

REPORT FROM: NEIGHBOURHOOD SERVICES MANAGER

TO: SPEICAL BUDGET EXECUTIVE

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PROPOSALS FOR THE CREATION OF A MAJOR ROAD NETWORK

PURPOSE OF REPORT

To advise members of a new Department for Transport consultation document and to suggest a consultation response.

RECOMMENDATIONS

- (1) That the report be noted.
- (2) That the Indicative Major Road Network be supported.
- (3) That the Department for Transport (DfT) be urged to consider implementation of the Colne and A56 bypass schemes at the earliest opportunity.
- (4) That Lancashire County Council be requested to endorse Recommendations (2) and (3) and respond to the DfT accordingly.
- (5) That the Chief Executive be authorised to formulate a detailed consultation response to the DfT in conjunction with the Leader of the Council and the Executive member for Neighbourhood Services.

REASONS FOR RECOMMENDATIONS

- (1) To advise the Executive of this new consultation document and its purpose.
- (2) To suggest a consultation response.

THE STRATEGIC ROAD NETWORK (SRN)

1. Highways England is currently in the middle of the first Road Period (RP) 2015–20.

(NB: This is similar to Network Rail's Control Period (CP) approach to investment – currently in CP5 2014–19.)

2. RP1 is to deliver a £15.2 billion programme designed to increase capacity, transform connectivity and improve the condition of the network.
3. Highways England was established by the Government to operate, maintain and enhance the SRN in the interests of its customers and stakeholders. This role not only includes day-to-day management of the SRN but also maintaining and extending the life of its many different elements and creating a positive impact on the surrounding communities and environment.
4. The SRN is shown in Appendix 1.
5. The gap between East Lancashire and Yorkshire stands out.
6. The SRN, made up of the nation's motorways, toll roads and major A roads, is arguably the largest and single most important piece of infrastructure in the country. This network enables more journeys than ever before – more safely, more efficiently, and bringing more benefit to its customers and the nation's economy.
7. While at 4,400 miles it may only make up 2 per cent of the UK's roads, four million vehicles use the SRN every day and around a fifth of the population live within a mile of these roads. The network connects workers to work, people to places, towns to regions, and families together.
8. Pedestrians, cyclists, and horse riders also use the roads, whether as part of a journey, connecting to other transport, or safely crossing.
9. The SRN is also vital to the economy. Businesses rely on it to access their staff, suppliers, customers, and international markets. The SRN moves more freight than all other roads and transport modes combined. And wider sectors, such as logistics, retail, manufacturing, and construction, are reliant on our network to move materials and goods. The network's performance directly impacts on production costs, as well as the competitiveness and the attractiveness of England as a place to locate and invest.
10. Highways England's SRN Initial Report, reviewing progress in RP1 and suggesting priorities for RP2 (2020–2025) was published for consultation in December 2017 (the consultation closes on 7 February 2018).

There is nothing specific in the document regarding Pendle but the following are relevant extracts:

“Strategic Studies

In the first RIS, the government announced six strategic studies to investigate potential options to solve some of the most significant and complex challenges on the SRN, providing long-term solutions to capacity challenges and improving connectivity. Working with our partners in each region, we have been studying the problems at the six strategic study locations and have started to develop options for addressing the problems.

These ambitious studies have the potential to transform how we connect and the economic geography of the country. Given their scale, cost and the complexity of delivery, we advise that these should form a long-term programme of delivery over successive road periods.

Northern Trans-Pennine

East-west connectivity in the north of England is currently underutilised and has significant problems with journey time reliability, safety and a lack of alternative diversion routes. In our

development of the Northern Trans-Pennine Strategic Study, we have identified a range of potential options that can help improve Trans-Pennine connectivity and unlock economic growth in the north of England. Further work is being carried out to understand the full benefits and impacts of options and to develop an implementation strategy.

Other Studies

We have also undertaken two further studies working with Transport for the North.

North of England Wider Transport Connectivity Study

The vision for economic growth in the north of England relies on better transport connectivity to improve journey time reliability, journey quality and deliver shorter journeys. These elements contribute to strengthened labour markets and improved business efficiency therefore increasing productivity in the north of England. The Trans-Pennine Tunnel Study examined options for the construction of a new high performance road link between Manchester and Sheffield through a purpose-built tunnel.

The Wider Transport Connectivity Assessment (WTCA) has examined a range of interventions on the wider network to enhance a new Trans-Pennine connection. This would improve regional connectivity and create social and economic opportunity not only for Sheffield and Manchester but for the whole region, from Liverpool City Region in the west to Humberside in the east.”

Essentially, our response will focus on the gap in the SRN between East Lancashire and Yorkshire (see MRN later) and that the section of M65 in Pendle (east of Junction 9 at Burnley) should be a Highways England motorway.

