



Broughton Bypass

Strategic Case: Policy Update and Review

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1.1 Background

An Outline Business Case has been developed for the Broughton Bypass scheme, drawing together evidence from the planning application renewed in December 2013. As part of this overall Business Case, a Strategic Case has been compiled to put forward the case in favour of the scheme and demonstrate the need for investment.

An important element of the Strategic Case is the Strategic Fit, which draws upon national, sub-national and local policy to determine how much the scheme will achieve policy targets.

1.2 Purpose of Document

A Policy Reference Report was compiled in May 2013, which outlines the core planning principles that the scheme will help to achieve. It references the following documents;

- *New Planning Policy Framework*
- *Central Lancashire Core Strategy*
- *Preston Local Plan (2004 – saved policies)*

The purpose of this document is to supplement and update the Policy Reference Report with guidance and policy documentation that has been published since May 2013.

It will then draw together the evidence from the original Reference Report and this document to determine the overall Strategic Fit of the scheme.

1.3 Document Structure

The note will be structured as follows:

- **Chapter 2:** *National Policy*
- **Chapter 3:** *Regional Policy*
- **Chapter 4:** *Local Policy*
- **Chapter 5:** *Strategic Fit*
- **Chapter 6:** *Summary*

The note also highlights **key points** within the body of the text for the executive reader.

2.1 Summary

A key driver of national policy following the 2010 General Election has been removing barriers to growth and encouraging economic activity. Planning reform has been one key area which the Government has focused on, most notably abolishing regional bodies and reforming the planning system into the National Planning Policy Framework (NPPF).

The NPPF was reviewed in detail within the Policy Reference Report and will not be included here. This chapter will therefore outline national policy that has emerged since May 2013.

2.2 National Funding Decisions

In June 2013, the Government published “Investing in Britain’s Future”, which argues that improvements to infrastructure are central to the economic rejuvenation of the country and additional investment is required. This was followed up by the “Action for Roads” document in July 2013 that announced a road investment strategy.

A range of improvements were suggested, although these mostly affected the strategic road network, which does not include the A6 at Broughton.

2.3 Government Response to the Heseltine Review

In October 2012, an independent review into generating economic growth was published called “No Stone Unturned”, otherwise referred to as the “Heseltine Review”. In it, 89 recommendations were put forward that were intended to unlock the UK’s economic potential from a number of sources, most notably by devolving key transport, housing and regeneration decisions to the newly formed Local Enterprise Partnerships (LEPs).

The Government published a response to the Heseltine Review in March 2013, which outlined how it would put the recommendations into practice. In order to empower LEPs further, the Government proposed a Growth Fund for LEPs to compete for, meaning LEPs can only put forward their most beneficial and high priority schemes, put forward in partnership with Local Transport Bodies (LTBs).

Broughton is within the Lancashire LEP, which administers the LTB called Transport for Lancashire (TfL). The relevant policy and objectives associated with these bodies will be outlined further in Section 3.

Key Points: The Government Response to the Heseltine Review advocates increased devolution of planning and transportation decisions to Local Enterprise Partnerships. Lancashire has established a LEP and a Local Transport Board called Transport for Lancashire.

2.4 National Policy Summary

The main priority of national policy since the economic downturn of 2008 has been to promote economic growth. Transport is viewed as a key driver of economic growth, opening up areas for investment and allowing development to take place that will contribute to the local economy. The A6 at Broughton is not part of the strategic road network, but supports national planning objectives for promoting sustainable transport and unlocking local growth.

3 Regional Policy

3.1 Introduction

The Heseltine Review advocated an increased devolution of housing, planning and transport decisions to a regional level, whereby funding is allocated more effectively and with a greater appreciation of local priorities (see Section 2.3). Regional Policy in this context includes any documentation that affects all of Lancashire county and beyond.

Whilst Regional Spatial Strategies (RSSs) were abolished following the change in Government in 2010, these were replaced by a combination of more localised development plans and partnerships between local businesses and councils, known as Local Enterprise Partnerships (LEPs).

This section will therefore outline policy documentation for LCC, the Lancashire LEP and its associated Transport Body; Transport for Lancashire (TfL). Both the LEP and TfL were formed in 2011 and encompass Lancashire and the Unitary Authorities of Blackpool and Blackburn with Darwen, as illustrated in Figure 3-A.

