

LANCASHIRE COUNTY COUNCIL

CALLED IN PLANNING APPLICATION FOR PROPOSED HEYSHAM TO M6 LINK ROAD

LAND TO THE NORTH OF LANCASTER BEGINNING AT THE END OF
THE A683 HEYSHAM TO M6 LINK PHASE 1 AND RUNNING IN AN
EASTERLY DIRECTION TO CONNECT WITH THE M6 AT JUNCTION
34 OF THE M6

Planning Inspectorate reference:
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PROOF OF EVIDENCE
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Complementary Measures

June 2007

1. INTRODUCTION.

- 1.1 I am Adrian Charles Worthington, Group Manager Transport Planning with Lancashire County Council. I have a BSc in Civil Engineering and I am a Chartered Member of the Institution of Civil Engineers. I have 27 years experience working in the development of transport schemes for the County Council and for a major engineering consultant.
- 1.2 This proof will demonstrate how the proposal forms part of the County Council's broader transport proposals for Lancaster and Morecambe and how the proposals are consistent with the guidance of PPG13.
- 1.3 The County Council implements an ongoing programme of schemes to promote more sustainable transport choices and to promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling. Whilst the Heysham to M6 Link is aimed primarily at addressing the poor road links to the Morecambe/Heysham peninsula, the needs of cyclists and pedestrians have been carefully considered in the design of the scheme. The removal of traffic from unsuitable routes will provide further benefits. The policy of the County Council is that the reductions in congestion on other routes will be utilised to develop further measures to promote public transport, cycling and walking.
- 1.4 The objectives of the Heysham to M6 Link are:
 - a. To improve communications between Morecambe and Heysham and the M6 Motorway, including improving the access to Heysham Port.

- b. To remove a significant volume of traffic from the River Lune bridges in Lancaster.
- c. To create opportunities for the enhancement of alternative travel modes by relieving the current traffic conditions.
- d. To facilitate industrial and commercial regeneration.

1.5 Access to the Morecambe and Heysham peninsula is severely constrained by the existing crossings over the River Lune. All journeys from the South and East have to travel into the City of Lancaster to use the gyratory system which takes in the two bridges over the river. The historic Skerton Bridge, built in 1782, carries southbound traffic and the Greyhound Bridge, originally built for rail use in 1910, is used by all northbound vehicles. The structure of Greyhound Bridge requires major maintenance work which would require bridge closures. The joints between the concrete beams have failed allowing chlorides to penetrate the structure and weaken the concrete. Because of the traffic chaos that would be caused by this work it is being delayed until after the Heysham to M6 link is completed. In the meanwhile emergency repairs are carried out to the joints when required but it is not possible to repair the concrete.

1.6 This limited highway access serves a wide area north of the river Lune, east of the M6 motorway and South of Carnforth. This area has a resident population of 72,000 people and includes the Port of Heysham and coastal tourist resort of Morecambe.

- 1.7 The proposed Heysham to M6 Link will provide access between this area and the National Road Network (M6) which also forms part of the Trans European Network. The development of the road proposal is made in parallel with an ongoing programme of measures to enable and encourage sustainable modes for local journeys.
- 1.8 The County and City Councils are working closely with the Lancaster and Morecambe Vision Board to develop holistic proposals for transport in Lancaster and Morecambe. The Vision Board has published its vision for the future of Lancaster and the section on district cohesion, access and movement has declared four objectives:
- Implement the Heysham to M6 Link.
 - Design and implement a combined and integrated transport solution to congestion and intra-city access and movement.
 - Rebrand Lancaster and Morecambe and the wider district as a coherent collection of quality communities.
 - Enjoy living, working and playing in the whole of the district.
- 1.9 The Vision Board and the County Council have commissioned consultants Faber Maunsell to undertake an extensive study of transport options within the district to develop recommendations for integrated solutions to be taken forward over the next 20 to 30 years. The study is in progress and programmed to be complete by December 2007.

2. ACCESS TO THE INDUSTRIAL SITES AND THE PORT OF HEYSHAM.

2.1 The Port of Heysham is a major economic asset. With annual cargo volume over 3.5 million tonnes, it is defined by the DfT as a Major Port and by the EU as a Category A seaport. It has an important role in the Trans European Network, linking Ireland and the United Kingdom. It lies close to the Trans European Network, which includes the M6 motorway, and has a freight service to the Category A seaports of Belfast and Warrenpoint. It is also the terminal for passenger and freight services to the Isle of Man.

2.2 The Port houses an onshore supply base for the Morecambe Bay Gas Field and the 33.5 ha site has attracted port-related industries. The Fish Quay is presently used by Tarmac Quarry Products for the importation of sea dredged sand for sale to the construction market. A ship off loading system, offices and weighbridge area have been constructed to allow the sand to be stockpiled at the Port. Approximately 150,000 tonnes of sea dredged aggregates are distributed through Heysham Port each year.

2.3 In 2005 the North West Regional Development Agency commissioned a study into North West Ports by consultant MDS Transmodal Ltd. With regard to Heysham the report concluded:

“Heysham (owned by Peel Ports) has three well-established ferry operators mainly handling unaccompanied trailers, which policy trends may favour, and the Irish Sea RoRo market should be entering a more stable period of steady growth. The port also handles trade car exports for the Irish market, carried on

the existing ferry services. The major constraints relate to maritime access and relatively poor road access. The port is rail-connected, but we believe it is unlikely that a commercial case could now be made for developing piggyback rail services for unaccompanied trailers (as was once envisaged); however there could be a business case for handling trade cars by rail. Given current market and policy trends, its future role is likely to be as a significant RoRo facility serving the GB-Ireland market (i.e. a national role).”