THE LOCAL ROAD NETWORK (LRN)

11. This consists of 184,100 miles of road (98 per cent of the entire network).
12. Responsibility for these is split between 153 local highway authorities.
13. Local authorities are funded to maintain their local road networks with sustained grant funding and other incentive-driven competitive schemes totalling £6.2 billion between 2015 and 2021. This is chiefly made up of the **Highways Maintenance Fund** and the **Pothole Action Fund**. £1.55 billion has also been allocated over the same period for small local roads schemes from the **Integrated Transport Block**.
14. Additional funding streams have been created to provide support to the local road network:
 - The Department for Transport contributed £7 billion to the **Local Growth Fund** (LGF) to meet priorities set by Local Enterprise Partnerships (LEPs).
 - The **Large Local Majors Fund** was launched in 2016 and provides funding for capital schemes that are too large to be funded from the regular LGF allocations for LEPs. It supports road and non-road schemes such as tram extensions.
 - £244 million has been awarded to local authorities from the **National Productivity Investment Fund** to deliver small projects.
 - At Autumn Budget 2017, a £1.7 billion **Transforming Cities Fund** was created to boost intra-urban connectivity in the largest English cities.

PROPOSALS FOR THE CREATION OF A MAJOR ROUTE NETWORK (MRN) CONSULTATION DOCUMENT

15. The following is the Executive Summary from the document (December 2017) (the full document can be found at <https://tinyurl.com.ydx48kry>):

“Earlier this year, the Transport Investment Strategy was published. This set out how the Government is responding to today’s transport challenges through transport investment, delivering the Industrial Strategy, while putting the travelling public at the heart of transport decision-making.

As part of the Strategy, the Government committed to creating a Major Road Network (MRN) across England. This consultation outlines the Government’s proposals for this network and seeks views on its principles, the definition of the network, investment planning, and eligibility and investment assessment.

In creating this network, the Government has five central policy objectives. These are:

- **Reduction congestion** – alleviating local and regional congestion, reducing traffic jams and bottlenecks.
- **Support economic growth and rebalancing** – supporting the delivery of the Industrial Strategy, contributing to a positive economic impact that is felt across the regions.
- **Support housing delivery** – unlocking land for new housing developments.
- **Support all road users** – recognising the needs of all users, including cyclists, pedestrians and disabled people.
- **Support the Strategic Road Network (SRN)** – complementing and supporting the existing SRN by creating a more resilient road network in England.

Consultation Focus

This consultation seeks views on three major themes covering 16 questions: how to define the network; the investment planning process; and a set of eligibility and investment assessment criteria. In putting forward our proposals, we set out that the MRN will:

- Form a consistent, coherent network, alongside the SRN, to allow better coordination of road investment.
- Provide funding certainty to roads in the network through use of the National Roads Fund, and raise standards and performance across the new network.
- Provide clear roles for local and regional partners, who will support the Government to develop and deliver MRN schemes.

Defining the Network

The Government is proposing to shape the MRN using both an objective analytical basis, and local knowledge and requirements. To help respondents in providing their views, a map of an indicative MRN has been published as part of this consultation.

The consultation seeks views on the criteria being used to define the network. We propose:

- To use current traffic data as the starting point by which to identify those roads that should be considered for inclusion in the MRN.
- To use qualitative criteria in order to create a coherent and consistent network.
- To take into account evidence from local and regional partners concerning regional variations.
- To include, where appropriate, previously de-trunked roads.

(Members may recall that the A59 (Preston to Skipton) and A679 and A646 (M65 via Burnley to Halifax) used to be classed as trunk roads before being de-trunked in April 2014. The A56 (Nelson to Skipton) has never been a trunk road.)

- To review the MRN every five years in line with the existing Road Investment Strategy cycle.

Investment Planning

The Government is proposing roles for local, regional and national bodies to support long-term strategic thinking about the investment needs of the MRN. While Ministers will be the ultimate decision-makers for the MRN Programme, the Government will look to local and regional bodies to work together to develop and prioritise packages of interventions for consideration.

This consultation seeks views on the nature and scope of these roles and how the Investment Programme for the MAN is developed and refreshed. We propose that:

- Local authorities and Sub-national Transport Bodies (STBs, *eg Transport for the North – to be established in April 2018*), or regional groups will develop Regional Evidence Bases that will include an assessment of the network and identification of priority corridors.
- Regional Evidence Bases will inform the development of the MRN Investment Programme.
- The Investment Programme will be reported on periodically, with both the Investment Programme and Regional Evidence Bases updated every two years.
- There will be a role for Highways England to support local, regional and national bodies involved in the MRN Programme.