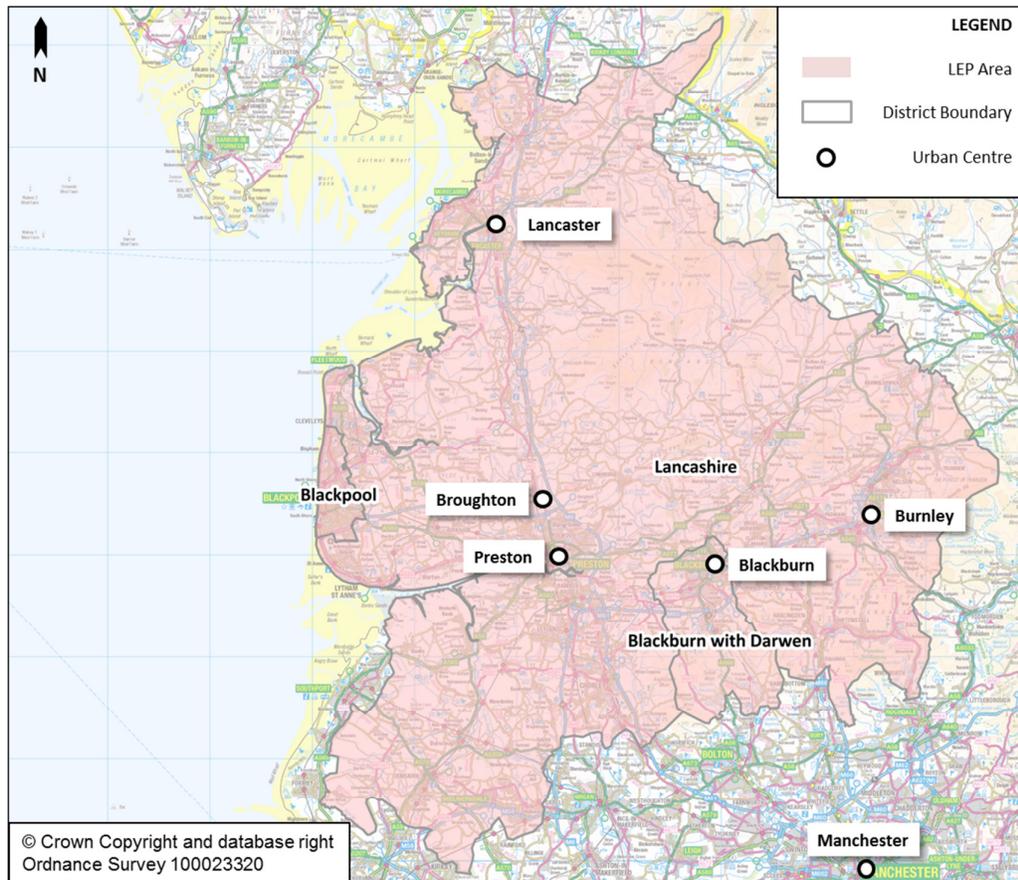


Figure 3-A Extent of Lancashire LEP

The documents reviewed include;

- *Lancashire Growth Plan*
- *Lancashire Strategic Economic Plan*
- *Preston, South Ribble and Lancashire City Deal*
- *Lancashire Local Transport Plan 3*

3.2 Lancashire Local Transport Plan 3

Lancashire County Council's Local Transport Plan (LTP) outlines the council's strategy for developing transport infrastructure up until 2021 and underpins this Strategic Case. The key drivers behind delivering the LTP include; economic growth, child safety, and the maintenance of transport assets. With these key drivers in mind, the document sets out seven Transport Priorities which aim to deliver tangible improvements over the life of the LTP. These are;

- *Improving access into areas of economic growth and regeneration*
- *Providing better access to education and employment*
- *Improving people's quality of life and well being*
- *Improving safety of streets for most vulnerable residents*
- *Providing safe, reliable, convenient and affordable alternative to the car*
- *Maintaining assets*
- *Reducing carbon emissions*

The Broughton Bypass addresses all but one of these priorities (maintaining assets, which does not apply to new schemes). It particularly meets the objective to improve access to areas of growth and regeneration and the objective to improve quality of life. The scheme is specifically identified within the LTP3 as a major infrastructure investment priority in the county.

Key Points: The Lancashire LTP3 establishes a strategy for developing transport infrastructure from 2011 to 2021, based on seven transport priorities. The LTP commits to promoting major infrastructure investment, such as the Broughton Bypass.

3.3 Lancashire Growth Plan

The Lancashire Growth Plan was published in May 2013 and sets out Lancashire LEP's vision for achieving growth in the area. It addresses a number of key areas, including Enterprise Zones, Funding, Skills and Strategic Transport to produce a set of initiatives that relate back to the Heseltine Report.

It lists 10 objectives that the LEP will adhere to

- *Establish Lancashire as a natural home for high growth companies;*
- *Reclaim Lancashire's role as one of the nation's key centres for advanced manufacturing;*
- *Maximise the economic value and benefits of an emerging arc of innovation across Lancashire;*

- *Drive forward the Lancashire Enterprise Zone and Preston City Deal, as the key drivers of new growth;*
- *Oversee and develop complementary Local Growth Accelerator Strategies;*
- *Develop Sector Delivery Plans to unlock opportunities of national significance in emerging and established growth sectors;*
- *Create the right local conditions for business success;*
- *Refocus the local skills system to make it more responsive to business skills demands;*
- *Ensure Lancashire's major transport projects are fully aligned with the delivery of key economic priorities; and*
- *Strengthen Lancashire's strategic casemaking and refresh the area's offer to attract new investors and businesses;*

It also refers to the establishment of Transport for Lancashire as a means of ensuring transport schemes are delivered in support of economic growth through a series of local Transport Masterplans (see Section 4.2).

