and good value for money.

We have prepared an Implementation Plan to accompany this Strategy. This will roll forward our detailed work programme for the next three years and allows us to tailor packages of schemes and other activities to meet the needs of individual communities. This Implementation Plan will be reviewed and updated annually.

County Councillor Tim Ashton

Cabinet Member for Highways and Transport

Lancashire County Council



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***How will transport and the way we travel in Lancashire have changed by 2021?***

Between now and 2021, our ability to travel safely, punctually and conveniently between home and workplace, and between business and marketplace, will be greatly improved, reflecting our investment **priorities to support sustainable economic growth and provide better access to education and employment in line with the County's priorities for economic growth.**

By 2021 particular problems of traffic congestion and road capacity that have previously limited economic growth in key areas will have been resolved or mitigated. Routes into and inside Lancaster and Preston city centres and other areas of potential economic growth, including our ports, key employment sites and industrial areas will have benefited from our efforts to provide effective transport solutions, including new road space where it proves to be the most effective means of **reducing congestion and assisting economic growth.**

Similarly, our work with public transport operators will have provided **better connections and links** with areas inside and outside Lancashire. This work will support regeneration efforts across Lancashire including in our coastal resorts, in more isolated rural areas and in urban areas such as Skelmersdale and Accrington.

Lancashire's main centres for employment and education will be served by **attractive, reliable, profitable, accessible and well used bus and rail services**, which will enable users to travel safely, affordably and in good time to get to work and education.

The **safety and attractiveness of the public realm** that links our homes to local services and employment, including bus and rail services, will have been improved. This will enable life choices to be made by individual citizens regarding walking, cycling and the use of public transport that enhance the individual's quality of life. Our town centres will be places which people can enjoy day and night, without unduly fearing for their safety, served by transport alternatives to the private car.

**Access for our more isolated communities** to local businesses and services will have been improved. We will have developed innovative, value for money, transport solutions for those who rely on alternatives to the private car, especially older people, our more deprived communities, and rural communities.

Our **neighbourhoods will also be safer environments**, particularly our more disadvantaged communities, where vulnerable road users, pedestrians, cyclists and especially our children, will use residential streets without the same fear of the car. New developments will be located to **reduce the need for unnecessary travel** and developers will provide all reasonable opportunities for people to arrive or depart safely and conveniently by a choice of travel modes.

Achieving **value for money, reducing carbon emissions**, and the encouragement to get out of the car and participate in **more active ways of travel**, and **improving quality of life** for those using or experiencing the effects of transport, will sit across all our transport and travel activities.

## ***How will we deliver our vision for 2021?***

**2.1** Our strategy takes a ten year view of transport in Lancashire. However, this is a particularly challenging time in which to prepare a framework for transport. The worst impacts of the recession may be passed, but the effects upon Lancashire's economy will continue to be evident over the next few years. As the public sector faces considerable cuts, we also face uncertainties about the level of funding that will be available for transport schemes and initiatives.

**2.2** Recognising that public finance for transport is likely to be limited in the early years of this ten year strategy, we will need to focus, at least in the short term, on certain key actions which can deliver most benefit for Lancashire in these challenging times.

**2.3** We must also consider a wide range of funding sources, making the most of our work with partners and developers, and ensuring that Lancashire's voice is heard when lobbying for transport priorities. It is also a time when the Local Enterprise Partnership initiative is developing along with government thinking on the "Big Society" and localism.

**2.4** This will mean new funding through different mechanisms, with the Local Transport Plan grant from central government taking a lesser role. One key source of investment will come through the Community Infrastructure Levy. The Levy, which will be paid by developers and land owners, will help provide the infrastructure necessary to make new developments possible.

**2.5** New funding sources will be sought where these can provide resources that help deliver our priorities. In January 2011 the White Paper, *Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen*, was released with the subsequent launch of the Local Sustainable Transport Fund. The fund challenges local transport authorities to develop packages of measures that will support economic growth and reduce carbon in their communities as well as deliver cleaner environments, improve safety and increase levels of physical activity. Measures could include encouraging walking and cycling, initiatives to improve integration between travel modes and end-to-end journey experiences, better public transport and improved traffic management schemes.

**2.6** The County Council will also consider funding transport schemes through its own resources and through the use of prudential borrowing, where this is affordable in the context of the Council's financial strategy and support the County Council's objectives.

**2.7** Delivering this strategy will involve working closely and making best use of our relationship and influence with our local partners, including, district, parish and town councils, neighbouring authorities, bus and rail operators, the Highways Agency and the Police. The County Council has worked with authorities in the Fylde Coast, Mid Lancashire and Pennine Lancashire areas, including Blackburn with Darwen and Blackpool Unitary Authorities, to develop a series of priorities to support economic growth. This has been reflected in this strategy and will be taken forward in future implementation plans.