Eligibility and Investment Assessment Criteria

MRN funding should target significant interventions which offer transformative solutions to the most economically important local authority 'A' roads, as well as providing value for money for the taxpayer. These solutions will include, but are not limited to, bypasses, major renewal work, major junction improvements, use of technology and the widening of existing MRN roads.

This consultation seeks views on the following proposals:

- MRN schemes will only be considered if they seek funding in excess of £20 million, up to a maximum ceiling of £100 million, and are supported by a local contribution.
- The investment assessment criteria used to assess MRN schemes will be based on the MRN objectives:
 - Reduce congestion;
 - Support economic growth and regional rebalancing;
 - Support housing delivery;
 - Support all road users; and
 - Support the SRN.”

(The consultation closes on 19 March 2018.)

MRN CORE PRINCIPLES

16. **Increased Certainty of Funding:** The creation of the MRN, and use of the National Roads Fund, needs to provide a long-term funding stream, secured across a number of years. This will enable investment planning and the creation of a MRN pipeline of investments, which over time will raise the standard and performance of the network.
17. **A Consistent Network:** The MRN must be consistent across England. To achieve this, it must be defined via a set of criteria and centrally agreed, with the final decision on inclusions resting with the Secretary of State. Its size must also ensure that an improvement in performance can be achieved across its entirety. Local and regional bodies will play a key part in developing and applying the criteria in their areas. This consultation, and the indicative network it sets out, is the first step in the engagement required to agree the MRN.
18. **A Coordinated Investment Programme:** Many of the regionally important roads that will form the MRN cross numerous local authority boundaries. This means that their management and prioritisation can vary across their length. MRN roads, whilst remaining the responsibility of local authorities, should benefit from a more coordinated programme of investments.
19. **Clear Local, Regional and National Roles:** Local authorities will remain responsible for the roads included in the MRN. However, to bring more joined-up focus on investment planning to these important roads we are setting out proposals as part of this consultation for how local, regional and national bodies will work together to deliver the MRN Programme.
20. **A Focus on Enhancement and Major Renewals:** MRN funding needs to bring about improvements in standards and performance across the network. Investments will therefore focus on enhancements or major renewal schemes. The day-to-day maintenance of the MRN will remain the responsibility of individual highways authorities with separate funding through existing arrangements. It is a guiding principle of the MRN that local highways maintenance funding should not be adversely affected by the creation of the MRN.
21. **Strengthening Links with the Strategic Road Network:** The RIS and MRN Programmes should not act in isolation. Both networks will play a key role in users’ journeys and users should expect a seamless transition between the two. In developing the MRN, we will need to

recognise its links with the SRN and ensure that the two programmes of investment are complementary. We expect regional bodies such as STBs to play a crucial part in ensuring that the two programmes are aligned.

THE INDICATIVE MAJOR ROAD NETWORK

22. This is shown in Appendix 2.

The proposal is to create a network of similar size to the SRN.

23. Appendix 3 shows the proposed (for consultation) MRN in more detail in and around Pendle.

PENDLE'S STRATEGIC TRANSPORT POLICIES

24. Pendle's Local Plan Part 1 Core Strategy 2011–2030 Policy ENV4 "Promoting Sustainable Travel" reads:

"The Council will support those strategic transport schemes as outlined in the most up-to-date versions of the Local Transport Plan and the East Lancashire Highways and Transport Masterplan. In addition, the Council will lobby for, and support the following strategic transport schemes:

- Provision of a strategic road link towards Yorkshire (the A56 villages bypass).
- Reinstatement of the Colne to Skipton railway line.

In supporting these schemes this policy will protect the route of the former Colne–Skipton railway for future transport use."

25. Minute 89 of the Council on 23 March 2017 reads:

"M65 Extension

It was moved by Councillor DM Whipp, seconded by Councillor DE Lord –

Council notes the resolutions of several councils on both sides of the Pennines, including Lancashire County Council, calling for a 'strategic motorway route' linking East Lancashire with West Yorkshire, with such a route often described as 'an extension of the M65.

Council notes that when such a proposal was previously tabled, it led to a quarter of a century of motorway blight in the Colne area and consequent decay, dereliction and demolition of properties along the route proposed at that time.

Council therefore resolves:

- (1) To oppose proposals for such a strategic motorway route through or around Colne.
- (2) To reaffirm support for local bypasses of Colne and communities along the A56 to relieve congestion within the foreseeable future; and
- (3) The re-opening of a twin track rail route connecting Colne with Skipton.

RESOLVED

Accordingly."