Key Points: The Lancashire Growth Plan is a strategic document published by the Lancashire LEP that sets out the growth objectives for the area and how transport improvements will be delivered through Transport for Lancashire.

3.4 Preston, South Ribble and Lancashire City Deal

Awarded in September 2013, the Preston, South Ribble and Lancashire City Deal (or City Deal) is a joint commitment between the Government, LCC, the Lancashire LEP and the districts of Preston and South Ribble which aims to address key infrastructural challenges to the delivery of new housing and jobs.

It notes that there has been a double constraint on funding in the City Deal area. The first constraint has been a lack of funding for local infrastructure projects from both LCC and central government in the past. This has meant that schemes such as the Broughton Bypass have been reliant on local contributions and private funding to support their completion. However, the second constraint is that without the bypass in place, it is harder for developments to receive planning approval on the grounds that their transport impacts are too severe.

Whilst the planning permission for the proposed mixed use development at Whittingham hospital includes provision for partial funding of the Broughton Bypass, the development itself has never commenced, meaning that there was a level of uncertainty associated with fully funding the scheme.

The City Deal therefore provides funding to overcome such problems, amounting to a £334m Infrastructure Delivery programme which will be used to fund critical infrastructure therefore allowing the full development of

significant housing and commercial development. This includes provision to construct the full Broughton Bypass
Several key figures have highlighted the importance of the City Deal in securing funding for the area and unlocking its growth potential;

"It's fantastic to see the rapid progress that has been made in Preston, South Ribble and Lancashire... The City Deal has given the area the opportunity to unlock significant economic growth and leverage considerable commercial investment."

Lord Heseltine

"We reached this landmark deal because Central Government had confidence in our economic potential and our ability to deliver major projects... By freeing Preston and the surrounding area from the shackles of the existing infrastructure, we will enable the local economy to really take off and create the jobs and housing that we need."

Edwin Booth, Chair of the Lancashire Enterprise Partnership

"The City Deal is a once in a generation opportunity that gives us the certainty to plan for the long term. It is very exciting to see work starting on the first of the major transport projects that form the backbone of the delivery plan and will provide the ideal conditions for Preston, and Lancashire as a whole, to reach their full economic potential."

County Councillor Jennifer Mein, Leader of Lancashire County Council

"We know that developers and businesses want to invest in Preston and we also know that there is demand for houses from families and professionals but we have been held back because of the lack of infrastructure required to give developments the go ahead. City Deal will change all that... this is the biggest thing to happen to Preston in decades and will ensure that we establish long term sustainable growth..."

Councillor Peter Rankin, Leader of Preston City Council

Key Points: The approval of the City Deal package provides increased confidence regarding the funding of the whole of the bypass and removes the uncertainties that exist with the funding of transport infrastructure.

3.5 Lancashire Strategic Economic Plan

Following on from the Heseltine Review (see Section 2.3), the Government set up a Local Growth Fund that allowed LEPs to compete for funding and decide on how it is spent. Allocations from the Local Growth Fund are then awarded as Growth Deals to each LEP. The purpose of Strategic Economic Plans (SEP) is to allow each LEP to provide evidence of which schemes and initiatives within the area will benefit from the Growth Deal.

The Lancashire SEP was submitted in March 2014 and identifies four key priority areas for Growth Deal contributions;

- *Releasing Growth Potential - by strengthening transport connectivity to create jobs and enable housing development;*
- *Supporting the renewal and growth of Blackpool;*
- *Growing the local skills and business base; and*
- *Innovation and manufacturing excellence*

It identifies an “arc of prosperity”, reaching from Lancaster in the north, to Burnley in the east, via Blackpool, Preston and Blackburn, which links the main economic assets and growth opportunities in the area.

Broughton is situated within the arc of prosperity, in close proximity to a nationally significant employment site at Preston Business Park, as well as a cluster of employment sites in Preston City and the Warton and Samlesbury Enterprise Zones. Broughton Bypass is identified as an LEP Strategic Transport Priority and is listed among 41 other projects where Growth Fund allocations have been sought.

The SEP states that the bypass will unlock housing sites to create over 1,400 new homes, as well as enabling full build-out of employment sites creating over 5,000 new jobs.

Key Points: The SEP forms part of the bidding process for devolved funding from central government. Broughton Bypass is identified as a priority for funding within the LEP’s “arc of prosperity”.

3.6 Lancashire LEP Growth Deal

Following submission of the SEP, the Government approved £233.9 million from the Local Growth Fund for the Lancashire LEP in July 2014.

The Growth Deal award provides additional financial certainty to deliver projects around Lancashire that will generate and support additional jobs and housing. In particular, the funding will help to release growth potential through transport improvements; such as motorway junction upgrades, rail investment and building new roads release more land for housing and employment sites.

It represents the fourth largest Growth Deal award nationwide, and included an additional £71.9 million for the Lancashire transport network, of which £6.7 million has been allocated to the Broughton Bypass. This builds on the investment agreed as part of the City Deal.

