

# PRESTON CITY TRANSPORT PLAN

Technical Advice

October  
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# FOREWORD

Preston City Transport Plan is presented to you in this document. It is the exciting and forward-looking outcome of a comprehensive investigation into transport issues undertaken over the past year, focussed in and around the City Centre and key public transport corridors that connect key strategic employment and housing sites.

When understanding transport matters a series of inter-related themes arise, not least those concerned with economic and social development of the place, but also with the health and wellbeing of the city, its people, and its visitors. At the same time when predicting ahead 20 years, and in particular with the pace of technological change, it is important to recognise that any plan needs to be flexible enough to encompass current 'unknowns'.

Transport demand and activity is already being influenced by technological change, often in other sectors such as retail. Internet shopping and its influence on physical form and activity in our city centre and the changing pattern of movement it implies is one simple example of this. Combined with health, environmental concerns and opportunities, active modes of travel present a positive opportunity that younger generations in particular are embracing as new lifestyles emerge.

This Plan is built upon a bedrock of comprehensive data analysis, stakeholder engagement, numerous related studies, and benchmark places. It is not, therefore, a traditional mathematical or modelled approach to transport planning - as so often has occurred in the past. Indeed, in developing this study we have followed many of the core principles that are applied consistently across Europe, aligning closely with best practice guidance on Sustainable Urban Mobility Plans (SUMPS) but applied in a bespoke manner to Preston.

Whilst the focus of this work is about how transport can contribute further to transforming the City Centre and Central Lancashire Economy, it is not an isolated entity. This is a plan that has inter-relationships right across the Northern Powerhouse, with the station being a focal point, not just within the North West, but at National level. Preston's role in the delivery of a successful Northern Powerhouse cannot be underestimated, and can help to complement growth in adjacent cities such as Manchester and Liverpool. What is perhaps most important to recognise is that Preston is the heart of Lancashire, and beyond, as the city centre interacts with many of the towns and cities around it on a daily basis.

Preston as a city is not just an inward commuting or retail destination, it is not just an increasingly attractive place to live, but is a place where some of the nation's key employers choose to locate close to and therefore have significant interaction with. The plan therefore recognises the substantial growth and wider influences that are already happening and that the Preston, South Ribble and Lancashire City Deal has helped accelerate, but also looks to act as a facilitator for the wider economic opportunities that are arising, particularly around the Enterprise Zones at places such as Warton Aviation, Samlesbury Aerospace, Hillhouse Technology and Blackpool Airport. Additionally, it can help to support the Local Industrial Strategy.

Preston City Centre has an important role to play in many key nationally important sectors, such as Advanced Manufacturing, Aerospace Engineering, and Energy. If those businesses, and therefore the nation are to stay at the heart of the national economy then it must be easy for them to inter-relate with their nearest City Centre, and that same City Centre must provide functionality that attracts and retains the best global talent. When combined with other factors such as the strong growth of excellent universities at University of Central Lancashire (UCLAN), Edge Hill and Lancaster in close proximity and forthcoming High-Speed Rail arriving in Preston, the time is right to explore and define what we want transport to be like in the future.

Our work shows why Preston cannot simply carry on trying to accommodate today's level of car use, particularly for commuting. Preston's commuter footprint grew by almost 70,000 people from 2001 to 2011 and is continuing to accelerate.

Within early stages of the study five key opportunities were identified for the City;

- It is an opportune scale, including its hinterland, where change can have a real influence and be meaningful;
- It is a city with momentum, not least in the aforementioned Preston, South Ribble and Lancashire City Deal and UCLAN Masterplan delivery, but also in development of city living and improving the leisure offer;
- It has already been a pioneer in changing public realm in the city, particularly with the flagship Fishergate Scheme and indeed there is an appetite for change;
- There are many disused or underused corridors that fan out into the wider geography, of which more use could be made to link to areas of development activity;
- The station, being an underused asset, has significant transformational potential. Whilst already a nationally significant gateway, better access and movement within and better accessibility to and from will allow it to contend with anticipated increases in demand and provide incentive for people to utilise its rail offer.