- 2.4 The port carried 3.676 million tonnes of goods in 2005. From 1995 to 2005, tonnage through Heysham increased by 35.7% against a UK increase of 6.8%. Over the same period, accompanied passenger vehicles passing annually through the port rose by 34% to 67,000.
- 2.5 Ferry traffic to Ireland is growing at Heysham. One operator, Seatruck, proposes to introduce new ferries on the Heysham-Warrenpoint crossing in 2007. They will have greater capacity; 120 unaccompanied units compared with 52 for the existing vessels. They will also have higher speeds; 22 knots compared to 15. This will reduce crossing times to 6.5 hours from 9 hours and allow them to make three crossings a day. Currently Seatruck moves 90,000 freight units per annum. Capacity is forecast to grow to in excess of 130,000 units in 2007. Large areas of hard standing and wider loading ramps are being made available in Warrenpoint and Heysham to handle the extra traffic.
- 2.6 The White Lund Industrial Estate, between Lancaster and Morecambe, is the District’s largest employment area, covering 89 ha and employing 4,900

people. In March this year 19.14 ha was vacant. White Lund is suitable for most industrial uses. The amount of vacant employment land in White Lund, the District's most important general employment area, has been rising steadily over the years suggesting that it is less attractive as a location than it was in the past. The current Local Plan allocates a further 7.0 ha to the north of Mellishaw Lane for employment use; the future use of the 22.3 ha site to the south of Mellishaw Lane will be reviewed.

- 2.7 The Heysham Business Park is a 19.3 ha site which is part of the former Shell oil refinery which covered much of south Heysham. The site is suitable for most industrial uses. It has 4.4 ha of vacant land. A new access road has been provided as part of the Lancaster Economic Development Zone.
- 2.8 The Port of Heysham Industrial Estate is an 11 ha site with 3.5 ha currently vacant. Through the Lancaster Economic Development Zone, a new access road has been completed and the area subdivided into plots. One unit is under construction and planning permissions are in place for the development of most of the remainder.
- 2.9 Lancaster West Business Park at Middleton is an 18.8 ha site based on the former ICI Nitrates Plant. The Park currently has 16 ha vacant, however Lancashire County Council has received outline planning permission for an 11.2 ha Waste Technology Park to handle household waste collected in the Lancaster District. This will generate 300 HGV movements per day.

- 2.10 Royd Mill, Heysham is a small site on the A683 currently fully occupied. It is suitable for most types of industrial use.
- 2.11 The Major Industrial Estate is an 8.2 ha site on the the former Shell oil refinery which covered much of south Heysham. The Major Estate is fully occupied by a chemical reclamation plant, a builder's yard and a number of small businesses. The Heysham Nuclear Power Stations occupy a 56.8 ha site Heysham.
- 2.12 68% of the District's vacant employment land is located on the Morecambe/Heysham peninsula. The development potential of this land would be significantly enhanced with improved access to the national motorway network.
- 2.13 The Port of Heysham and the adjacent industrial areas generate significant Heavy Goods Vehicle (HGV) movements with 1100 HGV journeys (16% of the traffic) on the A683 in 12 hours.
- 2.14 Morecambe Road East of Ovangle Road has Heavy Goods Vehicle flows of 2,300 over 12 hours and the A6 South of Carnforth has 628 HGV movements over 12 hours.
- 2.15 Department for Transport forecasts are that traffic growth for HGVs in urban areas will continue to grow with forecast increases from the year 2000

baseline of 54% by 2015 and 74% by 2025. In the proximity of a major port and industrial area higher growth in HGV traffic is expected.

- 2.16 PPG 13 Clause 45.2 states “where possible, locate developments generating substantial freight movements such as distribution and warehousing, particularly of bulk goods, away from congested central areas and residential areas, and ensure adequate access to trunk roads”. In my opinion the Port and industrial sites of Heysham are located in accordance with this policy but the current access to the Trunk Road network via the historic bridges in the centre of Lancaster or through Carnforth and Morecambe is inadequate for a Major Port and extensive industrial area.

3. RAIL OPTIONS FOR HEYSHAM PORT.

- 3.1 Annex B of PPG13 Section 10 on Ports and Shipping states that “[Local Authorities] should aim to promote the role of ports in sustainable distribution, by encouraging good access by rail, shipping and waterways as well as road where possible. “

- 3.2 In 1999 the Port of Heysham commissioned a study into potential rail freight opportunities at Heysham. The rail line to the port is used to provide passenger services linking with the midday ferry service and twice weekly freight services to the Heysham Power Station. The report concluded that rail access to Heysham Port is constrained in terms of the number of trains that can be handled, the length of each train and the loading gauge of the wagons. The report did identify some potential for new markets that might be opened

up by providing a rail freight terminal at Heysham and suggested the investment could be paid back within five years if two moderate flows of rail freight could be secured.

3.3 In 2003 the County Council and the Port of Heysham jointly commissioned a further study into the potential for reopening rail freight services to the Port of Heysham. The objectives were to:

- Identify markets to support an application for a Freight Facilities Grant (FFG).
- Identify key operating issues and constraints.
- Recommend a new layout for freight sidings.
- Prepare a case for a Freight Facilities Grant Application.