The importance of this award has been supported by key figures in both the national and regional government;

“For too long our economy has been too London-focused and too centralised. Growth Deals will help change all that... This historic deal means real change with exciting plans for Lancashire including improvements to road and rail to help people get to work and businesses to grow, supporting new housing and backing tourism.”

David Cameron, Prime Minister

“The Lancashire Growth Deal will create thousands of jobs, provide incredible new training opportunities for young people, build of new homes and improve transport links across the region for people and their families; building a stronger economy and a fairer society.”

Nick Clegg, Deputy Prime Minister

“This is a significant announcement for Lancashire and builds on the LEP's work creating the right environment for businesses to thrive. The Growth Deal will establish a new 6-year investment package worth over £360m with the potential to create more than 4,000 new jobs in Lancashire over the coming years. This is great news for residents and businesses in Lancashire.”

Edwin Booth, Chair of the Lancashire Enterprise Partnership

“We're delighted that our Growth Deal will secure significant new investment to boost growth across the whole of Lancashire. It is clear that central government has confidence in our plans for future economic growth. Over the coming years, we will work hard to deliver new jobs, new homes and new business growth opportunities, which will help to re-establish Lancashire as a leading national economic centre”.

County Councillor Jennifer Mein, Leader of Lancashire County Council

Key Points: The Lancashire LEP has been awarded over £230 million of Growth Deal funding, of which £6.7 million will be invested in the Broughton Bypass.

3.7 Regional Policy Summary

Regional Policy includes any documentation that addresses growth and development across Lancashire and the wider region. It is supported through both LCC and the Lancashire LEP.

Since the devolution of decision making and funding powers to LEPs as a result of the Heseltine Review, a number of bids for funding have been submitted by the local authorities and the Lancashire LEP to support growth aspirations identified in the LDF and LTP3.

Funding Broughton Bypass has been at the forefront of these bids, providing a secure financial support for the scheme through the City Deal, Growth Deal and private developer contributions.

4 Local Policy

4.1 Introduction

As a result of changes to government policy, many planning and funding decisions are being devolved to a more local level, allowing Local Authorities a greater degree of autonomy from Central Government.

With the abolition of the Regional Spatial Strategies (RSS) and the focus on a more devolved localised agenda via the Localism Act (2012), councils across the country have been reviewing their existing Local Plans and Local Development Documents in light of changes in legislation.

The previous Policy Review included an assessment of the Central Lancashire Core Strategy and the saved policies from the Preston Local Plan (2004). This section will focus on additional policies adopted by Lancashire County Council that are specific to the Broughton area.

4.2 Central Lancashire Highways and Transport Masterplan

As stated in Section 3.3, a series of Transport Masterplans have been identified as the core policy documentation that will drive decision making for Transport for Lancashire within the LEP.

The Central Lancashire Highways and Transport Masterplan (CLHTM) was originally produced by LCC in March 2013 and sets out the investment priorities for highways and transport across Central Lancashire up to 2026. The Central Lancashire area comprises three districts within Lancashire; Preston City, South Ribble and Chorley. The Central Lancashire area is illustrated in Figure 4-A.

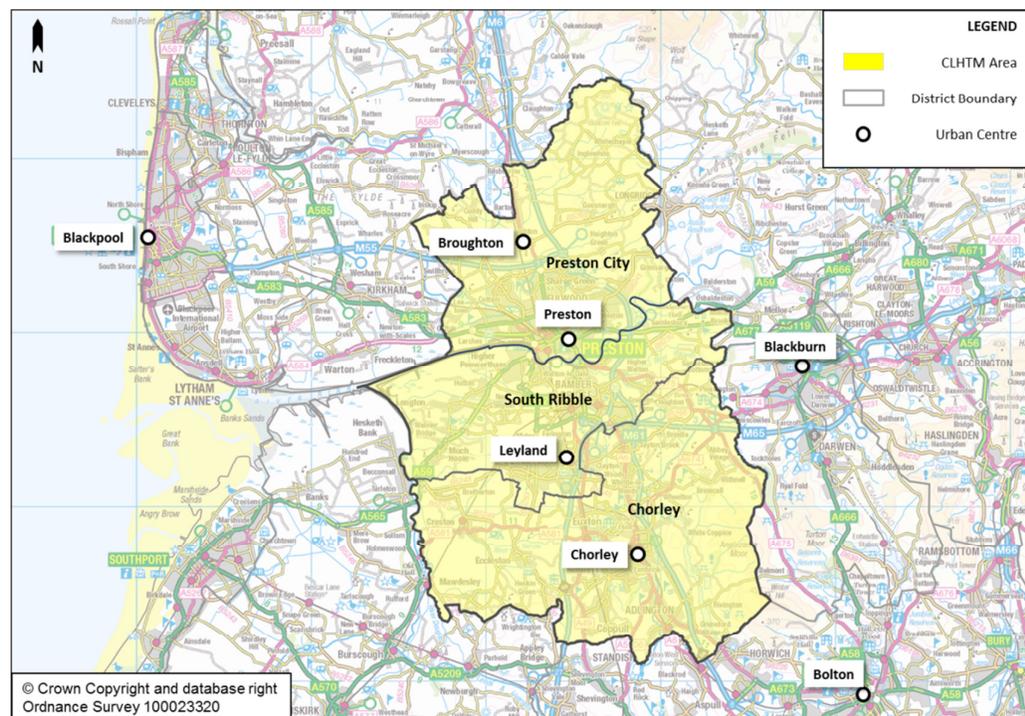


Figure 4-A Coverage of the CLHTM

The overarching vision for the masterplan is that;

