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# Creating the conditions for Growth



National



Sub National



Northern Powerhouse Rail

Rail Franchising Investment

Sub Regional



Strategic Development Corridors

Transport for Lancashire

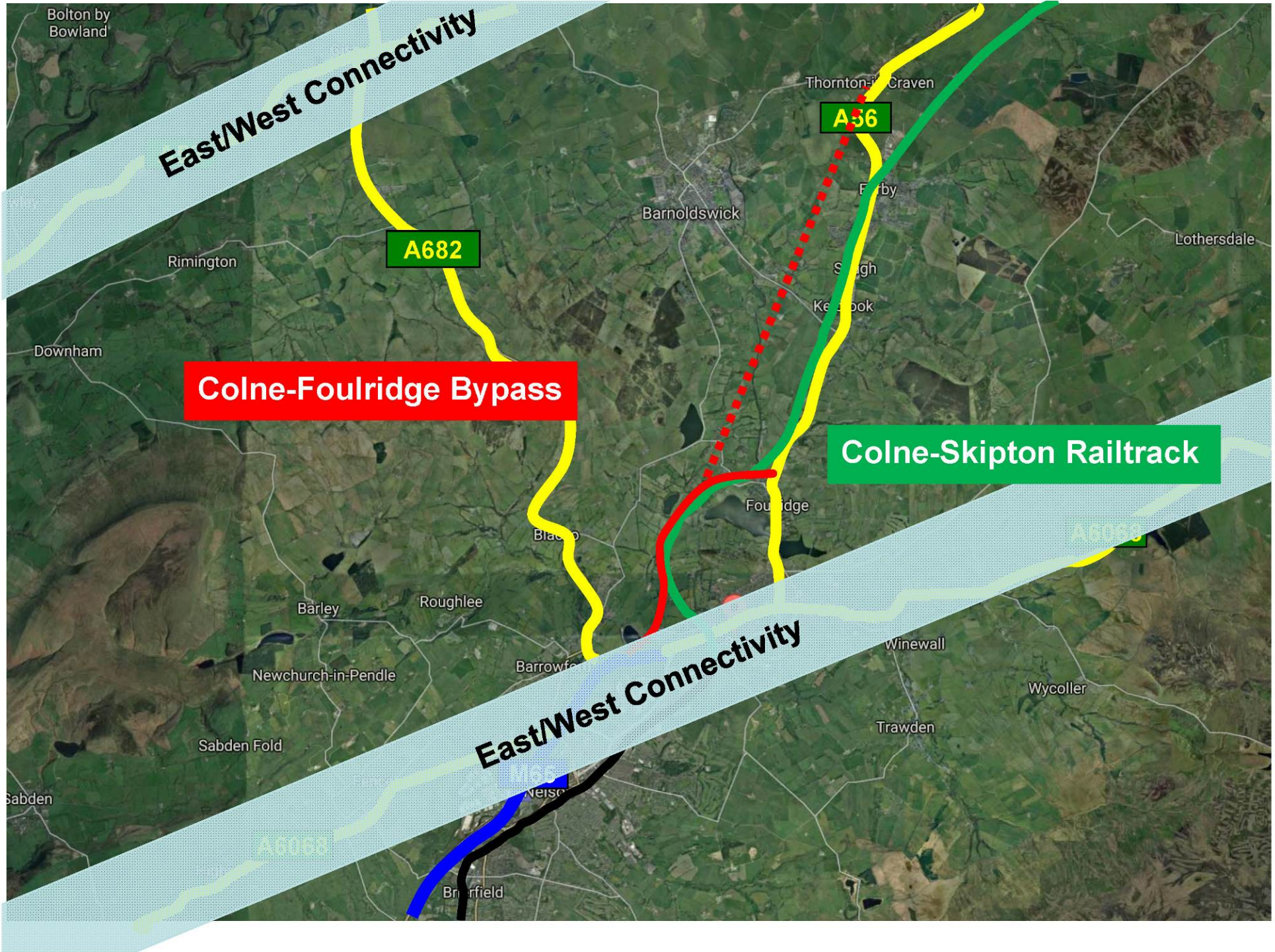
Major Roads

Local

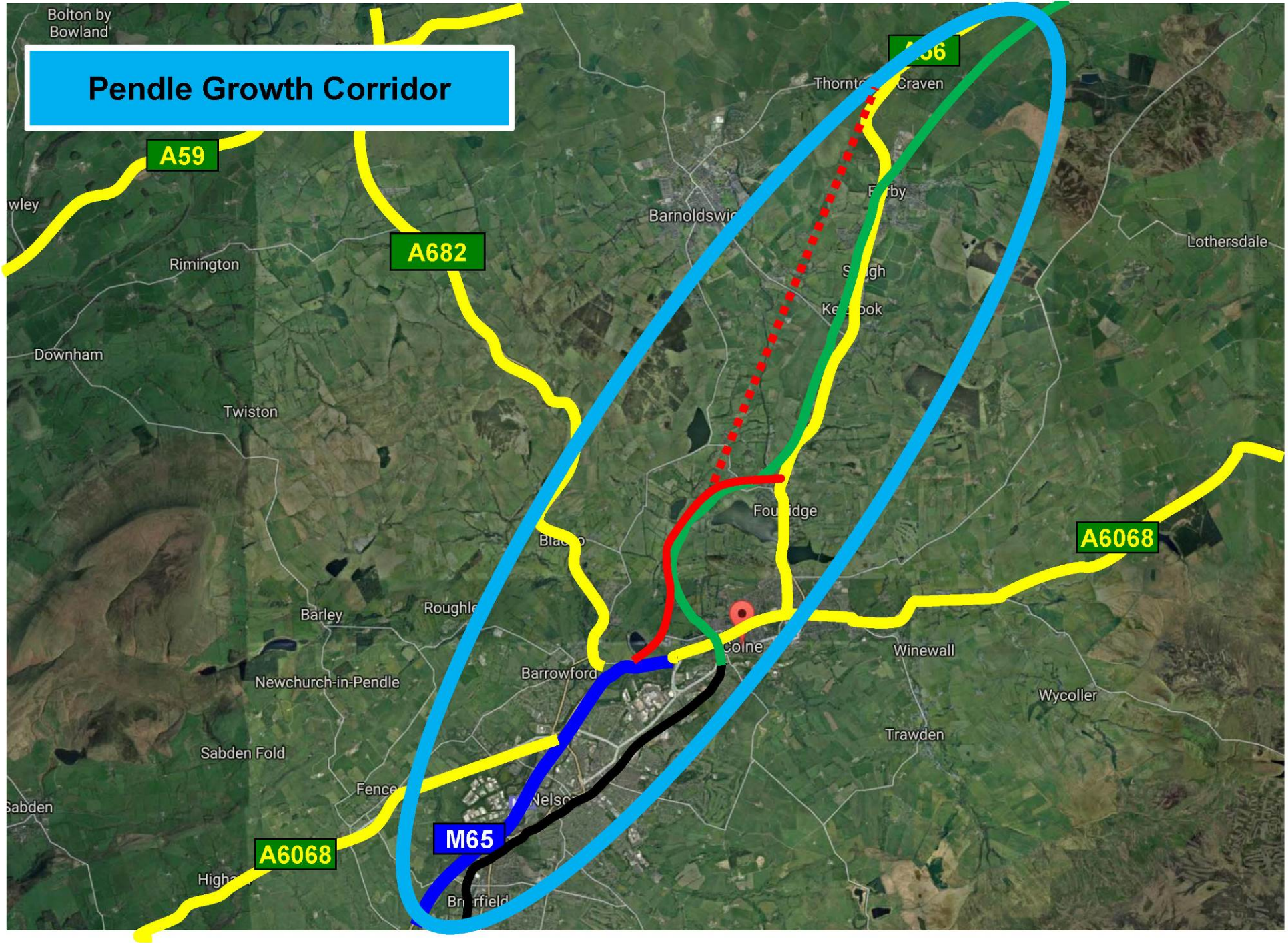


Commuting flows show more people travelling out of Pendle for work than coming in - the biggest net loss is with Craven





# Pendle Growth Corridor



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**A partnership between  
Pendle Borough Council and  
Pendle Businesses**

# Progress to date:

- Connectivity
  - Responded to SRN and MRN Consultation
  - Responded to TfN Strategic Corridors Consultation
  - DfT/TfN Study on Skipton/Colne Rail Line
- Employment Sites
  - Lancashire Adult Learning at Northlight
  - BfCC at Northlight from Autumn 2018
  - Public Enquiry for CPO of Phase 1 of Lomeshaye Extension concluded

## INVESTMENT/FUNDING

The transformation of Brierfield Mill into Northlight is a £32 million project. A staggering £11.82M of funding has been secured by PEARL so far. This includes:

**£4.95m from Lancashire Enterprise Partnerships Growth Deal including £750k LEP's Growth Deal Skills Fund**

**£2.15m from Lancashire County Council**

**£1.5m from Pendle Council**

**£2.5m from Burnley FC in the community and its investors**

**£100,000 from Nelson and Colne College**



CPO cc



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## APPENDIX B: MRN RESPONSE

### Extract from Report to Special Budget Executive on 7 February 2018

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"><li>• Alleviate congestion</li><li>• Environmental impacts<ul style="list-style-type: none"><li>○ Improve air quality and biodiversity</li><li>○ Reduce noise and risk of flooding</li><li>○ Protect water quality, landscape and cultural heritage sites</li></ul></li></ul>
Support economic growth and rebalancing	<ul style="list-style-type: none"><li>• Industrial strategy: support regional strategic goals to boost economic growth</li><li>• Economic impact: improve ability to access new or existing employment sites</li><li>• Trade and gateways impact: improve international connectivity, eg access to ports and airports</li></ul>
Support housing delivery	<ul style="list-style-type: none"><li>• Support the creation of new housing developments by improving access to future development sites and boosting suitable land capacity</li></ul>

<b>Objective</b>	<b>Criteria</b>
Support all road users	<ul style="list-style-type: none"> <li>• Deliver benefits for non-motorised users including cyclists, pedestrians and disabled people</li> <li>• Safety benefits: reduce the risk of deaths/serious injuries for all users of the MRN</li> </ul>
Support the SRN	<ul style="list-style-type: none"> <li>• Improve end-to-end journey times across both networks</li> <li>• Improve journey time reliability</li> <li>• Improve SRN resilience</li> </ul>

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.

### **Consultation Questions**

<b>Section</b>	<b>Question</b>	<b>Response</b>
<b>Eligibility &amp; Investment Assessment</b>	15. In addition to the eligibility and investment assessment criteria described what, if any, additional criteria should be included in the proposal? Please be as detailed as possible.	The inclusion of the M65/A6068/A56/A59 route from Burnley to Skipton (and associated bypass proposals) will lead to improvements in productivity and therefore economic growth across the north and in particular the Central Pennines Corridor, strengthening the connections between the major city regions (Leeds, Preston and Manchester) and North Yorkshire. It will also lead to inclusive growth in those areas such as Pendle which would be better connected to areas of existing and increasing economic growth.

## **APPENDIX C: TfN STP RESPONSE**

**Pendle's long-established policies regarding rail and road connectivity to Yorkshire were reaffirmed at the Full Council meeting on 22 February 2018 and are set out below:**

### **“Road and Rail Link**

Council notes the consideration being given through the Strategic Transport Plan of improved road and rail links across the watershed from Pendle into Yorkshire with the announcement of a study into reopening the Colne to Skipton rail route and the opportunity to get road improvements on the A56 corridor through to the A59 as part of the current review of the major road network.

Council resolves to reaffirm its support for a bypass from Colne and A56 communities and supports the emerging concept that this should become an M65-A59 link within the central Pennine corridor as set out in the Transport for the North's Strategic Transport Plan.

Council resolves to reaffirm its support for the reopening of the Colne to Skipton railway line as part of an improved service between East Lancashire and North and West Yorkshire, preferably as an electrified double track.

### **RESOLVED**

Accordingly.”

### **“Colne to Skipton Rail Line and Colne and villages Bypass**

Pendle Borough Council welcomes the announcement made by the Secretary of State for Transport Rt Hon Chris Grayling that the Department for Transport and Transport for the North are funding a feasibility study into the reopening of the Colne to Skipton railway line.

The study, which will report by summer 2018, will take into account the viability and business case for reopening the line.

Council recognises the huge benefit the reopening of the line could have for Pendle both economically and connectivity but Council also recognises there are further opportunities to improve connectivity East to West and will continue to contribute towards a deliverable plan for a Colne and villages bypass that would not only ease congestion but also provide a huge economic boost.

Council therefore resolves to:

- (1) Welcome the study into the reopening of the Colne to Skipton railway line.
- (2) Reaffirm its support for the line to be reopened.
- (3) Contribute and support, as necessary, the Department for Transport and Transport for the North throughout the study.

- (4) Pay tribute to SELRAP for all their work and campaign to have the line reopened.
- (5) Thank all political parties and other groups and individuals who are playing a pivotal role in the reopening of the Colne to Skipton railway line.
- (6) Continue to explore all options for providing a link between the M65 and A59.
- (7) Be kept fully informed, consulted and involved in future work and announcements on these projects.

Upon being put to the vote the amendment was CARRIED.

## **RESOLVED**

That the motion as amended be agreed.”

## **RAIL**

### **1. Colne to Skipton Line**

As intimated above, Pendle has long supported and helped lobby for the reinstatement of this line.

The Lancashire Strategic Transport Prospectus, launched in February 2016, acknowledged there was growing interest in the east-west transport corridor linking Central Lancashire with North Yorkshire and the Leeds City Region. The railway line from Gannow Junction east of Rose Grove to Colne previously continued to Skipton as a through route, but passenger services ceased in January 1970 and the track was removed. If reinstated, services could continue through to Skipton and possibly Leeds along the electrified Airedale Line, thereby significantly reducing journey times between Nelson and Colne and Leeds.