3.4 The research suggested that rail might be competitive for wood pulp, steel and some trade cars. However, shortly after the study was undertaken the Government withdrew the Freight Facilities Grant. The County Council supports the introduction of rail freight to the port and will assist in proposals to develop rail freight. However, the decision to develop rail freight at the port remains a commercial decision for the port owners.

3.5 The 2005 North West Regional Development Agency study into North West Ports concluded:

“[Heysham] port is rail-connected, but we believe it is unlikely that a commercial case could now be made for developing piggyback rail services

for unaccompanied trailers (as was once envisaged); however there could be a business case for handling trade cars by rail.”

- 3.6 Whilst there is potential for rail freight to Heysham to open up new rail based markets and possibly transfer some goods, such as wood pulp and cars, from road to rail, the majority of freight through Heysham Port is containerised and unsuitable for transfer to rail in the foreseeable future. In 2005 over 90% of the goods carried through Heysham was Roll on Roll off traffic. Therefore in my opinion the development of rail freight facilities will not significantly change the demand for road access to the port.

4. SAFETY.

- 4.1 The Government places great emphasis on people being able to travel safely whatever their chosen mode. The construction of the Heysham to M6 Link is forecast to reduce the number of road casualties by an average of 15 per year. Over the 60 year appraisal period there are forecast to be 691 fewer road traffic accidents which equates to a forecast of 22 fewer fatalities, 190 fewer people seriously injured and 703 fewer people slightly injured.
- 4.2 In addition to this, the County Council implements an annual programme of Local Safety Schemes. Schemes are prioritised on their forecast casualty reductions. In the years from 2000 to 2006 Lancashire County Council has implemented 27 Safety Schemes within Lancaster District at a cost of £795,000. Scheme monitoring has been completed on 15 of these schemes

and shows a reduction of 35 personal injury accidents over a three year period.

- 4.3 A countywide list of potential schemes is prepared from internal accident analysis and requests from Area Managers, District and Parish Councils and members of the public. Schemes are analysed to determine their potential to save road casualties and then prioritised in order of the first year rate of return to produce the annual programme.
- 4.4 A common theme is traffic calming. Measures include road humps and chicanes. Gateways are provided at the entry to villages to emphasise the change in road conditions.
- 4.5 Area schemes provide traffic calming across a neighbourhood. Areas of economic disadvantage often have a comparatively high record of injury accidents to children and vulnerable road users; schemes are therefore frequently located in these areas.
- 4.6 Safer road crossings are provided for the benefit of pedestrians. These range from refuges to zebra, Puffin and Toucan crossings.
- 4.7 Individual remedies are designed for sites with a high record of accidents. Physical changes are often necessary but in some locations it may be sufficient to improve the signs and road markings.

- 4.8 A list of the schemes constructed in Lancaster District is included at the end of this document. It includes the numbers of road accidents at each site in the 3 years before and after the works.
- 4.9 The County Council funds an annual programme of 20mph zones from the Integrated Transport settlement. These schemes are focused on schools and are designed to provide safer conditions for pupils walking and cycling to school.
- 4.10 20 mph zones also provide wider benefits in the neighbourhood. Lower traffic speeds make travel safer for all vulnerable road users and also contribute to an improved environment for residents.
- 4.11 The County Council in partnership with District Councils implements an annual programme of street-lighting schemes to increase personal safety as well as the security of property. 31 schemes have been implemented in Lancaster District since 2003.
- 4.12 The planning conditions placed upon this application include in Condition 14f for the scheme to be the subject of Stage One and Two safety audits.
- 4.13 The proposed Heysham to M6 Link is forecast to make significant improvements to road safety and an ongoing programme of local safety improvements, as described in 4.2 to 4.8 above, supports this. Therefore in my opinion the proposals comply with Section 29 of PPG13.

5. CYCLING AND WALKING.

5.1 A detailed survey in 2006 indicated that 30% of journeys in Lancaster are walking trips which is a very high proportion. Cycling accounts for 2% of all trips made.

5.2 Lancashire County Council and Lancaster City Council have worked in partnership over many years to develop a widespread network of shared foot and cycleways in Lancaster, Morecambe and Heysham.

5.3 From 2000 to 2005 the County and District Council delivered significant improvements in walking and cycle infrastructure with investment as follows:

Local Transport Plan	£1,125,000
European funds	£375,000
Remade in Lancashire	£300,000
Grants	£500,000
Millennium Commission	£2,000,000
On Street Parking Revenue	£900,000

5.4 The Millennium Fund supported the construction of the Millennium Bridge as part of the Millennium Park project which provides the focus for the network. The network of cycle and pedestrian routes in the Lancaster/Morecambe/Heysham area has taken advantage of the former railway lines from Lancaster to Morecambe and Glasson and up the Lune valley to Caton.

- 5.5 Cycling to work in Lancaster was recorded as 3.8% in the 2001 census compared with a national average of 2.8%. Monitoring of cycle routes in the district indicates that cycling is increasing.
- 5.6 In the period from 2001 to 2005 there has been an increase in the length of off-road cycle paths from 25km to 50km. 7km of cycle path have been upgraded from a stone to tarmac surface. In 2007/08 a further 15km will be added with the opening of Morecambe promenade to cycling. The National Cycle Network passes through Lancaster.
- 5.7 Between 2002 and 2005 cycle use in Lancaster increased by 19% based on six automatic counter sites in the area. Further, this substantial increase has been achieved without an accompanying increase in cycle casualties. This commitment to cycling has led to the selection, by the Department for Transport, of Lancaster as one of six Cycling Demonstration Towns.
- 5.8 The Cycling Demonstration Town aims to increase the level of cycling, using funds to make the environment more cyclist friendly, to offer safety training and to encourage take up through extensive promotion. The Government has provided £500,000 per year for three years which will be spent on a range of measures including filling in missing links in the district's cyclepath network, better signage, training in bike confidence and cycle maintenance and better promotion of cycling. To support the project Lancaster has a Sustrans 'Bike It' officer to promote cycling to school.