“...to create new highway capacity to support new development and allow us to solve specific problems.”

It goes on to outline the main challenges affecting transport in Central Lancashire, including high population and employment density, its position as a regional transport hub, traffic congestion and partially developed sustainable transport. It concludes that small-scale measures are not the appropriate solution to these challenges.

The document then lists the key interventions it is committed to delivering; including the Broughton Bypass, new distributor roads, park and ride sites, bus corridors and rail improvements.

It highlights the Broughton Bypass as a means of providing congestion relief to Broughton village, as well as contributing to air quality and noise level improvements along the A6 corridor. Furthermore, it promotes the scheme as a means of supporting the delivery of the site of the former Whittingham Hospital for housing and employment uses, and development elsewhere in Preston.

Key Points: The CLHTM sets out the transport priorities for Central Lancashire; outlining the key challenges, opportunities and interventions for transportation in the area. The Broughton Bypass is identified as a major network improvement required to support local growth aspirations.

4.3 Preston City Local Plan (July 2013)

The Preston Local Plan is undergoing Publication stage whereby the plans and policies are made public prior to adoption. This will supersede the Preston Local Plan of 2004.

Infrastructure Policy IN2 of this version of the plan safeguards the route of the bypass for development control purposes along a line consistent with its most recent application. This includes the D’Urton Lane and Eastway links.

Major Developments Policy MD2 also identifies the areas to the North West of Preston that are scheduled for development of 4,000 housing units but states that improvements to highway capacity are required before this will be approved. Employment Policy EP1 allocates 1.4 hectares of employment land within the area, which includes the former Whittingham Hospital.

Provision is made for the protection of Green Belt land and areas of separation, both of which the bypass will flow through. However, because the bypass is also safeguarded in the Local Plan and it has planning approval, its construction will be permissible.

Key Points: The Preston City Local Plan is undergoing the final stages before formal adoption, but retains a commitment to complete the Broughton Bypass in order to unlock future developments.

4.4 Local Policy Summary

Policies for Central Lancashire and Preston both support completion of the scheme as a means of overcoming local challenges to transport and unlocking future developments.

The Bypass will unlock housing growth at the Whittingham Hospital and North West Preston sites by providing improved access and removing through traffic from the village of Broughton. It therefore has broad support within local policy documentation as a means of facilitating these developments.

5 Strategic Fit

5.1 Introduction

This chapter provides a summary of the “Strategic Fit” of the Broughton Bypass with key features of local, regional and national policy. It will summarise the aspirations and objectives of each of the policy documents and carry out a high level assessment of the extent to the Broughton Bypass will fulfil those criteria.

It will bring together policy documentation referenced in both this document and the Policy Review undertaken in May 2013. Details on the scheme’s adherence to environmental policy can be found in the Environmental Statement (July 2013).

5.2 Strategic Fit Table

Impacts will be scored according to the classifications given in Table 5-A.

Overall Impact Score	Contribution to Policy
Strong	More key policies benefited than hindered by the scheme. Contributes to and is consistent with Government policy.
N/A	No policies are affected by the scheme
Neutral	Roughly equal number of policies benefited as are hindered or no policies affected.
Negative	More key policies hindered than benefited by the scheme. Broadly inconsistent with Government policy

Table 5-A Summary of Policy Fit Impact Scores

The policy fit summary given in Table 5-B, based on existing knowledge up to July 2014.