Following a “summit” meeting held in Skipton on 6 January 2015, at the behest of the Department for Transport and the Skipton-East Lancashire Rail Action Partnership (SELRAP) and at the Department for Transport’s request, the County Council along with colleagues from North Yorkshire County Council and the West Yorkshire and Greater Manchester combined authorities established a Working Group, chaired by Lancashire County Council and with representation from SELRAP and other interested parties, to consider that purpose a rail link between Burnley, Colne and Skipton could potentially serve in order to place such a scheme in the correct context in transport planning terms.

Pendle (and Craven District Council) were members of this Working Group.

Currently, the line between the terminus at Colne and Gannow Top (junction with the Preston to Bradford/Leeds/York line) is single track.

Pendle’s aspiration is for the line from Gannow Top to Skipton to be reinstated to its original twin track status.

Pendle looks forward to the feasibility report's publication this summer.

## **2. Colne to Central Lancashire Line**

Pendle recognises that the reinstatement of the Colne to Skipton line could be a medium to long-term project.

In the meantime, the Council wishes to see improvements to the existing Colne to Preston (and Blackpool South) line.

Lancashire County Council commissioned an East Lancashire Rail Connectivity Study, which reported in 2013.

The study recommended improvements to the Colne to Rosegrove (Gannow Top) line. Pendle suggested that these should be prioritised as:

- better rolling stock;
- a passing loop to allow increased frequency;
- a twin track; and
- electrification.

(NB: Better rolling stock is planned as part of the new Arriva North rail franchise.)

At present, the (hourly) service from Colne to Preston – a distance of some 25 miles – takes 70 minutes and includes 16 stations.

Pendle considers that the service could be increased to 30 minutes by introducing an “express” service calling at only the main stations in the four boroughs the line passes through: Nelson, Burnley Central, Accrington, Blackburn and Preston.

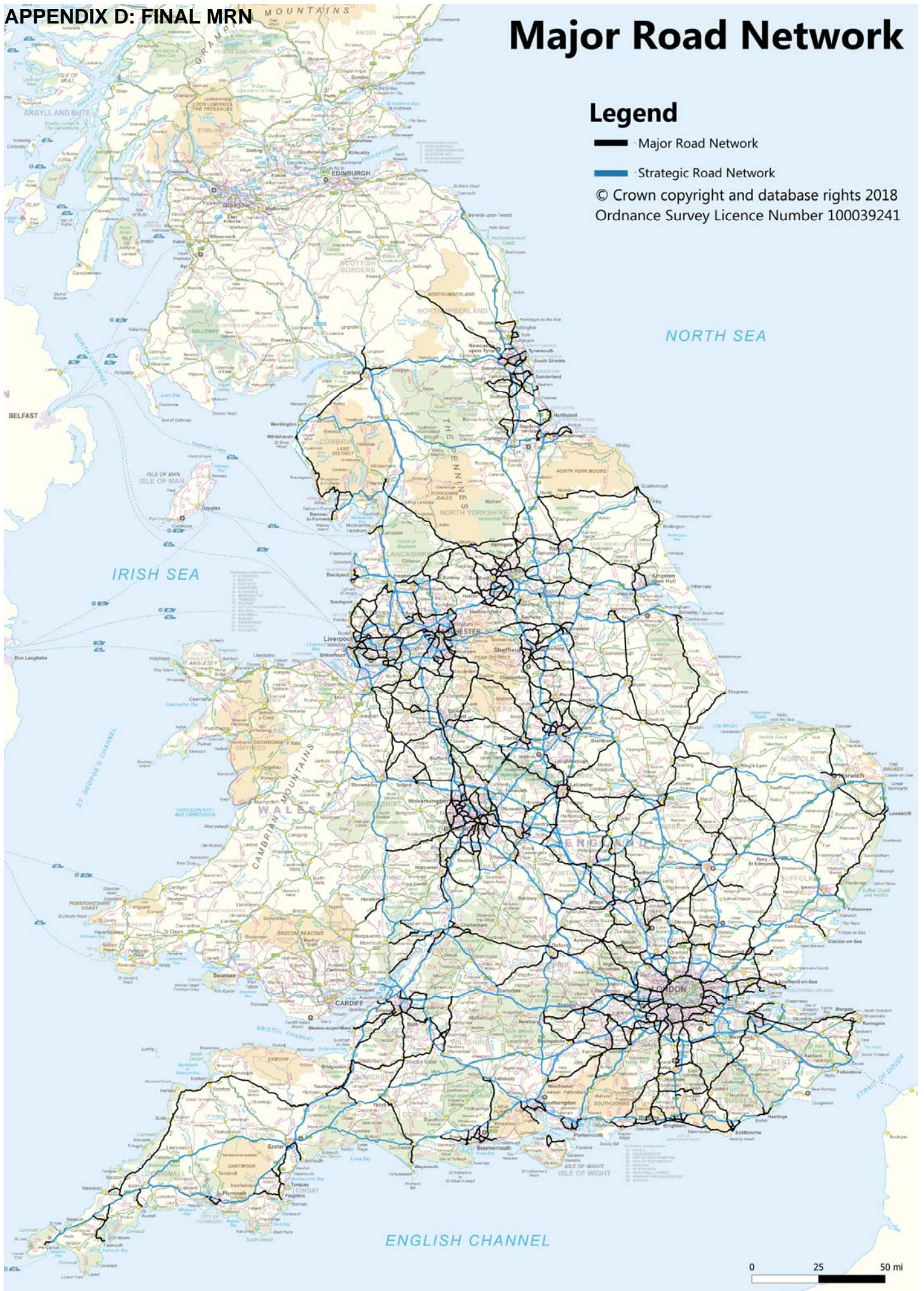
As indicated above, this could be achieved by the construction of a passing loop (between Nelson and Burnley).