JOINT LANCASHIRE STRUCTURE PLAN 2001–2016

26. Paragraph 11.13 of the Examination in Public Report of the Panel in March 2004 reads:

“In conclusion, therefore, the Panel is satisfied that construction of the A56 Villages By-pass and reinstatement of the former Colne–Skipton railway line are not mutually exclusive, and that priorities are clear, namely that the by-pass will be constructed in the short-medium term, but that reinstatement of the railway is a long-term project. Furthermore, the policies and supporting text, as proposed to be changed, provide adequate protection for the former line to enable its future use to be properly assessed.”

M65 TO YORKSHIRE CORRIDOR STUDY

27. As part of the East Lancashire Highways and Transport Masterplan, Lancashire County Council commissioned their consultant (Jacobs) to carry out an M65 to Yorkshire Corridor Study. A major part of its remit was to investigate whether a bypass of Colne remains an appropriate solution to Colne’s congestion and East Lancashire’s connectivity problems.

28. The study’s shortlisted options are shown at Appendix 4.

A southern bypass of Colne was ruled out due to topographical difficulties.

Members may recall that the A56 Villages Bypass proposal (2000) also included a bypass of Thornton in Craven.

29. At the end of the study (2014), the favoured option emerged as the Brown Route – cost approximately £34m (± 40 per cent).

DISCUSSION AND CONCLUSIONS

30. The Rees Jeffreys report on funding “Roads for the Future” (2016) recognised the success of the “roads reform” of the SRN, drawing links between the effective regime for delivering successive five-year programmes of investment on the SRN and the opportunities a similar approach could bring for local authority “A” roads. The Rees Jeffreys report highlighted that:

- These roads need to cater for an even broader mix of users than the SRN, including small businesses, commuters, manufacturers, freight, leisure and tourism.
- Many of these regionally important roads cross numerous local authority boundaries. Their management can be inconsistent as different local authorities take different approaches to different stretches of the same road. They require more consistent and coordinated management than the rest of the LRN.
- As part of the LRN, these significant local authority “A” roads do not receive the benefits of long-term funding certainty and efficiencies provided by RIS. There would be benefits in considering an investment planning pipeline across this network of local authority “A” roads.
- The entire road network would work more effectively if a portion of the National Roads Fund (NRF) were to be dedicated for local authority major roads and well as the SRN. This would help close the funding gap between the two sets of roads.

31. There is a significant gap in the SRN between East Lancashire and Yorkshire (North and West).

32. The creation of a Major Road Network (sitting between the SRN and the LRN) seems like an eminently sensible idea.
33. The inclusion of the A56/A6068 between Pendle and Skipton is an ideal candidate for inclusion in this new network. However, this route needs improving.
34. The MRN consultation document lists types of schemes that will be eligible for funding. These include:
- **Bypasses** or other new alignments to alleviate congestion in villages and towns and make through journeys quicker, safer and more reliable. In these cases, MRN status would normally transfer from the old through route to the new bypass once complete. (Schemes for bypasses could also include measures to revive the old routes through town and village centres to benefit communities, for example through traffic calming and facilities for pedestrians and cyclists).
 - **Missing links** – new roads that link existing stretches of the MRN or SRN, for example a link between two radial routes on the edge of a town, or the final quadrant of a ring road that already circles three-quarters of a town or city.
35. The suggested MRN Investment Assessment proposes the following criteria:

Objective	Criteria
Reduce congestion	<ul style="list-style-type: none"> • Alleviate congestion • Environmental impacts <ul style="list-style-type: none"> ○ Improve air quality and biodiversity ○ Reduce noise and risk of flooding ○ Protect water quality, landscape and cultural heritage sites
Support economic growth and rebalancing	<ul style="list-style-type: none"> • Industrial strategy: support regional strategic goals to boost economic growth • Economic impact: improve ability to access new or existing employment sites • Trade and gateways impact: improve international connectivity, eg access to ports and airports
Support housing delivery	<ul style="list-style-type: none"> • Support the creation of new housing developments by improving access to future development sites and boosting suitable land capacity
Support all road users	<ul style="list-style-type: none"> • Deliver benefits for non-motorised users including cyclists, pedestrians and disabled people • Safety benefits: reduce the risk of deaths/serious injuries for all users of the MRN
Support the SRN	<ul style="list-style-type: none"> • Improve end-to-end journey times across both networks • Improve journey time reliability • Improve SRN resilience

36. A lot of work has been done already on potential schemes to improve the route from Colne to Skipton.
37. Furthermore, these schemes would seem to fit the MRN's proposed Investment Assessment and Eligibility Criteria.

38. Members will recall that Transport for the North is in the process of producing a Strategic (multi modal) Transport Plan (STP). This includes the Central Pennines east-west corridor (report to the Executive on 14 December 2017 refers). The STP draft for public consultation was launched in January 2018 (closing April 2018).

IMPLICATIONS

Policy: As set out in the report.