Policy	Policy Vision/Objective	Description of Strategic Fit	Strategic Fit Score
National Planning Policy Framework: Development Principles	Building a strong, competitive economy	The Broughton Bypass will remove a constraint to local development in the area, thus allowing additional housing and employment to be provided nearby and boosting the local economy.	Strong
	Ensuring the vitality of town centres	Whilst Broughton may not be classified as a town, the removal of traffic from Broughton crossroads will provide a more pedestrian friendly and accessible environment, as well as reducing emissions in the village.	Strong
	Supporting a prosperous rural economy	The scheme will invariably involve additional land take and will impact on the rural landscape. However, the landscape impact will be mitigated and the route will improve the movement of goods from local farms and associated businesses, thus contributing to the rural economy.	Neutral
	Promoting sustainable transport	The Bypass will improve journey time reliability for bus services heading to and from Preston. Additional cycle facilities will also be provided along the A6 Garstang Road. Reduced traffic flows on the A6 will provide a safer environment for pedestrians and cyclists. It is not considered that the scheme will have a detrimental impact on sustainable travel.	Strong
	Supporting high quality communications infrastructure	The scheme will have no material impact on communications infrastructure.	N/A
	Delivering a wide choice of high quality homes	Whilst the scheme would open up areas such as Whittingham Hospital for future development, it will not directly contribute to the provision of high quality homes.	N/A
	Requiring good design	It is assumed that any improvements would be designed to current standards. Furthermore, the reduction of traffic in Broughton village presents an opportunity for public realm improvements.	Strong
	Promoting healthy communities	Diverting traffic onto the bypass will reduce noise levels and improve air quality in Broughton village, which is subject to an AQMA. Reduced traffic on the A6 Garstang Road would also provide a safer environment for pedestrians and encourage sustainable travel in the local area. It is considered that these benefits will offset any health implications caused by the bypass itself as these have been mitigated to acceptable levels.	Strong
	Protecting Green Belt land	The route will pass through existing green belt land and areas of separation, as defined in the Local Plan. However, the Bypass itself is also formalised within the Local Plan.	Neutral
	Meeting the challenge of climate change, flooding and coastal change	Through reducing congestion, the scheme could improve air quality and reduce harmful emissions, thus contributing to the Government's climate change targets. It is assumed the scheme would be designed to mitigate the impacts of run off and flooding with drainage designed to standard.	Strong
	Conserving and enhancing the natural environment	Mitigation measures for tree loss and habitat loss mean there will be a net gain in sensitive habitats. No significant adverse ecological impacts are anticipated for most protected species, although it is accepted there may be a slight residual impact on some species.	Neutral
	Conserving and enhancing the historic environment	Impacts to the historic environment are thought to be slight or neutral. No protected landscapes will be affected, particularly with mitigation measures in place.	Neutral
Facilitating the sustainable use of minerals	The scheme will have no material impact the sustainable use of minerals.	N/A	
Economic Growth: Government Response to Heseltine Review	Devolve local transport decisions to Local Enterprise Partnerships in a competitive funding environment	The Broughton Bypass will benefit from increased devolution of powers to LEPs as they will seek to address local issues and constraints to development.	Strong
Lancashire Strategic Economic Plan: Priority Areas	Strengthen transport connectivity to create jobs, enable housing development and release growth potential	Completion of the Broughton Bypass will improve connectivity between established housing and employment hubs as well as allowing potential housing and employment sites to be developed without hindering existing infrastructure	Strong
	Supporting the renewal and growth of Blackpool	It is not thought the bypass will have any material impact on traffic flows to/from Blackpool	N/A
	Growing the local skills and business base	The bypass will improve access to several employment sites, thus growing the potential for business in the area	Strong
	Innovation and manufacturing excellence	The scheme will not directly contribute to this objective, but will provide better access to employment sites where innovation and manufacturing excellence will be driven.	N/A