**The County Council has worked closely with its neighbouring authorities, particularly Blackburn with Darwen and Blackpool, in developing this strategy and identifying shared priorities and actions. We continue to work towards the production of joined up transport policies and plans which reflect the spatial reality and connectivity of our transport and travel which transcends our administrative boundaries.**

# 3 Understanding our Challenges

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**3.1** We have a good understanding of how our transport network functions in Lancashire. We know that most people live and work in the same local area and that we need to develop connections between areas of economic growth. **Travel to work** journeys in Lancashire are comparatively short and whilst there is commuting to the commercial centres of Preston, Manchester and Liverpool, there is not the dense web of commuting movements seen in the Manchester and Liverpool conurbations.

**3.2** The car plays the dominant role for travel to work in Lancashire. In **urban areas** the reliance on the car presents problems of **traffic congestion** and reduced air quality. For example, in Lancaster there are congestion problems due to high levels of through traffic between the M6 and the Morecambe-Heysham peninsula, passing through the gyratory system in the north of the city centre, which results in severe delay, unreliable journey times and reduced air quality. In Preston there are already high levels of congestion on principal routes into the city and, without action, these are forecast to get worse; this has the potential to hold back the competitiveness of the city and the ability to deliver economic growth. There are also congestion problems on main traffic corridors in Colne, Ormskirk and South Ribble and along the trunk road to Fleetwood.

**3.3** Rising oil prices increases the cost of congestion and will impact upon business growth unless steps are taken to reduce delays. The rising costs may, however act to reduce unnecessary journeys and encourage a shift to sustainable modes of transport,

**3.4** Whilst many urban areas in Lancashire face problems of traffic congestion, accessibility is the problem common to **rural areas**. Some businesses, and particularly our farming communities, experience problems in relying on a rural road network inappropriate to their needs and the heavy goods vehicles that carry their produce to market. Residents of rural areas often need to travel further to reach employment, education and training; they tend to use cars because public transport options are much more limited.

**3.5** **Bus trips** are most viable in urban areas where there are denser concentrations of jobs and houses. However, existing bus networks do not provide adequate access to much of the employment base in Lancashire. Whilst employers located in the town and city centres (including a large proportion of the public sector, as well as business services) are able to draw upon large labour catchments through urban bus networks, the needs of businesses located in peripheral urban and rural areas are not well addressed. This is the case for many of the developed business parks and industrial estates, where public transport access is particularly poor. This necessitates high levels of commuting by car and acts as a barrier to employment for people without access to a vehicle.

**3.6** Poor public transport accessibility, especially for people living in peripheral housing areas and for employment sites located on the edges of towns and in more rural areas, is a legacy of poor historic spatial planning. It is crucial to embody the principles of good accessibility, on foot and by cycling, as well as by public transport, in the future planning of both housing and employment development in Lancashire. Continued improvements are also required to ensure that public transport is safe and accessible for everyone, including older people and those with disabilities.

**3.7** **Rail passengers** are well served by improved services on the West Coast Mainline and between Preston and Manchester, although overcrowding can be an issue. These lines make commuting possible from most areas inward to Preston and from Central Lancashire outward to Manchester. Merseyrail serves commuters from parts of West Lancashire to Liverpool, but public transport connections with Skelmersdale are poor. Poor links make travel difficult from Clitheroe to Preston and the frequency of services and journey times are a problem when travelling from



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Colne, Nelson and Burnley, whether west to Central Lancashire, south to Manchester or east to Bradford and Leeds. Long journey times from Burnley and Accrington to Manchester discourage the use of rail for this important cross border link. High quality bus services from Accrington, Burnley, Pendle and Rossendale into Manchester have proved successful but delays at peak times remains an issue. The frequency of rail services to destinations in Fylde and from Lancaster to Morecambe limits the use of these routes.

**3.8** For **businesses**, many suppliers and customers are located within Lancashire, therefore effective links within the County are essential to support their competitiveness. Equally as important are national and international links to help grow and sustain trade and attract inward investment.

**3.9** The **Lancashire economy** is diverse and varied in size and scale. There are a number of key sectors that are important to Lancashire as target sectors for future development which will require better means of travel, both strategic connectivity from the rest of the UK and local travel opportunities:

- the energy and renewables sectors and the 'Energy Coast and 'Low Carbon economy' initiatives in particular;
- the Advanced Manufacturing sector;
- the developing Service Sector and creative/digital industries;
- a greater role for tourism and Lancashire's significant visitor economy based around increasing the attractiveness of the traditional seaside resort of Blackpool and Morecambe and developing rural tourism.

**3.10** We also recognise that there are areas in Lancashire where certain sectors have a key role to play. Many small and medium sized enterprises have their suppliers and customers located in Lancashire. For larger businesses their markets are national and international. As a result good connections and links within Lancashire are as important as 'external' links within the North West and nationally and internationally.