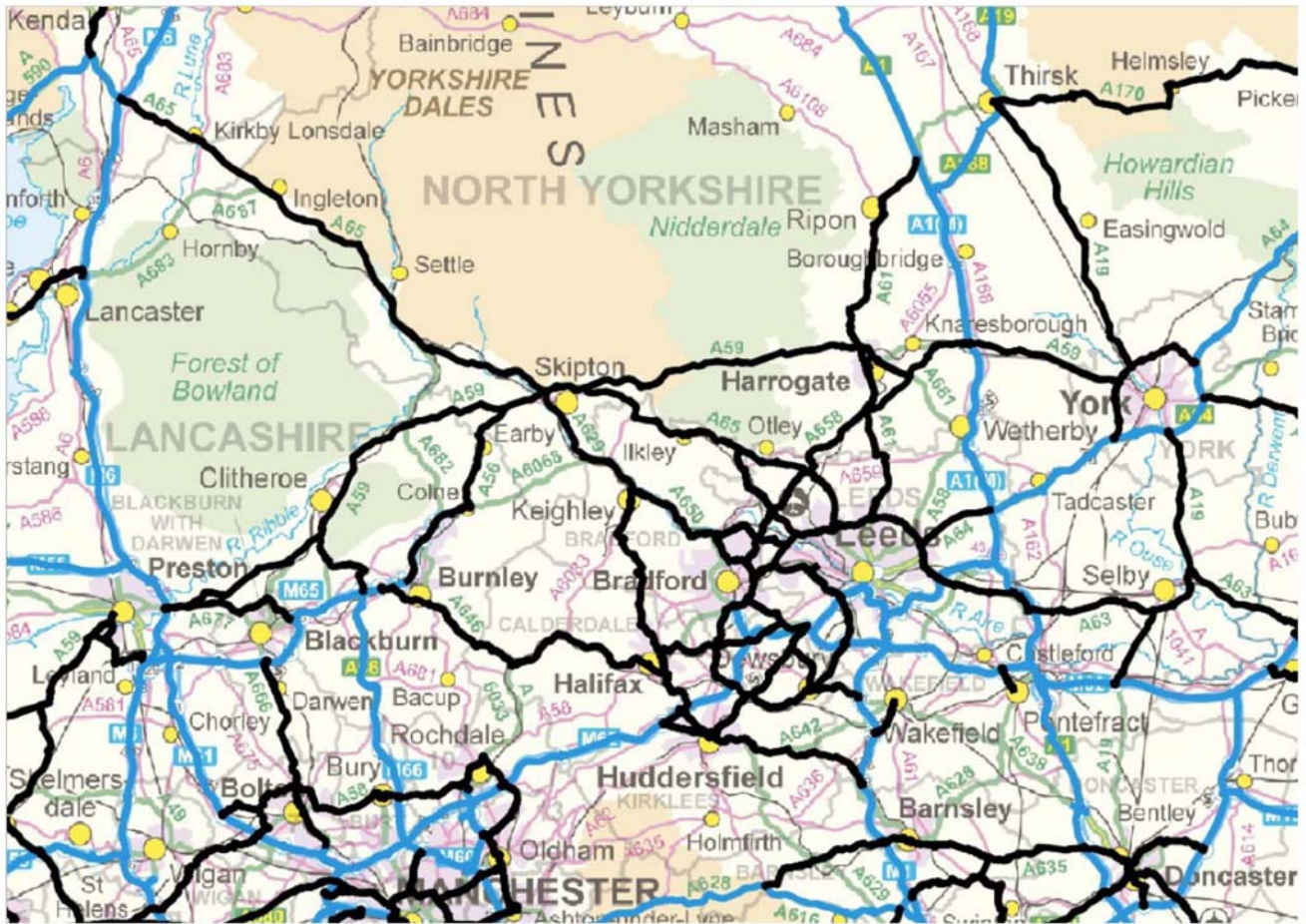
# Major Road Network

## Legend

-  Major Road Network
-  Strategic Road Network

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## **APPENDIX E: EXTRACTS FROM THE DEPARTMENT FOR TRANSPORT'S INVESTMENT PLANNING GUIDANCE FOR THE MAJOR ROAD NETWORK: "MOVING BRITAIN AHEAD"**

### **List of Abbreviations**

BCR – Benefit Cost Ratio  
FBC – Full Business Case  
HE – Highways England  
LEP – Local Enterprise Partnership  
LLM – Large Local Major  
MP – Member of Parliament  
MRN – Major Road Network  
OBC – Outline Business Case  
REB – Regional Evidence Base  
RIS – Road Investment Strategy  
RIS2 – The Second Road Investment Strategy  
SOBC – Strategic Outline Business Case  
SRN – Strategic Road Network  
STB – Sub-national Transport Body, Transport for the North

### **Introduction**

On 23 December 2017, the Government launched a consultation setting out proposals for the creation of a Major Road Network (MRN). The MRN will form a middle tier of the country's busiest and most economically important local authority 'A' roads, sitting between the national Strategic Road Network 1 (SRN) and the rest of the local road network. A specific new funding stream will be dedicated to improvements on MRN roads.

The consultation on the creation of the MRN ran for 12 weeks until 19 March 2018. The Government published its response to that consultation today. The response confirmed the eligibility criteria for investments and the objectives of the MRN programme.

At the Budget the Government announced the National Roads Fund would be £28.8 billion between 2020-2025, £3.5 billion of which is expected to be spent on local roads.

The purpose of this guidance is to enable regions to plan and prioritise investments in a way which makes best use of the targeted funding from the National Roads Fund. In developing it, the Department has considered responses to the MRN consultation and has engaged with Sub-national Transport Bodies (STBs), local highway authorities and other stakeholders in order to set out a structured approach to investment planning'. In particular, we value the input from STBs and look forward to working collaboratively on the progression of the MRN and Large Local Majors (LLM) programmes.

This guidance summarises the eligibility criteria for MRN funding and explains how and when Regional Evidence Bases (REB) and investment proposals should be