Policy	Policy Vision/Objective	Description of Strategic Fit	Strategic Fit Score
Lancashire LEP Growth Plan: Strategic Objectives	Establish Lancashire as a natural home for high growth companies	Broughton Bypass will open up several areas for potential employment growth, particularly in the north of Preston	Strong
	Reclaim Lancashire's role as one of the nation's key centres for advanced manufacturing	The bypass will improve access to several employment areas, which could include advanced manufacturing plants.	Strong
	Maximise the economic value and benefits of an emerging arc of innovation across Lancashire	Broughton is centrally located within the arc of innovation and the bypass will increase the viability of nearby employment land for development, thus making the area attractive to high end employers	Strong
	Drive forward the Lancashire Enterprise Zone and Preston City Deal, as the key drivers of new growth	The Broughton Bypass is a key component within the Preston City Deal and will benefit from the LEP taking a leading role in its delivery	Strong
	Oversee and develop complementary Local Growth Accelerator Strategies	Local Growth Accelerator Strategies are focussed on creating economic opportunities in deprived areas and are currently being delivered in East Lancashire, followed by Blackpool and Lancaster. The delivery of these strategies will not be affected by the bypass.	N/A
	Develop Sector Delivery Plans to unlock opportunities of national significance in emerging and established growth sectors	Sector Delivery Plans aim to target growth of certain specialist industries. Whilst the bypass will improve opportunities for these businesses to develop, the Sector Delivery Plans are themselves are being led by the LEP and are unaffected by the bypass.	N/A
	Create the right local conditions for business success	Once in place, the bypass will improve local traffic conditions, allowing commuting traffic to access both existing and proposed employment sites around Preston.	Strong
	Refocus the local skills system to make it more responsive to business skills demands.	Education and skills will be unaffected by the bypass proposals	N/A
	Ensure Lancashire's major transport projects are fully aligned with the delivery of key economic priorities	Both the Broughton Bypass and Lancashire's wider economic priorities are well aligned, as the scheme will improve connectivity to key services and thereby provide opportunities for the local economy to grow.	Strong
	Strengthen Lancashire's strategic case-making and refresh the area's offer to attract new investors and businesses	The scheme has a strong strategic case and will remove constraints to development around Preston, thus making it more attractive to new investors and businesses.	Strong
Lancashire Local Transport Plan: Transport Priorities	Improving access into areas of economic growth and regeneration	Much of the north of Preston has been identified for housing and employment, in addition to sites at Longridge and Whittingham. The scheme will improve access to both these areas and have a positive impact on the public realm in Broughton village	Strong
	Providing better access to education and employment	Journey times to and from the nearest employment and education centres in Preston will be improved as a result of the scheme. Accessibility within Broughton itself will be improved once traffic is diverted away from Garstang Road.	Strong
	Improving people's quality of life and well being	The removal of traffic from the centre of Broughton will reduce traffic noise and improve air quality around the crossroads. It will also provide an opportunity for pedestrian and urban realm improvements that will reduce severance in the village.	Strong
	Improving safety of streets for most vulnerable residents	Once the bypass diverts traffic away from Broughton village, there will be more opportunities for pedestrian improvements that do not impede significant amounts of traffic. Community severance will be decreased as a result.	Strong
	Providing safe, reliable, convenient and affordable alternative to the car	The scheme's main benefits derive from the journey time savings for car travellers. However, it will also improve journey time reliability for public transport.	Neutral
	Maintaining assets	The provision of a new scheme will reduce maintenance demands on the current A6, although will require ongoing maintenance in the long term.	Neutral
	Reducing carbon emissions	The bypass should have a beneficial impact to the Broughton AQMA by diverting traffic away from the A6. Any increase in emissions will be slight and will be outweighed by the reduction in emissions caused by alleviating congestion on the A6	Strong
Preston, South Ribble and Lancashire City Deal: Opportunities and Challenges	A significant and ambitious funding mechanism is required to remove critical infrastructure barriers to enable sustainable housing and employment growth	The City Deal will deliver economic growth and provide financial certainty that critical infrastructure will be delivered in the area. Without strategic investment to deliver critical infrastructure, the future prospects of the City Deal area could be seriously limited, as evidenced by previous planning refusals private sector investment plans and housing sites.	Strong

Policy	Policy Vision/Objective	Description of Strategic Fit	Strategic Fit Score
Central Lancashire Highways and Transport Masterplan: Challenges and Vision	In order to meet the challenges including high population/employment density, traffic congestion and developmental pressures, additional highway capacity is required.	The Broughton Bypass would allow new developments to go ahead, as well as address existing issues such as traffic congestion. It is highlighted as a local strategic priority where smaller scale interventions would not be effective.	Strong
Lancashire Enterprise Partnership Growth Deal: Priority Areas	Releasing Growth Potential - by strengthening transport connectivity to create jobs and enable housing development	Out of total £233.9 million Growth Deal award, £71.9 million will be invested in infrastructure development. The bypass will alleviate congestion and improve connectivity in and out of Preston, thus enabling the development of key housing and employment sites.	Strong
Central Lancashire Core Strategy: Strategic Objectives [selected where applicable]	Foster growth and investment in Central Lancashire that is focussed around key Urban Centres, Strategic Locations and Rural Service Centres	Providing a bypass around Broughton will encourage growth and investment around Preston and Rural Service Centres where it has been previously stifled due to concerns regarding traffic congestion. Broughton will become a more viable Rural Service Centre following completion of the scheme.	Strong
	Ensure there is sufficient and appropriate infrastructure to meet future needs	The scheme will address the demands of future traffic levels, including that of proposed developments. The existing layout would become more congested and polluted in future if the scheme did not go ahead	Strong
	Reduce the need to travel, manage car use, promote sustainable transport and improve the road network to the north and south of Preston	Car users will benefit most from the scheme and the faster route it provides. However, it will also provide a more reliable route for buses travelling into and out of Preston.	Neutral
	To make journeys easier into and out of Preston City Centre, as well as safeguard rural accessibility	Journey times into and out of Preston City Centre will be improved once the scheme is in place, compared to retaining the current alignment of the A6.	Strong
	Maintain a steady housing supply in Central Lancashire to meet housing requirements, based on infrastructure provision	Without the scheme in place, it is unlikely that certain residential developments would receive planning approval due to current constraints in the network. The scheme will provide adequate infrastructure to support local housing trajectories.	Strong
	To ensure there is a sufficient range of locations available for employment purposes	The scheme will support the development of employment land at Whittingham and to the north of Preston. Delivery of these employment sites would have been put at risk if the scheme did not receive approval.	Strong
	To sustain and encourage appropriate growth of rural businesses	As well as travel into Preston, the scheme will also improve journey times out of the city and into the surrounding rural hinterland. It will aid the flow of workers, goods and services from rural enterprises towards the strategic road network	Strong
	To protect, conserve and enhance Central Lancashire's places of architectural and archaeological value and the distinctive character of landscapes	Impacts on some archaeological assets are predicted as a result of the scheme, however mitigation measures are in place to reduce the impact on both this and the surrounding landscape.	Neutral
	To maintain and improve the quality of Central Lancashire's built and natural environmental assets	Appropriate mitigation measures are in place to protect the majority of environmental assets in the area. The built environment around Broughton village will benefit once traffic travelling along the A6 Garstang Road is removed.	Neutral
Improve the health and wellbeing of all of Central Lancashire's residents	Diversion of traffic away from Broughton village centre will improve air quality in the area and create a safer and healthier environment for local residents.	Strong	
Preston Local Plan: Policies from 2013 Publication version [selected where applicable]	Alignments for the Broughton Bypass and D Urton Lane/Eastway Link Road are safeguarded	The bypass route is safeguarded in the local plan, indicating the local council is fully supportive of the scheme going ahead.	Strong
	Allocation of housing sites in land north and west of Preston, provided congestion is mitigated	Once complete, the Broughton Bypass will mitigate the impact of this development and allow development approval to be granted.	Strong
	Allocation of housing sites in Longridge	The scheme will support the completion of housing and employment sites to the east of Broughton village	Strong
	Allocation of employment sites at Whittingham and North East Preston	The scheme will support the completion of housing and employment sites to the east of Broughton village	Strong
	Protection of existing green infrastructure	The bypass route bisects an area of green belt land, however the route is permissible as it is identified in another Local Plan policy.	Neutral
	Protection of areas of separation to avoid merging of settlements	The bypass route bisects an area of separation, however the route is permissible as it is identified in another Local Plan policy and will not lead to the merging of Preston and Broughton.	Neutral