## What People Have Said

**3.11** Transport and travel affects everyone living, working or visiting Lancashire. We have spent a lot of time listening to Lancashire's residents, community representatives, businesses and others to gain a better understanding of what our biggest challenges are in Lancashire and how transport can feature in addressing these.

**3.12** Based on these views, our biggest challenges across the county are:

- The need to support economic growth and regeneration across the county by tackling poor connectivity, congestion and poorer parts of the network which makes travel difficult
- Providing access to skills and education
- Fear of crime and antisocial behaviour in some public places and using public transport, particularly at night
- Poor access to services and social networks for vulnerable and isolated communities in our towns and rural areas
- Addressing the transport needs of an ageing population
- Relatively high costs of public transport for certain groups
- Negative impacts of traffic and transport on communities and the public realm
- High dependency on the car for personal travel
- High levels of carbon emissions
- Road casualties among children
- The fear of traffic which deters people from cycling and walking
- Maintaining a safe and efficient road network

**3.13** Many of these views have been expressed in terms of specific transport schemes, both big and small, which people feel could make the difference in local areas and on a Lancashire-scale. These suggestions have been recorded and many will feature in our detailed implementation plans produced over the next ten years which will set out the specific actions we will take to deliver our strategy and our priorities.

**3.14** The priorities that we set out in this strategy begin to highlight the different challenges in different parts of Lancashire. These differences will be important in ensuring that the schemes and programmes developed within the Implementation Plans reflect local needs effectively.

**4.1** It is of fundamental importance that investment in transport is targeted and driven by clear goals and priorities. The actions set out in this transport strategy do just that. The priorities that we have identified complement and support a wider policy framework which collectively seeks to increase prosperity and well-being for all communities in Lancashire. This interconnected and combined agenda – the wider elements of connectivity, sustainable economic development, housing, climate change, and health – is reflected in our seven transport goals, which are set out in the table below. This approach builds upon the priorities set out in the Lancashire Economic Strategy.

## **Our Transport Goals**

- To help to secure a strong economic future by making transport and travel into and between our major economic centres more effective and efficient and by improving links to neighbouring major economic areas and beyond.
- To provide all sections of the community with safe and convenient access to the services, jobs, health, leisure and educational opportunities that they need.
- To improve the accessibility, availability and affordability of transport as a contribution to the development of strong and cohesive communities.
- To create more attractive neighbourhoods by reducing the impact of transport on our quality of life and by improving our public realm.
- To reduce the carbon impact of Lancashire's transport requirements, whilst delivering sustainable value for money transport options to those who need them.
- To make walking and cycling more safe, convenient and attractive, particularly in the more disadvantaged areas of Lancashire, bringing improvements in the health of Lancashire's residents.
- In all that we do, to provide value for money by prioritising the maintenance and improvement of Lancashire's existing transport infrastructure where it can help to deliver our transport goals.

**4.2** From these goals we have drawn up seven transport priorities. These priorities (illustrated in the diagram overleaf and set out in detail in the following sections) have been informed by national transport policies, consultation feedback, as well as specially commissioned local research.

**4.3** There is a considerable challenge in developing a strategy which addresses the wide range of transport challenges which Lancashire faces. A rolling programme of schemes and activities are presented in the Implementation Plan to this Strategy which are tailored to deliver to these priorities and meet the needs of our communities.

## 4.4 Diagram 1 - Our Seven Transport Priorities



**4.5** The goals and priorities which we have developed will deliver tangible improvements over the life of the strategy. In the early years of the strategy we will also be responding to three of these priorities as a matter of urgency and importance. These key drivers – namely, economic growth, child safety, and the maintenance of our transport asset – will be our top priorities.

## The Early Years of the Strategy

In the early years of the Strategy the resources for transport will be limited and will need to be deployed in a way that contributes most effectively to clearly expressed priorities. **Our top three priorities** will be as follows.

Given the fragile state of the economy our highest priority will be to support private sector led **economic growth, the creation of jobs and access to employment, education and training**. Our approach will focus on the links between areas of economic opportunity and their prospective workforce and markets, with sustainable transport being a priority for appropriate journeys. We believe there is growth potential in all parts of Lancashire and our strategic development portfolio has the potential to create more than 15,000 new jobs over the next five years.

Our second priority will be to invest in **the safety of our children and young people in the early years** of this strategy to reduce the numbers involved in accidents on our streets, particularly in our disadvantaged communities.

Ensuring we **maintain our current transport infrastructure** will be our third priority. We will focus our efforts on, and introduce innovative ways of maintaining our existing transport assets. We have over 6,800 kilometres of roads, 1,400 bridges, and 145,000 streetlights, as well as numerous areas of public spaces, all of which continue to serve us well. Making sure this network remains fit for purpose and we maximise its potential will involve targeted maintenance for the most important parts of our network to ensure it is kept safe and accessible in the most cost efficient way.