developed and submitted to the Department. It also provides guidance on how local and regional bodies should work with stakeholders including Highways England.

Section 7 of this guidance, explains how the process for submitting scheme proposals for the LLM programme will align with the MRN investment planning process.

This guidance is aimed at STBs or, where STBs do not exist, regional groups of local highway authorities who will be responsible for developing the REB in their region. The guidance is also aimed at potential local highway authority scheme promoters that are considering bringing forward proposals for MRN or LLM investments.

The guidance will also be of interest to Local Enterprise Partnerships (LEPs), Members of Parliament (MPs), District and Parish Councils and the wider industry, including design consultants and construction companies.

**MRN Objectives**

Objective	Criteria
Reducing congestion	<ul style="list-style-type: none"> <li>• Alleviate Congestion</li> <li>• Take account for impacts on air quality, biodiversity, noise, flood risk, water quality, landscape and cultural heritage sites</li> </ul>
Support Economic Growth and Rebalancing	<ul style="list-style-type: none"> <li>• Industrial Strategy: Supports regional strategic goals to boost economic growth</li> <li>• Economic Impact: Improve ability to access new or existing employment sites</li> <li>• Trade and Gateways Impact: Improve international connectivity, eg access to ports and airports</li> </ul>
Support Housing Delivery	<ul style="list-style-type: none"> <li>• Support the creation of new housing developments by improving access to future development sites and boosting suitable land capacity</li> </ul>
Supporting All Road Users	<ul style="list-style-type: none"> <li>• Delivering benefits for public transport and non-motorised users, including cyclists, pedestrians and disabled people</li> <li>• Safety Benefits: Ability to reduce the risk of deaths/serious injuries to all users of the MRN</li> </ul>

Supporting the SRN	<ul style="list-style-type: none"> <li>• Improved end-to-end journey times across both networks</li> <li>• Improved journey time reliability</li> <li>• Improved SRN reliance</li> </ul>
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## MRN Eligibility Criteria

The MRN is a new programme that will see substantial amounts of new investment available for road enhancement schemes on the most important local authority roads from 2020/21.