Table 5-B Broughton Bypass Strategic Fit Assessment

6.1 Introduction

A high level assessment of key local, regional and national policy has been carried out to determine the “strategic fit” of improvements to the Broughton Bypass. It draws upon evidence from a Policy Review carried out in May 2013, and this document which includes policy announcements in 2013/14.

6.2 Strategic Fit Summary

Following a review of a selection of policy documents, an assessment has been carried out to determine the policy fit of the Broughton Bypass scheme. Table 6-A summarises the overall strategic fit of the scheme across each of the documents reviewed.

Policy Level	Policy Document	Summary	Strategic Fit
National	National Planning Policy Framework	Scheme aligns with 10 out of 13 Development Principles	Strong
	Government Response to Heseltine Review	Scheme will benefit from devolution of powers to LEPs	Strong
Regional	Lancashire Local Transport Plan 3	Scheme aligns with 5 out of the 7 Transport Priorities	Strong
	Lancashire LEP Growth Plan	The scheme will support 7 out of the 10 Growth Objectives	Strong
	Preston, South Ribble and Lancashire City Deal	The scheme meets the criteria of being a critical infrastructure improvement	Strong
	Lancashire LEP Strategic Economic Plan	Out of 4 Priority Areas, 2 are applicable both support the scheme	Strong
	Lancashire LEP Growth Deal	The scheme will form part of the infrastructure investment programme.	Strong
Local	Central Lancashire Highways & Transportation Masterplan	The scheme is identified as a strategic priority	Strong
	Central Lancashire Core Strategy	Scheme aligns with 7 out of 10 applicable Strategic Objectives	Strong
	Preston City Local Plan	Scheme would support 4 out of 6 local Policies.	Strong

Table 6-A Summary of Strategic Fit of the Broughton Bypass

The above table shows that there is a broad range of policy objectives that support the scheme. The scheme is not in alignment with every policy listed as in some cases, the strategic fit is neutral (e.g. where the scheme will cause some impacts, which are then mitigated). In other cases, the policy is not relevant to the Broughton Bypass scheme.

6.3 Core Themes

Overall, the policy documentation and scheme impacts can be broken down into 5 core themes:



Economy: Broughton Bypass is broadly seen as a necessary addition to the highway network as it will reduce congestion on the A6, thus allowing adjacent developments to go ahead without negatively impacting on nearby roads. This in turn will encourage economic growth in the area.



Safety: The scheme should improve road safety in Broughton; both by reducing conflicts at accident hotspots and making Broughton village safer for pedestrians and crossing points once vehicles are diverted away from the current alignment.



Sustainability: The current route along the A6 is viewed as a constraint to sustainable development as it is already at capacity and subject to congestion. Conversely, the scheme would futureproof the network for forecast traffic growth and development trips. It would also improve journey time reliability for public transport and improve conditions for cyclists.



Health: Diverting traffic away from Broughton will reduce emissions within the village centre. Additional cycling infrastructure and pedestrian improvements could also encourage active travel.



Environment: The reduction in air pollutants in Broughton village should eventually remove the AQMA in force along the A6. The noise, air quality and ecological impacts of the scheme have all been mitigated to acceptable levels.

6.4 Conclusions

Following a study of the latest policy documentation for the UK and Lancashire, it is concluded that the Broughton Bypass aligns with a broad range of policy objectives. More key policies benefit from the scheme than those which are hindered by it and it is consistent with Government directives. The scheme therefore has a good strategic fit.