- 5.9 In 2006 Consultant Mayer Brown was commissioned by Lancaster City Council to provide a cycle strategy for Lancaster city centre. The study has provided an evidence based cycle strategy to enable appropriate investment in cycle facilities and encourage cycle use to, and through, the City Centre. This will support the Cycling Demonstration Town project up to 2008, and provide a strategy for future investment beyond this date.
- 5.10 The Economic Development Zone has its own Cycling and Walking programme which aims to improve the District's network of cycling and pedestrian routes by improving links between areas of need and key employment sites.
- 5.11 An assessment of the effects of the Heysham to M6 Link on pedestrians and others has been carried out following the guidance provided in the Design Manual for Roads and Bridges (DMRB), Volume 11: Environmental Assessment, Section 3, Part 8.
- 5.12 The assessment concluded, "Although the route does sever existing non-vehicular corridors these will all be maintained. Additionally, a new unbroken cycle/pedestrian route will be provided along the majority of the route, adding a new link to the local network between the Morecambe Cycleway and the Lune Millennium Cycleway. A new bridleway will run from Green Lane to Halton Road. Good connections to existing routes should attract both commuter and recreational use. The removal of significant levels of traffic, and

particularly rat-running traffic, from inappropriate roads will also lead to improved conditions for pedestrians, cyclists and equestrians.”

- 5.13 An unbroken cyclist and pedestrian route will be provided along almost the entire length of the scheme. This will consist of a segregated cycleway/footway between Scale Hall Junction and B5321 Lancaster Road and a combined cycleway/footway from B5321 Lancaster Road to Croskells Junction. Additionally, there are connections from the cycleway/footway to B5321 Lancaster Road, A6 Lancaster Road, Green Lane, Halton Road and the Lune Valley Ramble Cycleway/Footway.
- 5.14 A bridleway will also be provided, running on the south side of the proposed scheme between Green Lane and Halton Road (west of the M6). Bridleways are specifically designed to meet the needs of horses and riders but they are available to walkers and cyclists too.
- 5.15 Non-vehicular movements at all signal controlled junctions will be provided for within the traffic signal phasing. The provision of a full height road bridge on B5321 Lancaster Road will maintain the existing non-vehicular routes along that carriageway. Cycle lanes will be provided along A6 Lancaster Road north and south diversions. All the existing footpaths affected by the scheme are to be maintained.
- 5.16 A key part of the study commissioned by the Lancaster and Morecambe Vision Board is the assessment of the potential to transfer roadspace to

alternative modes following the construction of the Heysham to M6 Link Road. Where the scheme reduces traffic flows and the proportion of HGVs, reallocation of roadspace to cycling and walking can be considered. Potential roads include Coastal Road A5105 and Torrisholme Road B5321. Traffic flows on minor roads, particularly on the east side of Lancaster, will also benefit from reduced flows, making them more suitable as routes for cycling and walking.

- 5.17 In my opinion the walking and cycle provision associated with the proposed Link Road will increase walking and cycling opportunities in the area and, with the extensive programme of walking and cycling improvements being delivered by the County and City Councils, this will provide a firm foundation for growth in walking and cycling in accordance with the guidance of PPG13.

6. BUS SERVICES.

- 6.1 Buses are the main form of public transport in Lancaster and the services have been substantially improved in recent years through Quality Bus Partnerships on key routes. Buses in Lancaster District currently provide over 7 million passenger journeys per year. From 2003 to 2004, passenger numbers grew by 12% on the Lancaster and Morecambe network. This was the 10th highest level of growth for a bus network in England.
- 6.2 A Partnership of the District and County Councils delivered a new bus station for Lancaster in 2001 at a cost of £1.6 million. The bus station is staffed and includes CCTV security, a shop and tourist and travel information and electronic departure displays.

6.3 Quality Bus schemes aim to make the bus a more attractive, accessible and competitive mode of travel by providing a safer and more comfortable waiting environment, more reliable services and up-to-date travel information.

6.4 Quality Bus Schemes are essentially a "package" of interlinked measures to improve access to and increase patronage levels on services. Measures implemented in Lancaster include:

- New bus shelters with customised timetable information, seating and lighting.
- The use of new high quality, low floor buses with no boarding or alighting steps.
- Repositioning bus stops where appropriate
- Traffic Regulation Orders and clear road markings to ensure bus stops are not blocked by parked cars.

6.5 A partnership of the County Council, Lancaster City Council and the local bus operator has introduced Quality Bus services on routes 2, 2a, 3 and 4. These routes serve the principal transport corridor from Heysham to Lancaster University via Morecambe and Lancaster City Centre.

6.6 Bus priority measures have been introduced including:

- A 1.2 km bus lane towards Lancaster along Morecambe Road
- Bus priority at traffic signals at Morecambe Road Owen Road A6 junction
- An inbound bus lane on Parliament Street avoiding the Kingsway Gyratory System
- A bus gate to give priority to buses joining the busy A6 north of the City

- Selective vehicle detection at junctions to provide priority for buses
- Buses-only on some City Centre streets
- Ashford Road bus-only link for new housing development
- A rising bollard bus gate into Salt Ayre Sports Centre.