Financial: As set out in the report.

Legal: None arising directly from the report.

Risk Management: None arising directly from the report.

Health and Safety: Any transport infrastructure improvements will lead to improved air quality (in Colne and Barrowford in particular).

Sustainability: Pendle's Core Strategy Sustainable Transport Policy refers.

Community Safety: None arising directly from the report.

Equality and Diversity: None arising directly from the report.

APPENDICES

Appendix 1: Map of the Strategic Road Network.

Appendix 2: Map of the Indicative Major Road Network.

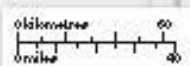
Appendix 3: Major Road Network in More Detail.

Appendix 4: M65 to Yorkshire Corridor Study Shortlisted Options.

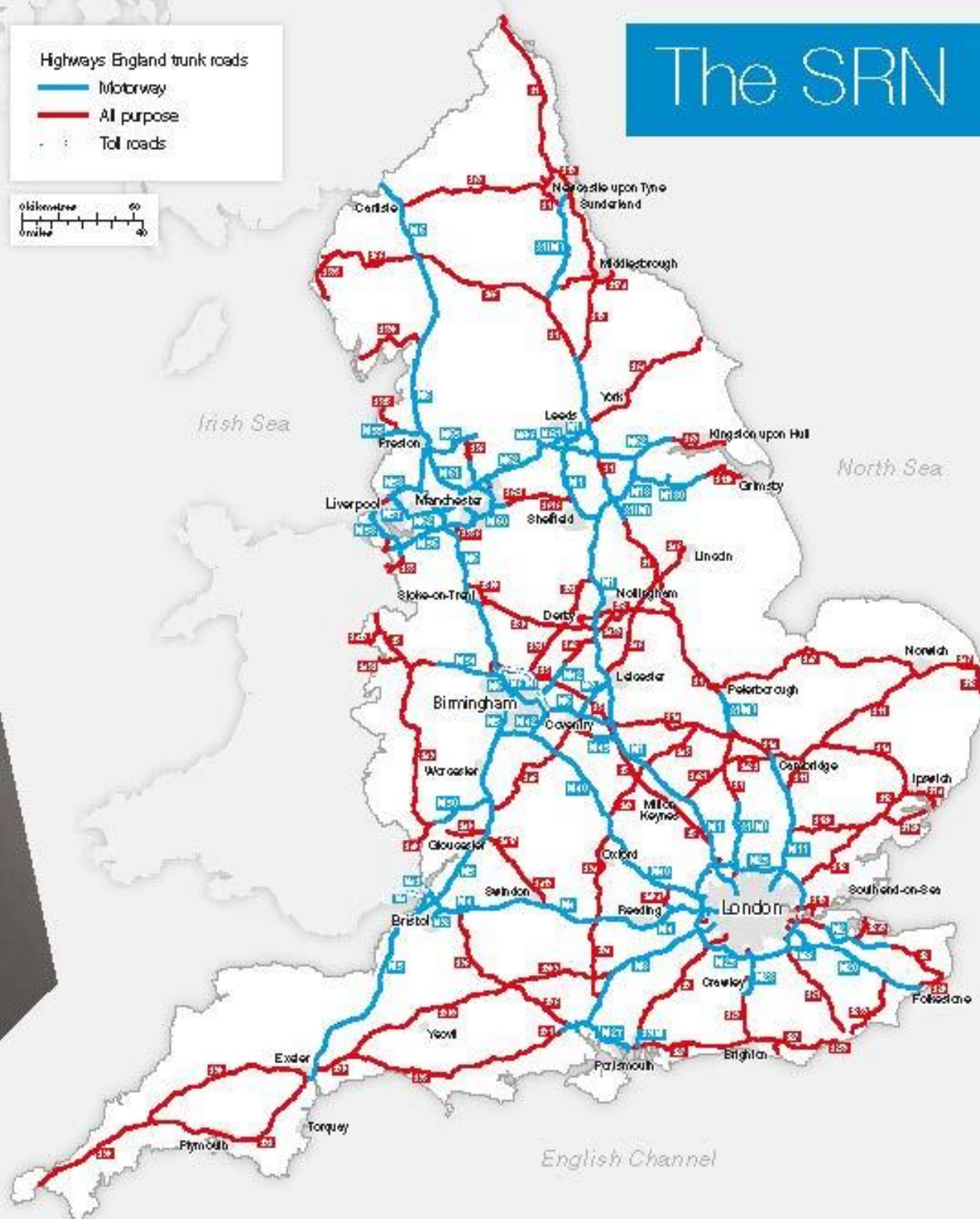
LIST OF BACKGROUND PAPERS

Highways England trunk roads

- Motorway
- All purpose
- - - Toll roads



The SRN



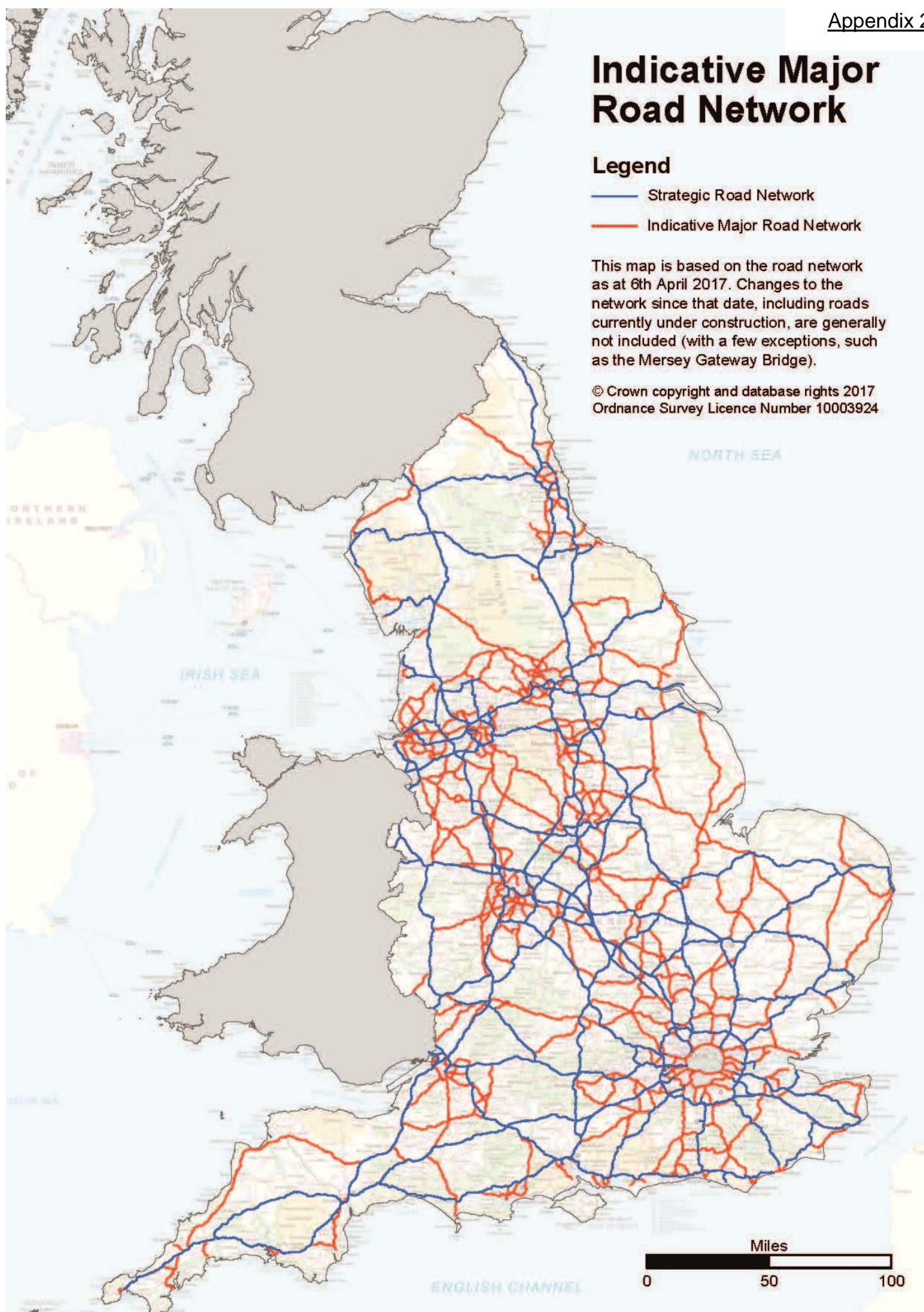
Indicative Major Road Network

Legend

- Strategic Road Network
- Indicative Major Road Network

This map is based on the road network as at 6th April 2017. Changes to the network since that date, including roads currently under construction, are generally not included (with a few exceptions, such as the Mersey Gateway Bridge).

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The Major Road Network

The [Transport investment strategy](#) sets out the government's priorities and approach for future transport investment decisions. The creation of a Major Road Network (MRN) across England is a key step in the delivery of the strategy.

The MRN will help:

- reduce congestion
- support economic growth and rebalancing
- support housing delivery
- support all road users
- support the Strategic Road Network

The MRN will also allow for dedicated funding from the National Roads Fund to be used to improve the middle tier of our busiest and most economically important local authority 'A' roads.