The consultation response outlined the eligibility requirements of proposals for MRN funding. The types of schemes eligible for MRN funding are:

- Bypasses or new alignments which alleviate congestion and make through journeys quicker, safer and more reliable.
- Missing Links – new roads that link existing stretches of the MRN or SRN.
- Widening of existing MRN roads where there is a known congestion point or safety risk.
- Major structural renewals on roads, bridges, tunnels and viaducts on MRN roads, where significant work needs to be done to renew the carriageway or prevent closure or weight restrictions.
- Major junction improvements such as a grade separation that would improve the safety, performance or flow of an MRN road.
- Variable message signs, traffic management and the use of smart technology and data to raise the performance of the network.
- Packages of improvements which may include elements of safety, widening, junction improvements and new alignment.

Schemes for the eligible interventions listed above could also include measures to support other road users. For example, a bypass scheme could also include measures to improve facilities for pedestrians and cyclists in the area being bypassed, or a bus lane could be included as part of a road widening scheme.

For the avoidance of doubt, schemes on roads which are not on the MRN or are wholly on the SRN will not be eligible for MRN funding.

The Department's contribution for MRN interventions will normally be between £20 million and £50 million, although the lower threshold will not be applied rigidly. Schemes seeking a contribution of more than £50m should be dealt with as potential LLMs (see section 7).

The Department's contribution for the delivery of interventions will be fixed with the relevant local highway authority responsible for its effective delivery. As with other Government investment programmes, where works are delivered by local highway authorities, MRN interventions will require a local or third-party contribution towards the final cost of the scheme. The size of the local contribution of each scheme will be for discussion as the scheme develops. However, as a general guideline MRN schemes should aim for the local or third-party contribution to be at least 15% of the total scheme costs. This will act as an important incentive to ensure that the agreed scheme is delivered to programme and budget. Where schemes benefit the private sector, especially developers, the Department would expect a significant contribution.

Where schemes are partly on the SRN and on the local road network, the Department will aim to consider interventions for the MRN, LLMs and the Road Investment Strategy across all relevant programmes without the need for multiple submissions on the part of the relevant authority. This may require authorities to provide Highways England or others with supporting evidence for wider processes examining the needs of the SRN.

### **Regional Evidence Base (REB)**

The development of a REB should facilitate a long-term strategic approach to the investment needs of a region. A strategic consideration of needs will make best use of the funding that will be made available from the National Roads Fund and deliver the best possible outcome for users.

A REB must provide a strategic overview of the MRN in a region. It must identify key considerations such as housing and industrial developments and the priority opportunities and problems on the network that need to be resolved. These problems and opportunities should be linked to the MRN objectives outlined in section 2. In addition to helping a region define its priorities, the REBs will help the Department to deliver investments that are regionally balanced and informed by evidence from the earliest stages of development.

### **Scheme Business Cases**

While the REB will present the overall picture of the MRN in a region and its strategic needs, funding decisions will be made based on the evidence of individual schemes and the scheme's business case at the various stages of development. This chapter outlines the various decision points of the MRN investment planning process and the evidence or stage of business case required for schemes to be considered at each juncture.

We would expect the top priority schemes scheduled to start before April 2023 to be developed to at least Strategic Outline Business Case (SOBC) stage and that the SOBC for each priority scheme should be submitted with the REB. This should indicate the likely cost of the scheme and the level of funding being sought (for each scheme option). For each scheme the Department will also need to see a credible delivery timetable, starting with the proposed date for the submission of an Outline Business Case (OBC) which the promoting authority has signed up to.

For schemes due to start construction in 2020/21 and 2021/22, the schemes may need to already be at OBC stage for a timely programme entry decision to be made. In this case the OBC itself should be provided along with the REB. Schemes starting construction in 2022/23 would ideally be at SOBC stage when submitted with the REB.

An SOBC does not need to be submitted alongside the RES for schemes seeking to start works in 2023/24 and 2024/25 although this is still desirable. The minimum business case requirements to be submitted alongside the REB of schemes seeking to start construction in 2024/25 are outlined below and in the pro-forma.

### **Pre-SOBC Business Case Requirements**

**For schemes seeking to start construction starting in 2023/24 and 2024/25 a SOBC is desirable, but not required for submission with the REB. At a minimum we would expect basic information on specific schemes outlining:**

- Problem identification
- Impact of not changing
- Scope
- Potential options
- Indicative costs
- Non-monetised benefits
- Indicative value for money category (indicative BCR desirable if monetised benefits are available)
- Timetable of development, planning and construction

### **Roles and Responsibilities**

A core principle of the MRN is to bring a more joined-up focus to investment planning through clear local, regional and national roles. The development of REBs will ensure the planning and prioritisation of investments is better coordinated at a local, regional and national level.