6.7 The Heysham to M6 Link will reduce traffic levels on a number of key routes which will open up further opportunities to develop bus priority in Lancaster. These include the potential to reallocate roadspace to buses on Greyhound Bridge to improve services from Lancaster to Morecambe and on Caton Road to serve the proposed Park & Ride site.

6.8 Bus services in Lancaster have seen ongoing improvements over recent years with the new bus station, Quality Bus Partnerships and bus priority measures. Improvements will continue in parallel with the development of the link road and will build upon the changes in traffic flows brought about by the bypass to deliver further improvements to services. Therefore in my opinion the proposed link road will enable the continued improvement of accessibility to jobs, shopping, leisure facilities and services by public transport.

7. RAIL SERVICES.

7.1 Lancaster is very well served by trains. Passengers can catch direct trains on lines running from London to Glasgow, from Barrow and Windermere to Manchester Airport and from Morecambe to Leeds.

7.2 Journeys from and to Lancaster Station have increased by 22% from 2001/02 to 2005/06 with over 1.5 million journeys through arriving or departing from

Lancaster Station in 2005/06. The upgrade of the 401 mile West Coast Main Line will cost £8.6 billion. It allows new Pendolino trains to run at 125mph, reducing journey times. There are hourly daytime services to London on weekdays with many journeys now under three hours.

- 7.3 Trans Pennine Express runs an hourly service with new rolling stock to Manchester and Manchester Airport. Trans Pennine Express also provides an hourly service from Lancaster to Windermere and together with Northern Rail an hourly service from Lancaster to Barrow.
- 7.4 Northern Rail runs services from Morecambe, via Lancaster to Leeds with five trains each way on week days. Northern Rail also provides an hourly service between Lancaster and Morecambe calling at Bare Lane station, serving commuters, scholars, shoppers and people travelling on by main line services.
- 7.5 A passenger service to Heysham Port operates two trains per day on weekdays to coincide with the midday ferry sailing. This service carries over 5,000 passengers per year.
- 7.6 The County Council has introduced a number of measures to improve links to railway stations to provide better integration of services. These include:
- The Carnforth Connect bus service links rural areas directly to train services at Carnforth station
 - The Silverdale Shuttle runs between Silverdale village and Silverdale station
 - Bus routes link the University and the bus station with the railway station

- A new cycle path links Lancaster station to the main cycleway network.

7.7 In my opinion Lancaster is well served by rail services and whilst the County Council will continue to seek improvements in rail services these will not significantly change the need for improved road access to the Morecambe/Heysham peninsula.

8. PARK & RIDE.

8.1 Following consideration of a number of options the County Council has selected a proposed site for a Park & Ride operation to serve Lancaster. The site is adjacent to the proposed M6 Junction 34 and would utilise land between the proposed northbound off slip road and the motorway. The proposal is the subject of a separate planning application.

8.2 A number of important factors and techniques were included in the selection process in determining the M6 Junction 34 Park & Ride site. These include:

- Adjacent to a major city centre bound highway corridor.
- Close to national highway network.
- Ease of access/egress.
- Outside congested area to maximise the potential advantage of bus priority measures.
- In keeping with surrounding land usage.
- Positive impact on existing congestion.
- Suitable for Park & Cycle.
- Ease of access into city centre by Public Transport.

- 8.3 The Park & Ride facility with approximately 630 spaces located near Junction 34 of the M6 will provide benefits for the City Centre transport network during the peak periods, off peak periods and at the weekend.
- 8.4 This facility will be a high quality design suitably located. It will assist in reducing traffic levels in the city centre whilst providing quality bus based access, and consequentially improving Lancaster's attractiveness and enhancing the economic viability of the historic city centre.
- 8.5 The Park & Ride operation is aimed at motorists heading for the centre of Lancaster. The site will be open 7:00am to 7:00pm, Monday to Saturday, with a bus service frequency of 8 minutes during peak times. This site will attract private cars predominately from the motorway network using Junction 34 but also traffic from the A683 east of the motorway which serves an extensive rural area.
- 8.6 Park & Ride prices will be pitched at a level below city centre parking rates to ensure it is attractive to motorists. As the site is approximately 3km from the centre of the City and close to an attractive cycle route along the River Lune, cycling may be a realistic alternative to the private car. It is proposed that cycles and secure cycle storage will be made available to support cycling from the site.

8.7 The County Council has had positive discussions with the Department for Transport regarding the proposed Park and Ride and this is now included as part of the major scheme bid to enable it to be constructed concurrently with the highway proposal. The potential for further Park & Ride sites will be considered as part of the transport study commissioned by the Lancaster Vision Board and the County Council.

8.8 In my opinion the proposed Park & Ride will provide added value to the highway proposals by further reducing traffic travelling into the City and by contributing to improvements in air quality in the City, both of which are consistent with the guidance of PPG13.

9. TRAVEL PLANNING.

9.1 The County and City Councils have implemented extensive programmes of travel planning to encourage modal shift particularly on short local journeys and journeys into the City Centre which are generally appropriate for public transport, cycling or walking.

9.2 The travel plan programme comprises:

- School Travel Plans to promote walking and cycling on journeys to school.
- Travel plans for businesses to reduce car journeys for journeys to work and on business.
- Personalised Travel Planning - an extensive programme providing relevant travel information to 25,000 households in Lancaster and Morecambe during 2006 and 2007.