The vision, developed together with stakeholders, focuses around four key principles:

1. Responding to a growing economy in a sustainable manner, thereby maximising efficiency.
2. Rebalancing the transport mix, to provide a more rounded mobility offer.
3. Creating a healthier place, for both people and the environment, responding to significant issues in health across the city.
4. Continuing the physical transformation of the city by creating great streets and spaces.

The document explores each of these principles in detail and sets out a series of key proposals, reacting to the evidence gathered. These proposals are not always unique to one principle. There are 19 key proposals in total, each developed in line with our vision for Preston, and each explored in some detail as the core content of this document. These range from provision of a Western Ribble Crossing through to a programme of greening streets in the heart of the city centre. They therefore vary in scale, cost, and timing to create a phased plan.

Importantly each of these is designed to be capable of being developed and implemented, but at the same time being part of a programme over the 20-year period to 2038 that will transform the City Centre and beyond - where the cumulative value is significant. The schemes will be progressed as interrelated improvements, bringing benefits in their own right, and dividends in combination. These benefits will not just be in terms of how people travel, but relate to all manner of economic, social, and environmental matters.

The proposals are also supplemented by a range of policies to support implementation, operation and management of the interventions proposed. These deal with issues such as air quality, right through to workplace parking, or prioritisation of safe cycling for all, whether 8 or 80 years old.

**This is not a plan designed to sit on a shelf gathering dust.** It is a plan to inspire action and delivery. It is a plan to make all think about and understand the real issues facing Preston. More importantly, it is a plan to make sure all have a tool to reference, with common ground, allowing them to embrace the huge opportunities that Preston and its wider sphere of influence have today and in the future.

Clearly there is uncertainty ahead, not least in relation to matters such as Brexit, climate change, and technological change, but;

- **What is certain is that Preston cannot afford to continue to simply try to accommodate the car, without it impacting negatively on the economic growth of the city and wider area.**
- What is also certain is that there is an appetite for change.

Transitioning from a car-dominated network to a multi-modal network can play a big part in reducing congestion in the long-term, and help to facilitate a growing economy by bolstering productivity. Enabling this transformation would result in added inclusivity, and help Preston to become an 'accessible' city, which caters for the movement of all users by encouraging sustainable travel, and promoting a healthy environment to live, work and play.