**4.6** As the economy begins to grow, we will look to bring forward some larger strategic schemes that will deliver a step-change in the long-term economic performance of Lancashire. This will include the connection of Lancashire to the High Speed 2 rail network, thereby improving connectivity to national and international markets, improved East/West connectivity, linking areas of growth to skilled employees, and better linkages with Manchester and Liverpool through the electrification of the key routes and new services via the Todmorden Curve. We will pursue new highway capacity where there is an overwhelming economic case such as the Heysham to M6 Link Road supporting growth linked to the 'Energy Coast' initiative, improvements to the trunk road network serving Fleetwood, and on the main routes into Preston and Lancaster.

## Improving Access into Areas of Economic Growth and Regeneration

### *Why?*

**5.1** Transport is a critical element to any successful economy. Lancashire's economy is currently valued at £22.5bn per year, the second largest in the North West after Manchester. However the evidence shows that there are currently significant variations in economic performance across Lancashire and growth has been lagging behind that of England for a number of years. The County Council's Economic Framework predicts that Lancashire has the capacity to generate substantial further growth and new jobs by focusing on a number of key sectors and identified growth sites including;

- Lancaster city and Fylde Coast as the centre of the energy and renewables sectors
- The whole of the Lancashire sub region supporting the advanced manufacturing sector
- Preston and Lancaster city centres as a focus for the professional and service sector
- Creative and digital industries across the whole of the Lancashire sub region
- The visitor economy based on classic resorts and areas such as the Forest of Bowland

**5.2** There are also ambitions in place to realise the potential of strategic employment sites at Buckshaw Village (Chorley), Cuerden Green (South Ribble), Heysham and Lancaster Science Park (Lancaster), Hillhouse Business Park (Wyre), Springfields, Warton and the M55 Junction 4 area (Fylde), Burnley Bridge (Burnley), Samlesbury (Ribble Valley/South Ribble) and Whitebirk (Hyndburn).

**5.3** These sectors and locations have the ability to support further economic growth and create a range of sustainable employment opportunities across Lancashire and link to regeneration activities in urban areas such as Burnley, Morecambe and Preston amongst others.

**5.4** The economic activity in our rural areas is important as it helps sustain our valued environmental assets and represents an important resource for the visitor economy. However there are issues of isolation and connectivity in these communities. In the Lancashire Plain the agricultural sector of the economy is limited by an outdated local highway infrastructure in relation to modern agricultural-business transportation.

**5.5** Transport has a key role to play in realising the economic potential of Lancashire by unlocking key locations, through improved connectivity linking jobs, people and businesses together.

**5.6** In developing this strategy we know that the link between transport and a strong economy is a very important issue. Consultation on the challenges we face shows that the poor highway network which makes travel and transport difficult in certain areas, and particularly so on routes into and inside our key economic centres of Preston and Lancaster, is a challenge to which respondents attach a very high priority. Our discussions reveal that better connectivity, reducing congestion, a reliable and efficient transport network and unlocking key sites are important in supporting economic growth and regeneration across the whole area.

## ***What we will do***

- **Reduce congestion and delay and increase road capacity on our most congested transport corridors, improve highway links and junctions** to support the growth of our key economic centres of Preston and Lancaster, the development of strategic employment sites, regeneration of town centres and other places which will be key drivers of economic growth (e.g. our universities and Blackpool Airport).
- Explore practicable solutions to the **renewal of outdated rural road infrastructure** serving the agricultural sector of the economy.
- Work with public transport operators to **reduce journey times** to strategic employment sites and key employment areas and improve timetables and fare structures. We will work with employers to ensure work times are co-ordinated with public transport availability.
- Work with partners to bring about **improvements to connections and links** between key employment centres in Lancashire, and also to Greater Manchester, Merseyside, Cumbria and Leeds/Bradford (and beyond).
- Take a lead role in promoting the case for **major infrastructure investment** which contributes to Lancashire's economic success, such as proposals for Pennine Reach and High Speed 2; capacity improvements as a result of the electrification of key rail routes such as the Blackpool to Manchester and Preston to Liverpool lines; development of new rail linkages such as the Todmorden Curve; and major new road building including proposals to support growth in Central Lancashire with the Broughton bypass, and the Morecambe/Heysham peninsula with the Heysham - M6 link.
- Develop **bus stations and interchanges** where these can be a catalyst to town centre regeneration.
- Introduce **Park and Ride sites** serving major employment areas or supporting city centre development, principally in Preston and Lancaster.
- Promote sustainable **travel options to important visitor destinations**.
- Work with district councils to **deliver adequate parking** to allow access to services and ensure that it is priced and managed to support strong retail economies within our towns and cities whilst ensuring that public transport is a viable alternative for many journeys.