- 9.3 A School Travel Plan is a document produced and supported by the whole school community. Its purpose is to promote active travel and reduce the number of car trips made to a school or group of schools. It sets out a package of practical measures or initiatives for improving children's safety on the school journey and encourages pupils, their parents and staff to walk or cycle to school.
- 9.4 Lancashire County Council has a School Travel team which is supported by the DfES. It is working with schools in Lancaster to draw up School Travel Plans and Safer Routes to School. A Development Grant is available to help schools prepare their plans. Further funds, School Travel Capital Grants, are payable to schools who receive approval for their plans. These amount to £3,750 plus £5 per pupil for Primary Schools and £5,000 plus £5 per pupil for Secondary Schools.
- 9.5 Progress in Lancaster has been enhanced through additional funding from the City Council and 64% of schools in Lancaster now have travel plans in place compared with a County average of 40%.
- 9.6 Lancashire's School Travel team has worked with schools to promote walking and cycling on the journey to school, to reduce traffic at peak hours and to offer children daily exercise. Their work with the Primary Care Trust has contributed to the award of Beacon Council for Healthy Schools. Lancaster City Council has also worked with the PCT to introduce a programme of Health Walks and Cycle Rides along Morecambe promenade.

- 9.7 The County Council has an annual programme of schemes to provide Safer Routes to School. Measures might include the construction of a road crossing or a missing length of footway. Through Sustrans, the DfT has provided further funds for a programme of Links to School for cyclists and pedestrians which has funded schemes in Lancaster and Carnforth.
- 9.8 Business or Green Travel Plans are a requirement for all significant new development. Policy T17 of the Local Plan states:
“development proposals likely to generate large numbers of daily journeys, including the significant expansion of existing trip generators, must be accompanied by a green travel plan. Where the developer is unwilling to meet reasonable targets for minimising the proportion of journeys made to the site by car, development will not be permitted.” The Lancashire County Council Business Travel team is working with major employers to introduce Business Travel Plans.
- 9.9 A Business Travel Plan provides a list of initiatives to reduce dependence upon the car for travel to work and business use. A plan can offer an economic alternative to a company car park. It can apply to a single employer or a group of businesses in an employment area.
- 9.10 A plan can reduce the need to travel by encouraging home working and video-conferencing. Initiatives at work can include loans to purchase bicycles and season tickets for buses and trains as well as car sharing schemes. A plan

can take working hours into account and consider transport for staff who work anti-social hours. Active employers include Lancaster University, St Martin's College (University of Cumbria), Royal Lancaster Infirmary, Total Fitness and, on White Lund Industrial Estate, Cannon Hygiene.

- 9.11 The Economic Development Zone Employment (EDZ) Access Plan project is funded through the European Regional Development Fund (ERDF) and Lancashire County Council, and is a core component of the EDZ strategy. The project aims to facilitate links between businesses within the EDZ and Communities in need in order to maximise access to new employment opportunities by local residents and to ensure access to quality sustainable transport.
- 9.12 In August 2006, Lancaster City Council appointed a Workplace Cycling Officer to work with businesses to encourage more staff to cycle to work as part of the Cycling Demonstration Town project.
- 9.13 Lancashire County Council has commissioned the largest Personalised Travel Planning exercise in the country in 2006/2007 and this includes providing detailed travel information to 25,000 homes in Lancaster and Morecambe.
- 9.14 Sustrans, the market leaders in Personalised Travel Planning, were selected to implement the project. Sustrans have a proven record in delivering Personalised Travel Planning under the Travelsmart brand name and have achieved significant modal shift on local journeys in other parts of the UK.

9.15 TravelSmart makes contact with households to identify those most likely to reduce their car use. It then provides them with personalised information on alternative modes, together with incentives to try them out. Information includes bus timetables and walking and cycling maps. The success of the scheme is monitored in separate surveys, passenger counts and other measures as appropriate.

9.16 Lancaster's TravelSmart project is in progress and results are not yet available. Results from previous TravelSmart projects have been very successful in reducing the number of trips people make by car. The Department has recently announced the following results for Transport for a number of towns where they have funded similar projects:

Darlington	11% reduction in car journeys.
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Peterborough	13% reduction in car journeys.
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Worcester	12 % reduction in car journeys.
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9.17 The first phase was implemented in the Torrisholme area in Autumn 2006 and is followed by Lancaster in Spring 2007 and will cover Morecambe and Heysham in Autumn 2007.

9.18 Lancashire County Council is committed to an ongoing programme of Travel Planning in Lancaster and Morecambe to encourage the best use of the sustainable travel modes available in the district, consistent with the guidance of PPG13.

10. TRAFFIC MANAGEMENT.

- 10.1 The main highway network in and around Lancaster is one of the most congested in Lancashire. The introduction of a number of traffic management schemes (the one-way system in the 1970s and Urban Traffic Control (UTC) in the 1980s) has provided a degree of stability. The County Council has introduced UTC to coordinate the operation of the signals in the City.
- 10.2 The UTC for Lancaster operates using a system known as SCOOT. Typically, SCOOT reduces traffic delay by 20% in urban areas. The SCOOT system aims to minimise delays to the majority of traffic, however in the Lancaster system there is a preferential weighting in favour of the gyratory links. In total 10 junctions and 6 pedestrian crossings are either controlled or monitored using SCOOT. The critical junctions for each region are China Street/Meeting House Lane, Dalton Square and Parliament/Back Station Road. SCOOT operates between 7:30 am and 11:30pm.
- 10.3 Proposals for future development of traffic management in Lancaster include the installation of new on-street signal controllers. Car Park Guidance systems will count vehicles in and out of city centre car parks and the number of available spaces would be displayed on electronic Variable Message Signs to reduce the number of drivers searching for places.
- 10.4 Automatic Number Plate Recognition cameras will monitor the journey time for vehicles from the edge of the city to the centre and then leaving the city.