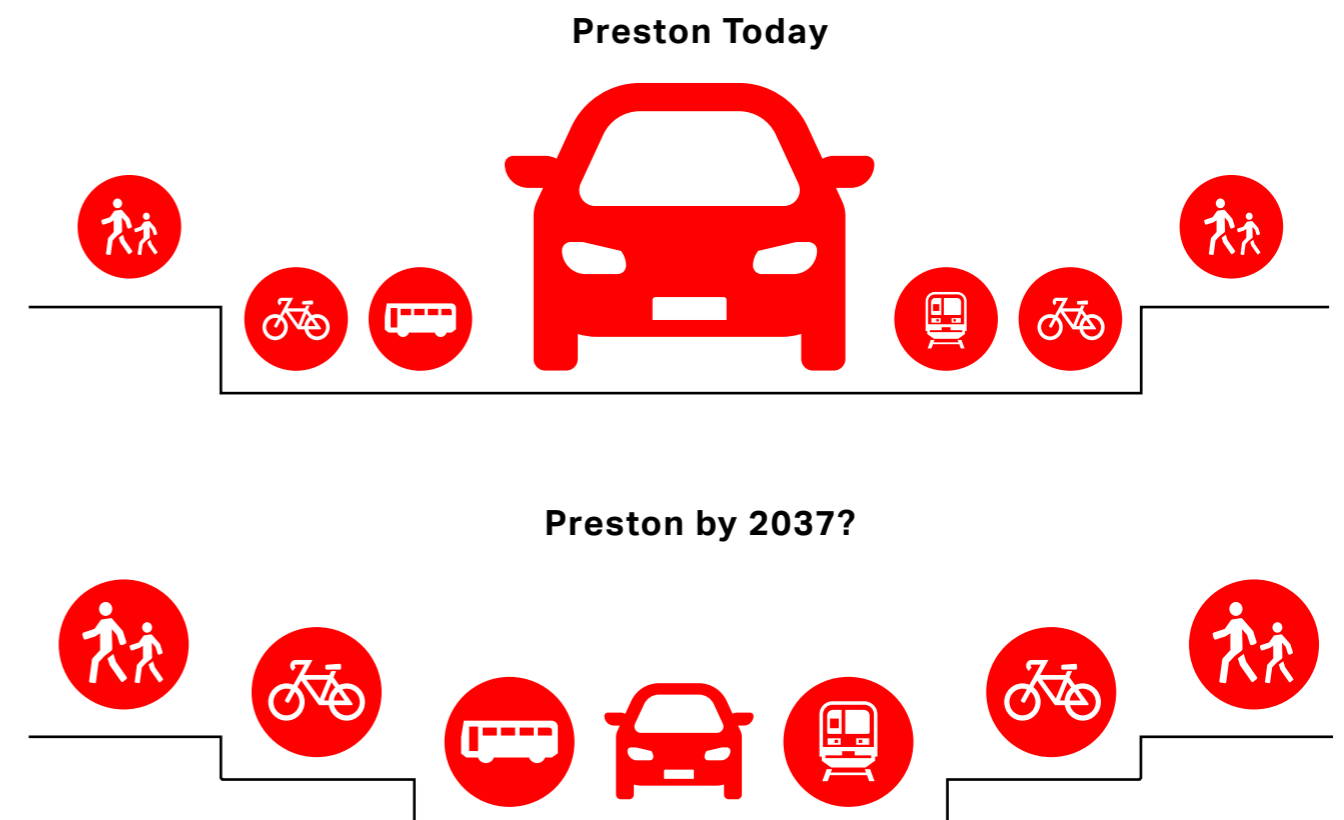
In order to achieve such change, the plan therefore includes a delivery plan which itself responds to the simple fact that transport funding needs to increasingly be applied where benefit is greatest, particularly in relation to creating further economic value, but that new ways of generating secure revenue to supply and operate transport infrastructure is critical.

**Please take the time to read and explore this plan, challenge thinking where needed, but understand that it has been designed to enable**

**Preston to take a huge leap forward over forthcoming years, and become known as one of the UK's most forward thinking cities for transport. It is designed so that transport is a true enabler of growth, for the benefit of the city, region, and nation.**

**This is just the beginning of what we see as an on-going, transformational journey.**

Figure 1: Current and Future Transport Mix?



# 01. INTRODUCTION

Preston City Transport Plan (PCTP) is a 20-year vision for movement and connectivity in the city – focusing on travel to, from, and within the city centre. It is a long-term strategy for reducing congestion, providing great public transport, and transforming the city's streets and spaces.

## Transport Matters

The transport network plays a vital part in almost everybody's daily life – day-to-day we see transport as how we get to work or school, how long journeys take us, or how much different modes of travel cost. For many, it also informs where they choose to live, or locate businesses.

But beyond this, transport has wider implications too – on the quality of air we breathe, the safety of our streets, and on how much physical activity we do. It is also central to the economy and productivity too.

Most Prestonians would agree that congestion is a major issue in our city. And while investment is on-going to alleviate these issues in several areas, we need to plan for the next wave of growth and change. As an outward-looking, confident city, we welcome new homes and development – but we also need to carefully consider how we deal with increasing demands on an already strained transport network.