## ***Areas which are the focus for our economic aspirations and which will be the focus for these activities***

**5.7** Preston and Lancaster city centres and strategic employment sites at Buckshaw Village (Chorley), Cuerden Green (South Ribble), Heysham and Lancaster Science Park (Lancaster), Hillhouse Business Park (Wyre), Springfields, Warton and M55 Junction 4 area (Fylde), Burnley Bridge (Burnley), Samlesbury (Ribble Valley/South Ribble) and Whitebirk (Hyndburn); Burnley, Rawtenstall and Skelmersdale major town centre renewal programmes; and Lancashire's urban, rural, coastal and heritage visitor economy.



## Providing Better Access to Education and Employment

### *Why?*

**5.8** Through our continued investment in transport, economic growth will be supported. At the same time, efficient and affordable transport, available to all, will ensure that these benefits are felt by all members of society and across all communities.

**5.9** Sustained economic growth in parts of Lancashire has brought greater prosperity and job security, but there are significant variations. There are opportunities in education and training available which are competitive on the national and international stage but these opportunities have not been available to all.

**5.10** Ensuring that employment, training and education opportunities are available to more disadvantaged communities remains a key challenge in order to address gaps in economic growth between Lancashire and the UK and to ensure that the benefits of future growth are spread across communities in Lancashire.

**5.11** In this challenge, transport which is efficient and affordable, which links these communities with new employment and education opportunities, is vital.

**5.12** Transport investment will be targeted at supporting the regeneration of struggling local economies including increasing people's 'travel horizons', enabling them to access wider employment markets within short commuting distances, at an affordable price. Using sustainable transport modes can significantly improve employment opportunities and life chances.

**5.13** The need to improve access to education, skill development and employment opportunities is a key issue amongst our district partners. Particular issues of concern centre upon the availability of public transport and the delays caused by congestion. Key aspects to emerge are the need to increase connections and links between urban and rural areas and major employment and regeneration sites; the need to improve connections and links to learning opportunities; and the cost of public transport.



## ***What we will do***

- Work to provide **affordable public transport to disadvantaged and isolated communities**. Our aspiration is to deliver services to these groups at an affordable cost to the user and with the aim of increasing the range of employment and educational opportunities available to these communities within a forty minute travel time. Research in the North West indicates that an affordable target travel cost would be £15 per week at 2010 prices. Our aim will be to work towards this level for target areas and communities.
- Work with bus and rail operators to provide **more joined-up and coherent public transport services** that improve access to jobs, training and education opportunities.
- Develop innovative ways of **promoting and implementing travel plans with major employers, with secondary schools, colleges and universities**, and in clusters of small employers to deliver more journeys by sustainable transport.
- Work with developers and district councils to **influence locations for major new developments to reduce the need to travel** and to secure and ensure adequate accessibility through improvements to the transport networks to serve and promote new development.
- **Promote the introduction of super-fast broadband** throughout Lancashire to assist business competitiveness whilst reducing the need to travel.

## ***Areas which will be the focus for these activities***

**5.14** The need to develop access to employment opportunities and access to skills development is something that is important across Lancashire particularly in areas suffering from economic deprivation and at substantial risk from the impact of reductions in public expenditure such as Colne, Fleetwood, Burnley and Skelmersdale among others.

## Improving People's Quality of Life and Wellbeing

### *Why?*

**5.15** As an enabler, transport is a key component of Lancashire County Council's *Equality Strategy: Narrowing the Gaps*. This drives our work to mainstream equality considerations in the County Council's role as community leader, as employer, and as a provider of services to improve the quality of life for all our residents.

**5.16** Across Lancashire, people can be disadvantaged because of where they live and/or their personal circumstances. When problems such as unemployment, discrimination, poor skills and access to limited opportunities combine, they can lead to ill-health, poor housing, family breakdown and high crime rates. Individuals and communities can then feel excluded from the rest of society. The costs of health inequalities faced by the population of Lancashire are estimated to be between £2.45 and £3.98 billion. Put into context, this represents 11-18% of Gross Value Added for Lancashire in 2007.

**5.17** However, research tells us that some communities seem to have characteristics that protect local people from the health affects of deprivation and social inequality. These characteristics, that seem to make people resilient to the way deprivation affects health, include social capital (the conditions for social action/ active citizenship), community cohesion, personal wellbeing, good quality local environment, safe communities and opportunities to learn and develop new skills.

**5.18** Evidence suggests lower socio-economic groups have poorer health partly because of their material living conditions and partly due to the stress of being 'lower down' the social scale and feeling excluded from what is perceived to be the normal life of society. It is likely that these resilience factors provide alternative ways to feel valued within society. If we are to effectively intervene to address inequalities in health, we need to increase these resilience factors as well as address material deprivation.

**5.19** Transport forms a key strand in the wider determinants of health and an effective transport network is an essential element in the development of social resilience. It brings the benefits of easier access to services, supporting a strong economy and a strong community. It gives people choices in their lives in terms of access to education, employment and the other essential services, promoting both social inclusion and community cohesion. Quality environments that are conducive to walking and cycling provide options that also contribute to a healthier lifestyle.