Variable Message Signs will display journey time information to warn motorists of any incidents that may cause problems or delays on roads in Lancaster.

10.5 The Quality Bus route through the city centre operates with selective vehicle detection at junctions, using transponders. The system gives priority to buses approaching the traffic signals by extending the green time for the bus to pass or recalling the green phase for that approach more rapidly. The SCOOT system is used to control the extent of priority given to the buses.

10.6 In my opinion the traffic control systems makes the best use of the existing transport infrastructure to minimise congestion whilst providing priority for public transport in line with the guidance of PPG13.

11. CAR PARKING IN LANCASTER AND MORECAMBE.

11.1 Lancaster's Local Plan policies for parking are based on the need to provide sufficient parking to meet the economic needs of the centre and to progressively reduce all day parking for people working in the centre as measures such as bus priority and edge of centre parking are introduced.

These policies are in line with Lancashire County Council's policies as set out in the Structure Plan. These propose that there shall be no overall increase in car parking levels in major centres such as Lancaster and that provision should progressively switch from long to short-stay parking. Policy T13 of the Local Plan states that;

“proposals for additional shopper/visitor car parking will only be allowed where this is accompanied by an equivalent reduction in the all day commuter

parking” and “car parking in central Lancaster will be managed. Encourage short-stay shopper and visitor car parking and reduce the use of such parking by commuters.”

- 11.2 In June 1997 Lancashire County Council adopted new parking standards for the County. The standards were revised to bring them into line with the policies of the new Structure Plan and to better reflect current Government guidance. The standards differ from previous versions in that they set maximum amounts of parking that may be permitted to accompany development rather than setting minimum targets.
- 11.3 The new targets encourage lower provision in centres such as Lancaster whilst still acknowledging that seaside resorts like Morecambe have differing requirements. Of particular importance is the fact that the new standards formally recognise that it is legitimate to negotiate contributions from developers instead of requiring car parking to be provided. These contributions can be used to fund initiatives such as better public transport, improvements to city centre car parks or other city centre enhancements.
- 11.4 Within the Lancaster Central Parking Area, allowing additional non-residential car parking would run counter to the aim of discouraging car use by commuters. Within this area, the Council will not permit proposals which include staff parking and will instead negotiate a contribution towards the Council's transport and city centre improvement proposals described elsewhere in the Local Plan. This requirement will only be relaxed in

exceptional circumstances where the applicant can demonstrate an overriding need for car parking such as for the use of a disabled person.

- 11.5 Car parking in Lancaster and Morecambe has been organised to discourage long-stay parking by commuters and to promote short-term parking for visitors to the City and Town Centres. Off-street car parks close to the centres have been designated short-term car parks, those further out as long-term. In Lancaster City the County Council operates on-street parking with charges set higher than the off-street charges.
- 11.6 Residents Parking Schemes are used to discourage commuter parking in residential areas. They can improve road safety for vulnerable road users by reducing the number of journeys in residential areas and provide a higher standard of environment by reducing the number of cars parked in residential areas.
- 11.7 The Lancaster Parksafes car park is one of only 2 car parks in the Country offering Guaranteed Security. Parksafes' security system won a special award in the British Parking Awards 2002 and includes the following features:
- staffed control room.
 - help points throughout the car park.
 - restricted pedestrian access.
 - 187 CCTV cameras monitoring all activity in the car park.
 - bay sensors in every parking bay detecting any movement of vehicles.

11.8 The County Council is responsible for on-street parking in Lancaster, whilst Lancaster City Council operates off-street parking. Enforcement is undertaken jointly through the ParkWise organisation.

11.9 Motor cycles are exempt from Pay & Display charges and secure motorcycle parking facilities are available at a number of locations within the district.

11.10 The cost of parking in Lancaster is compared with neighbours Kendal and Preston in the table below.

Parking	Lancaster	Kendal	Preston
Short stay	St Nicholas Arcades	Dowkers Lane	Bus Station
Up to 1 hours	£0.90	£0.90	£1.00
Up to 2 hours	£1.60	£1.70	£1.30
Up to 3 hours	£2.40	£2.50	£2.00

Long stay	Dallas Road	Library Road	Avenham Street
Up to 1 hour	£0.90		£1.00
Up to 3 hours	£2.00	£2.50	£2.00
Up to 5 hours	£3.50	£3.60	£4.00
Over 5 hours	£6.00	£5.00	£4.00

On-street	Dalton Square		Winckley Square
Up to 30 mins	£0.50		£0.40
Up to 1 hour	£1.00		£0.80

Park & Ride			Capitol Centre
Before 9.30			£1.70
After 9.30			£1.00

11.11 The cost of short stay parking in Lancaster is broadly comparable to Kendal and Preston. Long stay parking for over 5 hours is more expensive in Lancaster than both Kendal and Preston. On-street parking is more expensive in Lancaster than Preston.

11.12 Therefore in my opinion the car parking charges are being set to actively discourage car commuting and encourage the use of alternatives to the private car, which is consistent with the guidance of PPG13.