***“Generally speaking, a sustainable urban transport system must incorporate four strategies: attractive public transport, walkability, compact spatial planning, and restraints on car traffic.”***

**- Jonas Eliasson, KTH Royal Institute of Technology<sup>1</sup>**

Today, travel in Preston is largely dominated by private car use. Around 70% of trips to work are made by car – partly due to a lack of real alternatives. In the long-term, Preston will simply be unable to accommodate today's level of car use.

**In the long-term, a growing Preston will simply be unable to accommodate today's level of car use.**

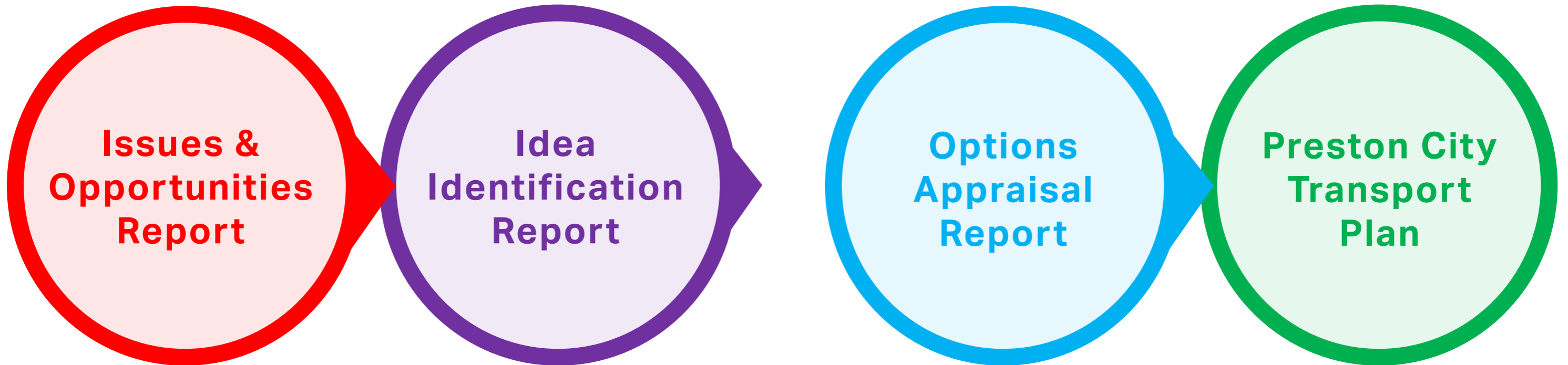
As a 20-year vision, this document far exceeds the lifespan of both the current City Deal and the existing adopted local planning frameworks. So, while setting out clear and deliverable short- to medium-term schemes is important – the Plan looks much further in to the future, setting a vision for Preston for the long-term. It should be noted that none of the policies or proposals in this document have been adopted, and will need to go through the formal due processes before achieving that status.

<sup>1</sup> Eliasson, Jonas. (2014). The Stockholm congestion charges: an overview. Centre for Transport Studies Stockholm.



## Evidence Base

We have undergone a comprehensive process of evidence gathering, workshops, engagement, and analysis which provides the foundation for this Plan. These reports are available online, as the supporting evidence base to this document.



The fundamental objectives of this report were to:

- Consult with stakeholders;
- Develop a comprehensive picture of transport in Preston, today;
- Understand the core issues associated with different modes of travel, different areas of the city and proposed developments;
- Examine current and future land uses;
- Analyse the key opportunities for enhancing travel to, from and within the city centre;
- Understand how transport opportunities can better support growth of the city; and
- Establish a long-term vision for transport and movement in Preston.

This report set out opportunities which in the next stage translated to over 100 potential schemes.

Building upon the work from the Issues & Opportunities report, the main aims of this report were to:

- Develop a series of strategic transport options and interventions;
- Set out their potential to achieve change and meet the vision objectives of the Preston City Transport Plan;
- Undertake consultation with stakeholder groups and establish their views on the potential interventions.

The core purpose of this report was to set out, and provide a better understanding, of some of the potential schemes that were identified at the time.