**5.20** However, fears about road safety and traffic speed can deter people from choosing to walk or cycle. Creating environments which are attractive for walking and cycling also benefits social inclusion and cohesion, making attractive places for social interaction, fostering more integrated and resilient communities.

**5.21** Changes in the public health sector announced by the Government in *Healthy Lives, Healthy People: Our Strategy for Public Health in England* look set to transfer the responsibility for health improvements from PCTs to local authorities. This should allow further opportunities for linking transport and health priorities across Lancashire.

**5.22** Innovative design in line with the Manual for Streets can deliver such an environment leading to health and social benefits to the community. Access to the countryside has an important role in developing healthier communities and Lancashire's Rights of Way Improvement Plan and the maintenance of Public Rights of Way will be coordinated with other initiatives to enhance the public realm.

**5.23** During our conversations with residents and other stakeholders, a number of issues relevant to people's quality of life and accessibility have emerged. In rural areas access to key services for those with little or no access to private transport is considered a major issue. In many of our urban areas, the role of transport is seen to be a key factor in alleviating deprivation. It is also felt that older people have specific transport needs and we should address those.

## What we will do

- Work with local communities, district councils and other partners to **improve the quality of neighbourhoods** and give real choices to individuals about their everyday journeys and leisure activities.
- **Expand our network of footways and cycleways** where it will contribute to the wider objective of creating quality neighbourhoods.
- Provide opportunities for people of all abilities and social backgrounds to **access fresh produce and participate in a full range of social and leisure activities**, including access to the countryside.
- Work with the health sector to make sure that **people can connect with the health provision** they need, particularly those without access to a car.
- Make sure that the **transport needs of older people** are properly addressed so that they are able to continue to take a full part in society.
- Develop innovative schemes to **improve access for rural communities to services** for all members of the community. This may be through new transport provision or by changing where or how a service is delivered.

## *Areas which will be the focus for these activities*

**5.24** Disadvantaged communities in the main urban areas of Preston, Lancaster, Morecambe, Fleetwood, Skelmersdale, Accrington, Burnley, Nelson, Colne, Rawtenstall, Haslingden and Bacup.

**5.25** Routes from our more isolated communities, where local essential services are lacking, to Lancashire's market towns including Clitheroe, Ormskirk, Garstang and Carnforth.

## **Improving the Safety of our Streets for our most Vulnerable Residents**

### ***Why?***

**5.26** Road casualties impose a heavy cost on our neighbourhoods in human suffering and damaging communities. The dangers are greatest in more disadvantaged areas and for child casualties.

**5.27** We must continue to make travel safer for all road users by improving the infrastructure of our residential streets and the public realm, addressing specific hazards, providing training and raising awareness. Greater public debate and changing attitudes towards road safety will be required if we are to continue to see a reduction in the number of accidents and casualties.

**5.28** Our public consultation reveals that levels of road casualties amongst young people is one of the most significant concerns for the people of Lancashire. Local community representatives at district and parish levels also raise the issue of road safety, especially in relation to improved safety measures that serve and benefit schools.

**5.29** Responding to these concerns, there is a view that the introduction of 20mph zones across residential areas could significantly contribute towards increased road safety and bring shared benefits in terms of encouraging more people to cycle and walk.

## ***What we will do***

- Roll out **20mph schemes across residential areas and outside schools** in Lancashire where these speed reduction measures can be accommodated, consistent with maintaining the free movement of the highway network.
- Work with communities, review and implement appropriate speed limits to **manage the speed of drivers and riders** to safe and acceptable levels.
- Work in partnership with key organisations and authorities across Lancashire to **support the enforcement of speed limits** through fixed or mobile safety cameras in locations where the road safety risk is high.
- Work with our local partners to develop **specific and targeted initiatives** to address road accidents involving children and young people in 'at risk' areas.
- **Target driver and rider training** at those groups shown to be more likely to be involved in road casualty accidents, and target drivers using 'at risk' areas and nearby large employers to disseminate driver awareness publicity.
- Encourage safer travel by ensuring all highway improvements are safety audited during their design, and **embedding safety principles into traffic management and highway maintenance activities**.

## ***Areas which will be the focus for these activities***

**5.30** 'At risk' areas, which statistically and characteristically experience inappropriate or excessive speeding leading to accidents involving vulnerable road users, and especially children and young people, likely to be in or near to our more disadvantaged neighbourhoods.

## **Providing Safe, Reliable, Convenient and Affordable Transport Alternatives to the Car**

### ***Why?***

**5.31** Walking, cycling, and travel by buses and trains will all play a full and appropriate part in Lancashire's future transport system. In order to do so, services and infrastructure that promote these alternatives to private car journeys must be seen as safe and reliable. They must prove to be affordable and convenient to fit in with modern day expectations and they must meet the needs of all sections of society including children, young people, elderly and those with disabilities.