While this indicative map is representative of how we would expect a future MRN to look, it is important to stress that it is not the final proposal. Before finalising the MRN we will:

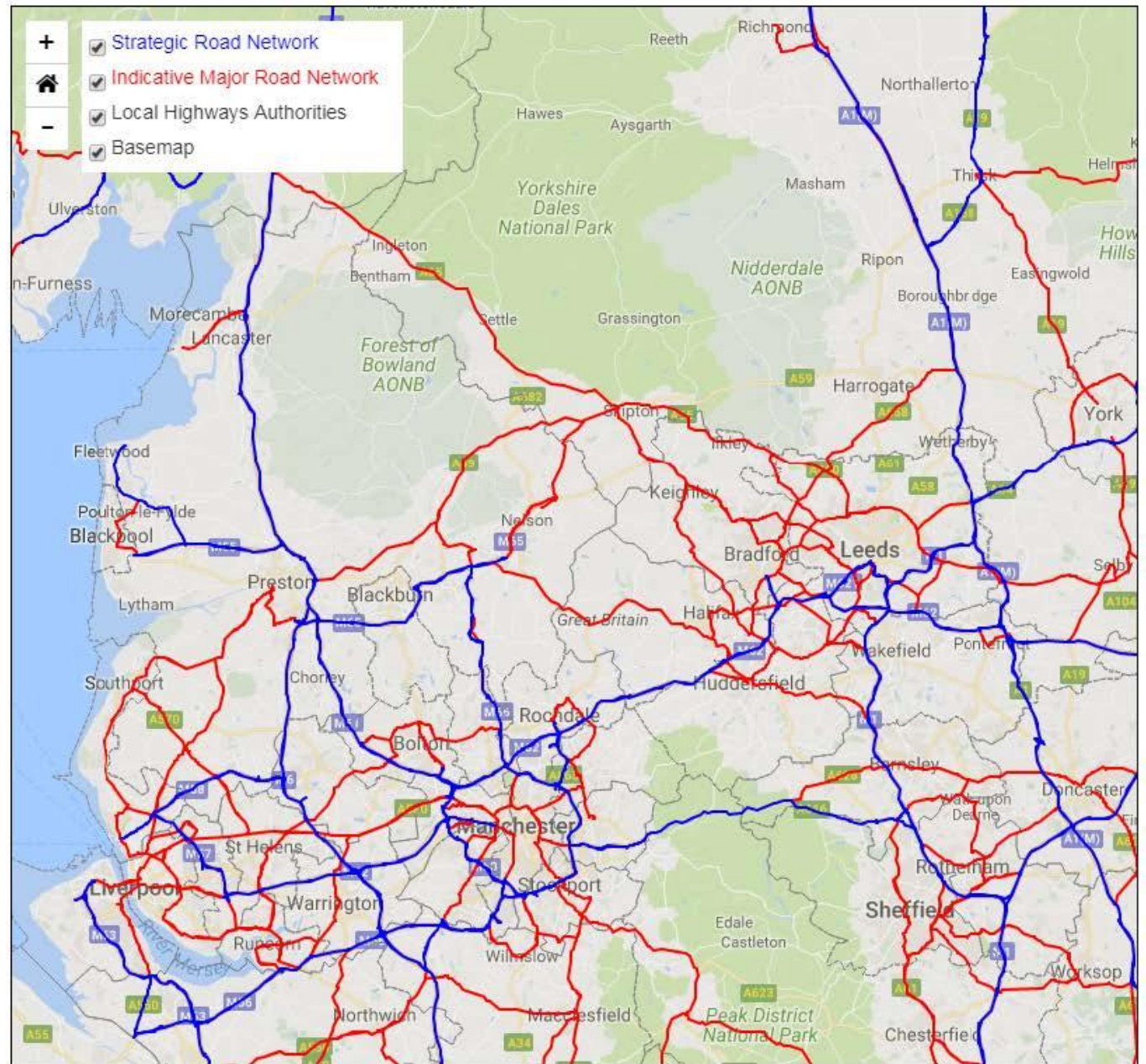
- refine the criteria based on responses to the consultation
- apply the latest traffic data
- engage with local and regional bodies on the emerging network