## Options Appraisal Report

The fundamental objective of this report was to thoroughly assess the individual merit of all schemes identified within the previous 'Idea Identification Report'.

All schemes were assessed individually, against more than 50 criteria – from 'placemaking' to 'parking', 'congestion' to 'carbon'. Whilst this scoring system wasn't intended to 'give us the answer', it did provide a really strong indication of the relative merits of comparable schemes. Moreover, it helps structure decision making, and compares schemes against the same parameters, ensuring that appraisal is both fair and transparent.

## Preston City Transport Plan

The Preston City Transport Plan builds upon the work from the previous three reports. It has a 20-year lifespan – which far exceeds that of the City Deal and Local Plan, and looks to build a city that works for everyone by implementing a number of schemes, identified within the previous reports, to better the transport offer within Preston.

Thus, by transforming the city's streets and infrastructure, the PCTP looks to enhance the city as a place to work, play, live, and do business - acting as a catalyst to spark and facilitate development in Preston.

## Issues and Opportunities

We believe there are five fundamental issues and opportunities around transport in Preston - which forms much of the basis for our thinking and visioning in this plan.

### Top 5 Issues:

#### Structure of the city

The lack of wider north-south cross river routes to the west of the city creates great pressure on the city centre highway network - as city traffic is forced into bottlenecks (such as West Strand) and through-traffic routes along Ringway - as it is more direct to travel cross-city than around it on the strategic motorway network. In the city centre, a lack of direct links to the south disconnects the city from South Ribble and increases pressure on routes to the north, east and west.

#### Mixed messages

The city centre is served by several high-capacity highway corridors, some of which are 6 lanes wide in places - corridors that prioritise expedient traffic movement to/from the city centre. However, the city centre is structured to 'resist' these flows, with one-way streets and bus lanes creating a convoluted network. In particular, Ring Way acts as an urban motorway in what we want to be a 'walkable' city. It acts as a poor 'front door' to the city, and a severance between the north and south. These mixed messages cause confusion in how the city is supposed to be accessed.

#### Lack of strong alternatives to car use, and lack of incentive to use them

Whilst it is encouraging that walking is the most used mode of travel to work in the city centre for those that reside in the core and inner city, only Ribblesdale features public transport as its primary mode choice under this metric. Where alternatives are available, there is often a parallel lack of incentive to use them. This means that travel to the city centre from the rest of the urban area is dominated by private car.

#### Car parking

Much of the city's parking stock is located in poorly accessible areas, south of Fishergate. For a city of this size, there is a very high proportion of private stock (being roughly equal to public), this facilitates car-borne travel. Additionally, there are several large surface CPs - which is an inefficient format for modern city centres.

#### Preston 'Parkway'

Preston Station is a key hub of regional and national travel, and is a regionally significant asset. However, the absence of local railway lines and stations (other than at Bamber Bridge and Lostock Hall), means that rail does not serve trips with the urban area. It is almost a 'Parkway' station, in a city centre location. Amplifying this, as rail demand grows at Preston Station (with new services, including HS2) the attraction of car trips will only increase.

### Top 5 Opportunities:

#### An opportune scale

Preston has an inherent strength in its size; the city centre is considered walkable, the urban area is considered cycleable, and it is approaching the scale of city that commands more modern, integrated public transport network. There is a real opportunity for the transport strategy to be the driver of future land-use planning, and reverse some of the issues associated with the structure of the city in particular, there is potential for Ring Way to become the anchor for connectivity, helping to improve the core network.

#### A city with momentum

The City Living Strategy is boosting the residential population of the city centre, and now Preston has the third highest GVA per head in the North behind Manchester and Leeds. The city centre has a growing office market, and retail market is changing. Major assets such as the institutions of UCLan and Cardinal Newman College are highly successful and growing. Additionally, Samlesbury Aerospace and Warton Aviation Enterprise Zones will deliver world class facilities for advanced engineering and manufacturing. This momentum is creating an increasingly vibrant city centre, but one that needs new ideas to help better integrate it to the wider urban area.