**5.32** Walking and cycling routes need to be direct and attractive to use and public transport services need to be joined up and competitive in terms of journey times.

**5.33** For many of us, a poor quality public realm and incomplete or inconvenient networks of walkways and cycle routes makes journeys unattractive or difficult. An improved public realm and new infrastructure are required to make regular walking and cycling a viable alternative for more people. As well as improving the range of transport options available, such investment will have a positive influence on people's health and well-being.

**5.34** For other journeys, more and more people are turning to buses and trains. Improvements have been made in the quality of local services, but more needs to be done to improve ticketing and service integration; and to lessen waiting times when changing buses or switching from bus to rail. Services also need to ensure they remain commercially viable and be profitable without the need for subsidy.

**5.35** Our conversations with our own councillors, residents, young people and others have suggested that concerns about safety when walking or cycling are a significant factor for many current and potential users. At the same time, there is a widespread recognition of the social and environmental costs of motoring. Many groups have also warned that the cost of public transport deters many people which means some services cannot cover their costs and either stop or must be subsidised by the public purse. This sentiment was made particularly clear by members of Lancashire's Youth Council.

## ***What we will do***

- Work with bus and rail operators to invest in **new public transport services**, including new bus routes, stations, and greater capacity, where there is a proven economic or regeneration benefit.
- Work with coach, bus, taxi and rail operators to press for **clean, well maintained and well lit vehicles, stops and interchanges with staff that are respectful of different people's needs, local services to run to schedule** and local bus and rail services to be timetabled to connect with principal services to major destinations.
- **Provide discount schemes for young people aged 16 – 23.**
- Work with operators to **introduce a new SmartCard technology** which will:
  - be usable across all service providers, at first across Lancashire, and in future throughout the United Kingdom;
  - cover multiple forms of transport, including bus, rail and cycle hire;
  - be used to deliver a fare structure that provides value for money including journeys with more than one operator and journeys across local authority boundaries.
- **Develop local rail services** to achieve further growth in patronage through partnership working with the rail industry and local communities. We will seek targeted investment, at locations where there is evidence of potential for significant growth in the use of rail transport; measures will include new or more frequent services, greater capacity, new stations and improved quality of stations and trains.
- Provide **safe and convenient new infrastructure for walking and cycling** where it will reduce reliance on private car journeys between home and work, schools, and leisure activities, and particularly along congested routes, and improve opportunities for regular exercise.

## ***Areas which will be the focus for these activities***

**5.36** Public transport services and routes to Lancashire's main town and city centres for employment and education; and congested routes in urban areas, such as Lancaster, Preston, Colne, Ormskirk and South Ribble.

## Maintaining our Assets

### *Why?*

**5.37** We want to sustain and improve the condition of footways, cycleways, highways and structures so that maintenance can be carried out in a planned rather than a reactive manner. Regular maintenance of the highway network is necessary to maintain good access and road safety. Good maintenance of streets, footways, cycleways, public spaces and street furniture is important to encourage walking, cycling and social activities. Bridges, in good condition, are necessary to maintain links between communities and services. Without regular maintenance to streets and their furniture, they can appear untidy and bring an air of neglect to a community.

**5.38** Climate change is expected to bring weather that is more extreme, with higher temperatures in summer and greater rainfall in winter. Maintenance will change to adapt the highway network for these additional demands.

**5.39** Road construction materials are chosen to withstand the higher temperatures of summer heatwaves. Increased surface water, from more intense storms, is likely to cause damage to the highway. Patterns of winter maintenance will need to be amended to maintain safety and accessibility when severe winter weather strikes. Greater resources will be needed to make good the damage to the highway network from floods and cold spells.

**5.40** Both district and parish councils have emphasised the need to maintain assets in a good condition.



## ***What we will do***

- Keep all roads in a safe condition, prioritise funding for the maintenance of: **a) strategic routes**, to allow the efficient transportation of goods, and **b) in residential areas**, to enable people to travel in comfort and safety.
- Improve methods of repairing potholes on strategic and residential roads to increase safety and reduce claims against the council.
- Introduce measures to improve safety on routes with high accident statistics.
- Reduce traffic noise in residential areas through the use of low noise surfacing.
- Introduce an improved system of bridge foundation monitoring to reduce the risk of collapse from flash flooding.
- Implement a parapet risk assessment and prioritisation programme to improve safety at bridges.
- Continue the bridge strengthening programme to prioritise work to structures with a substandard load capacity.
- Develop our Surface Water Management and Flood Risk Assessment Plans to reduce the impact of localised flooding due to climate change and the increase in rainfall and its intensity.
- Improve lighting strategies including the use of LED technology to reduce carbon emissions, energy consumption and enhance life expectancy.
- Reduce lighting in non-essential areas and increase use of remote monitoring to enable a reduction in the frequency and cost of night inspections.
- Implement the Winter Service Plan to aid the better management of salt supplies, better gritting techniques and improved prioritisation of gritting routes. We will also seek to establish closer working links with the district and parish councils and improved communication with the public.
- Improve ways of working to repair footways and monitor their condition more efficiently to increase safety and reduce claims against the council.
- Implement a new Urban Tree Strategy to improve the quality of urban areas and reduce root damage to the highway and adjacent properties.