The roles outlined here are not exhaustive but are intended to provide an outline of the key organisational roles:

#### Sub-national-Transport Bodies (STBs) and Regional Groupings

STBs, where they exist, are well placed to provide strategic direction and coordination for the MRN programme, filling the existing national and local transport authorities.

STBs or regional groupings will be responsible for coordinating the development of their region's REB, working with their partners and constituent members. This must include consulting with local and combined authorities (including planning authorities), LEPs, local MPs and Highways England to ensure collective decision making on the region's top priority recommendations for MRN investments. Where relevant, district and parish councils should also be consulted in the development of the REB and prioritisation of schemes.

STBs or regional groupings will have the important role of prioritising MRN and LLM schemes according to the most pressing regional needs.

The REB should largely be drawn from and complement work already underway to develop regional transport strategies.

The Department is pleased that STBs are already working with each other. Where appropriate, STBs will also be expected to work with neighbouring STBs or devolved administrations on cross-boundary or cross-border issues. STBs may want to capture these issues in their REB.

The Department looks forward to working with STBs and other regional groupings as they develop their REBs and priority lists – we envisage an iterative and collaborative process.

### **Local and combined authorities**

Local and combined authorities are members of STB boards and the Department expects STBs to involve all their constituent authorities fully in the process of developing their region's REB.

The Department expects local and combined authorities (including planning authorities) to share any relevant data and evidence with STBs or regional groupings to develop the REB. Their involvement will be crucial in assisting STBs or regional groupings to identify the key strategic considerations on the network.

Local highway authorities will be responsible for identifying schemes for STBs to consider for the list of regional priorities. Since local highway authorities will remain responsible for the management of MRN roads, we expect that local highway authorities will develop and deliver MRN schemes.

Local highway authorities and STBs will need to work together to ensure that input from relevant stakeholders, including environmental groups or district and parish councils, is captured.

Local and combined authority scheme promoters will be responsible for aiming to secure a local or third-party contribution of at least 15% of the total scheme costs as set out in section 3.5. A commitment of the local or third party contribution must be made before programme entry is requested.

The Department will be happy to provide advice to scheme promoters to aid the development of their business cases.

### Highways England

Highways England (HE), as the manager of the SRN, already has existing relationships with STBs and local highway authorities on the development and delivery of road schemes as well as on interactions between the local and strategic networks. Given Highways England's experience in road investment planning and the need to ensure a seamless transition between the SRN and MRN, STBs must work with Highways England and consider HE's views when developing their REB.

The focus of HE's involvement should be supporting the STBs to develop their REBs. This will be important in ensuring that sub-national priorities and strategies of STBs and HE are based on a shared evidence-base and are consistent as possible. Supportive roles may include:

- Acting as a critical friend to the STB with a view to ensuring a robust analytical approach.
- Providing access to data, models, and evidence sources, notably Regional Traffic Models and traffic data and technical advice on their usage.
- Considering the acceptability of any emerging proposals, particularly in terms of their interface with the SRN and HE's current investment programme, and the likely impact of the proposals on traffic movements and safety.

HE may also support the Department in reviewing the validity of cost estimates for proposed MRN schemes.

HE will continue to carry out its own work on the development of a future Road Investment Strategy. This work will be mindful of committed MRN schemes, and will take account of proposed schemes that affect the SRN without the need for scheme promoters to resubmit proposals. Where appropriate, HE or other bodies may ask for further information to ensure that affected proposals can be considered on comparable terms with other proposals, either through the route strategy process or through other channels.

### **Next Steps**

STBs or regional groupings and their partners should begin working together to develop their REBs and list of the top ten priority MRN schemes. This should be submitted to the Department in summer 2019.

As detailed in section 5, scheme promoters of the top priority schemes should ensure they have prepared a SOBC or in some cases an OBC to accompany the REB. The Department will provide advice to STBs and scheme promoters to help them develop their REBs and business cases.

Upon the submission of the RES and proposals for MRN and LLM schemes, the Department will assess the scheme proposals. This will inform ministerial decisions on which schemes it wishes to see developed to OBC or, for schemes where an OBC has already been submitted, granted programme entry.

For both MRN and LLM schemes, the Department will then liaise with and discuss the proposal with the local highway authority as it develops. Once the project has reached OBC stage the Department will, subject to the business case being satisfactory, make a formal offer of funding for the construction of the scheme