12. CONCLUSIONS.

12.1 This evidence has shown that the proposed highway will give improved access to an area that has a resident population of 72,000 people. This area currently has extremely poor highway access to South and East with all movement via the two historic bridges in Lancaster. It has shown how the extensive industrial areas attract large volumes of Heavy Goods Vehicles which require a modern standard of route to connect to the National Highway Network.

12.2 This proof of evidence has looked at the options for rail freight to serve the Port of Heysham and shown that whilst there is potential to develop rail freight to the port this would not significantly reduce the numbers of vehicles accessing the port.

12.3 The proposed Heysham to M6 Link forms part of a wider transport policy which is in accordance with the guidance of PPG13. The complementary measures form part of an ongoing programme of works. The programme applies the latest techniques in transport management to provide a sustainable balance of environmental, social and economic benefits. The construction of the Heysham to M6 Link will permit the addition of schemes

specifically designed to reallocate roadspace in Lancaster to walking, cycling and public transport. Measures include:

- A programme of local safety schemes targeted to reduce road casualties.
- A programme of 20 mph zones to reduce the impacts of traffic in residential areas.
- Provision of new routes for cycling and walking and extensive promotion of active travel.
- Improved public transport through Quality Bus Partnerships on the key routes.
- Provision of bus lanes and bus priority.
- Improvements to rail services.
- Proposals for Park & Ride.
- Development of School Travel Plans.
- Promotion of Business travel planning.
- Personalised Travel Planning offered to households in the urban areas.
- The use of signal control technology to minimise traffic delays whilst giving priority to public transport.
- Parking management.

12.4 This proof of evidence has shown how the County Council and City Council are working with the Lancaster Morecambe Vision Board to develop the transport proposals for the next 20 to 30 years that will maximise the benefits of the Heysham to M6 Link by developing the opportunities to provide better public transport and improved cycling and walking infrastructure.

12.5 In my opinion the County Council has a range of policies and programmes for transport that will ensure that the core principles of PPG13 are delivered in Lancaster District and the ongoing work with Lancaster Vision Board will ensure that the Heysham to M6 Link forms part of an integrated transport solution for the whole of the district.

Ref	Local Safety Schemes in Lancaster	Cost	Completed	PIA Before	PIA After
Completed Schemes					
1.113	Vale Area /Barley Cop Lane, Lancaster. Traffic calming measures.	52,000	Jul-03	17	11
1.130	Common Garden Street Lancaster, Road Humps	5,550	Mar-00	1	1
1.135	Main Street/ Owen Road/ Aldrens Lane/Pinfold Lane, Skerton. Traffic calming measures.	8,000	Jun-00	6	5
1.146	Ryelands Estate, Lancaster. Traffic calming measures.	10,000	Jun-00	4	4
1.155	Acre Moss Lane and West End Road, Morecambe. Traffic calming measures.	10,000	Mar-02	22	20
1.170	A6, Lancaster Road/ Longfield Drive, Carnforth. Provision of cycle lane across junction and improved signing.	7,000	Mar-00	5	3
1.171	Mill Lane, Warton. Lancaster. Provision of VISIP measures.	15,000	Mar-00	3	2
1.172	B5321, Lancaster Road, Morecambe. Provision of traffic calming measures from the railway to Christie Avenue.	51,000	Jul-02	19	18
1.173	C474, Bowerham Road, Lancaster. Traffic calming measures from Pointer roundabout to Barton Road.	45,000	Oct-05		
1.174	A589, Heysham Road, Morecambe. Traffic calming measures from Furness Road to Sefton Road.	28,000	Dec-03	4	6
1.176	Market Street/ Meeting House Lane, Lancaster. Provision of pedestrian crossing facility.	12,000	Sep-03	6	1
1.177	A6, Greaves Road, Lancaster. Provision of build outs from Pointer Roundabout to Fern Bank.	20,000	Jun-00	16	11
1.178	A588, Ashton Road, Lancaster. Provision of VISIP measures.	13,000	Dec-00	5	3
1.179	A683, Crook O' Lune, Quernmore. Provision of signing and lining around double bend.	4,600	May-00	5	6
1.181	A589, Morecambe Road, Morecambe. Safety measures from Shrimp Island Roundabout to Longton Drive.	15,000	Oct-03	6	4
1.184	A588, Lancaster Road, Cockerham to Conder Green. Improvements to signing and lining.	15,000	Apr-05		
1.188	East Road/ Quernmore Road/ Wyresdale Road, Lancaster. Improvement of signing and pedestrian facilities.	10,000	Feb-03	15	4
1.190	Fairfield Road, Morecambe. Improvements to signing and lining.	10,000	Feb-06		
1.199	Halton Village, Gateway treatment and improved pedestrian facilities.	30,000	Feb-05		
1.205	Altham Road, Morecambe	18,555	Nov-05		
1.212	A5105 Coastal Road, Hest Bank. Pedestrian refuge, signs and markings.	25,000	Sep-06		
New Schemes					
1.191	A683 Morecambe Road, Lancaster. Toucan Crossing, signs and road markings	90,000			
1.197	Westbourne Road, Lancaster, New mini-roundabout	23,000			
1.198	West End Area. Morecambe. Traffic calming measures and 20mph zone.	190,000			
1.208	A683 Tunstall to Over Burrow, Signs and road markings.	18,000			
1.210	B5273 Oxcliffe Road, Morecambe. Signs and road markings.	20,000			
1.211	A683 Hornby to Greta Bridge, Signs and road markings.	50,000			