## Reducing Carbon Emissions and its Effects

### *Why?*

**5.41** Transport is a major source of carbon dioxide emissions which, in turn, is a major cause of climate change. Transport can also support the development of a Low Carbon Economy and businesses. As a consequence, we will consider the carbon impact of all our transport schemes.

**5.42** Fortunately, many of our local transport priorities also support a reduction in carbon emissions and help fight against climate change. Congestion, for example, is identified as a constraining factor to our economic growth and solutions to this will, in turn, reduce vehicle emissions and improve air quality.

**5.43** Similarly problems responsible for harming people's quality of life, for poor health and lack of access to jobs and education, require more emphasis given to alternatives to private car journeys, more specifically to walking and cycling and to providing and promoting more convenient and affordable forms of public transport. Such activities will also help reduce Lancashire's carbon footprint.

**5.44** Our consultation with the public, stakeholders and district and parish councils revealed that there is a broad acceptance that carbon emissions need to be reduced. During the public consultation the need to reduce carbon emissions was seen as one of the most significant challenges we face.

**5.45** Similarly, although district councils emphasised the need for transport to aid economic regeneration they were fully aware that this needs to be carried out with as little impact to the wider environment as possible. Because of this there is a firm understanding that future transport priorities need to be sustainable and actively aid wider national goals to reduce carbon emissions.

## ***What we will do***

The activities elsewhere in this strategy will ensure overall carbon reductions. Examples of such activities include:

- **Improving the range of sustainable transport options** available, including trains, buses, coaches, trams, cycling and walking, ensuring that these are as affordable and convenient as possible.
- Looking to ways of actively managing peak traffic flows to **reduce queueing and congestion**, and improving journey time reliability.
- Engaging with planners and with developers to **ensure that new developments are in sustainable locations** and benefit from a range of sustainable transport options
- Reviewing how we can provide **more efficient forms of street lighting**, without compromising safety or the quality of the urban environment.
- Reducing the levels and hours of street lighting operation in appropriate locations.

In addition we will

- Complement regional initiatives for **new electric vehicles charging points**, through the infrastructure provided in new developments.
- Promote viable **alternatives to road transport for freight**.

## ***Areas which will be the focus for these activities***

**5.46** Reducing the levels and effects of carbon emissions from our activities is a priority for the County Council, and will inform and influence the choice of schemes and programmes, and how they are designed and carried out to meet the activities under the other six transport priorities identified in this Strategy. Because of this our geographical focus in reducing carbon emissions is county wide.

**5.47** Measures to mitigate for, and adapt to the impacts of climate change on our transport infrastructure are included within the 'Maintaining our Assets' priority.

**6.1 Our strategy is all about making real and recognisable improvements in the contribution that transport makes or the impact it leaves on our everyday lives. Our measures will look to 2021 for the strategy to fully deliver on its priorities, measured against the present position, and each successive implementation plan will look to set our interim expectations as 'targets' for rolling 3 year periods towards 2021.**

#### **Performance Indicators for 'Supporting Economic Growth and Regeneration'**

- Levels of employment and business turnover
- Public transport accessibility into main employment and regeneration areas
- GVA
- Jobs created/Jobs safeguarded
- Reduce average journey time per mile during morning peak (NI167)

#### **Performance Indicators for 'Access to Education and Employment'**

- Increase in proportion of 16 to 19 year olds with 40 minutes or less journey times of colleges, by public transport, cycling or walking

#### **Performance Indicators for 'Improving Accessibility, Quality of Life and Well-being'**

- Increase in proportion of population with access to local essential services (shops, healthcare, etc.)
- Reduction in the proportion of children travelling to school by car

#### **Performance Indicators for 'Improving Safety'**

- Reduction in numbers of people killed or seriously injured across all vulnerable groups
- Reduction in the number of children involved in accidents in disadvantaged communities

## **Performance Indicators for 'Affordable and Sustainable Transport'**

- Increase in bus patronage along principal routes into major employment centres and main regeneration areas
- Increase in the number of people with disabilities using public transport
- Improvement in bus service punctuality
- Number of journey by 16-23 year olds travelling using discount schemes
- Increase in numbers of people making cycling and walking journeys on key routes

## **Performance Indicators for 'Care of Our Assets'**

- Public satisfaction with the condition of our roads, streets and footways

## **Performance Indicators for 'Reducing Carbon Emissions and its Effects'**

- Per capita reductions in transport carbon emissions
- Reduction in energy use for street lighting

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