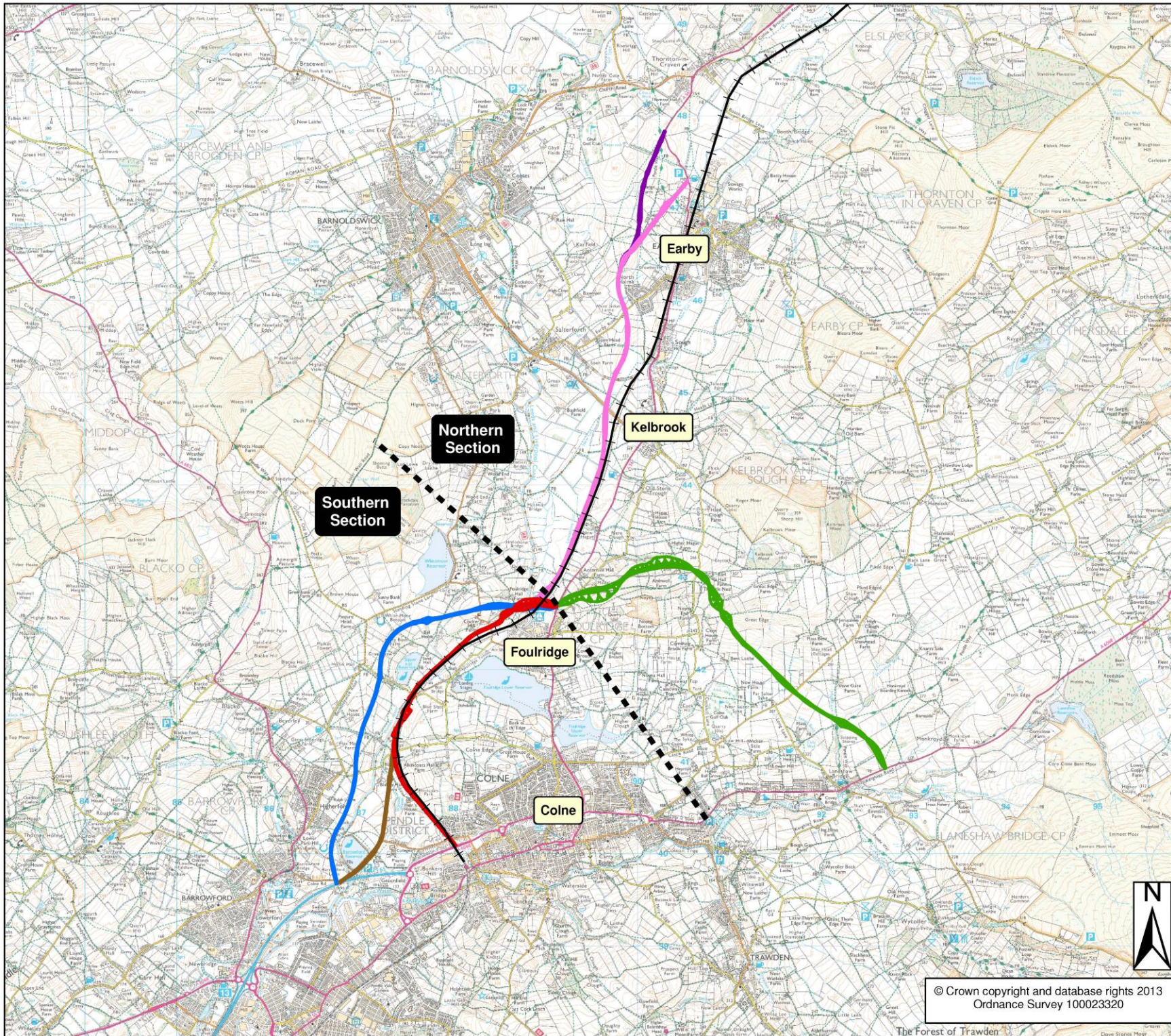
Have your say

From 23 December 2017 to 19 March 2018 we consulting on:

- how to define the MRN
- the role that local, regional and national bodies will play in the MRN investment programme
- which schemes will be eligible for MRN funding

[Have your say on the MRN.](#)






Legend Appendix 4

- +— Skipton to Colne Rail Trackbed
- RED Option
- BROWN Option
- BLUE Option
- PINK Option
- PURPLE Option
- GREEN Option

N.B. This plan only provides an indicative location of the potential route of any alternative bypass options / alignments.

0	June 13		PH	MC	DB	MC
Rev	Date	Purpose of Revision	Drawn	Check	Review	Appr.
<div>JACOBS®</div> <div>1 City Walk, Leeds, West Yorkshire, LS11 9DX</div> <div>Tel: +44 (0)113 242 6771 Fax: +44 (0)113 1389</div> <div>www.jacobs.com</div>						
Client <div>Lancashire County Council</div> <div></div>						
Project <div>M65 to Yorkshire Corridor Study</div>						
Drawing Title <div>Shortlisted Bypass Options</div>						
Drawing Status <div>DRAFT</div>						
Scale		NOT TO SCALE		DO NOT SCALE		
Jacobs No.						
Client No.						
Drawing Number					Rev 0	
This drawing is not to be used in whole or part other than for the intended purpose and project as defined on this drawing. Refer to the contract for full terms and conditions						