#### Streets ahead

Fishergate has markedly improved the image of the city and is often heralded as exemplar urban design. There are several streets and spaces throughout the city where a similar level of change could be achieved - supporting walking, cycling and local business. In particular, the transformation of the Ring Way provides an opportunity to relocate traffic, better cater for more sustainable modes of travel, and provide links between UCLan, Preston Rail Station and Preston Bus Station. There is scope to radically transform the image of this corridor, and make it a gateway Preston can be proud of.

#### Disused corridors

Several former passenger rail lines extend from the city centre in an almost 360-degree radial pattern. These corridors could present a major opportunity to transform links to the city centre from outlying areas.

#### Preston 'Gateway'

Growth and transformation of Preston Station should focus on creating a new Gateway to the city, and wider urban area. The station should be a hub of local, regional and national movement. Achieving better local rail connections will require more radical, joined-up thinking and investment.





## 02. A GROWING & CHANGING CITY

As an outward-looking, confident city, we welcome new homes and development – but we also need to carefully consider how we deal with increasing demands on an already strained transport network.

### Preston Today

Preston is a city famed for its character, creativity, and entrepreneurial flair. Home to more than 360,000 people<sup>2</sup> it is similar in size to Cardiff or Reading. It is a city that thrives on diversity. Preston's economy generates around £8.32bn Gross Value Added (GVA) per year, higher than both Oxford and Cambridge.<sup>3</sup> In addition to this, Preston has the third highest GVA per head in the North behind Manchester and Leeds.

Preston is a high performing economic centre, and one of the fastest growing economies in the North. It is an outward-looking, confident city that is the critical point in a wider geography. It has a long history in high-quality jobs and housing that are critical to national success - and a fundamental part of the Northern Powerhouse.

Crucially, it is continuing to grow stronger at a rapid rate, and is at the heart of a county that is driving growth through Lancashire's unified 'We are Lancashire – the Place for Growth' investment campaign – one that will play a key role in delivering a stronger Northern economy. Today, Lancashire has the highest concentration of aerospace employment in the country - it is number one in the UK for both aerospace supply chain companies and related advanced manufacturing, and the fourth largest global aerospace cluster.

Tied into this modern manufacturing story, the city centre is characterised by a strong and complementary professional services sector. Several major finance, consulting, law, and insurance firms are focussed around the historic Winckley Square. The city's strategic position also means that logistics, manufacturing, and retail are major contributors to the economy.

It is also home to the University of Central Lancashire (UCLan), which has grown substantially to over 38,000 students and 2,600 staff - including courses that relate strongly to the advanced manufacturing and engineering sectors, anchored by the £32m Engineering Innovation Centre (EIC).

**Preston's economy generates around £8.32bn GVA per year; higher than both Oxford and Cambridge.**

While this transport plan focusses upon Preston City Centre, this is intrinsically linked to a much bigger series of economic geographies. Preston is at the heart of Central Lancashire, where together with the boroughs of South Ribble and Chorley, major growth has and is occurring, such as the expanding Preston East Employment Site, which will generate several thousand jobs over the next few years and Lancashire Central (formerly known as Cuerden). Significant housing growth over recent years, at places such as Buckshaw Village and Cottam, have expanded the variety of the offer, but also the catchment for the city centre itself. They have re-enforced Preston City Centre's centrality in the wider geography.

At a slightly wider level, within Lancashire there are four Enterprise Zones, focussing upon advanced manufacturing and energy sectors. These sites have developed from historical assets, including three airports where aviation related engineering has left a strong legacy.

These Enterprise Zones at Warton Aviation, Samlesbury Aerospace, Hillhouse Technology, and Blackpool Airport, ultimately link economically to the success of Preston City Centre. Collectively, they form the Lancashire Advanced Manufacturing and Energy Cluster and will help to create over 10,000 highly productive, high-value jobs - and an investor offer of national significance.

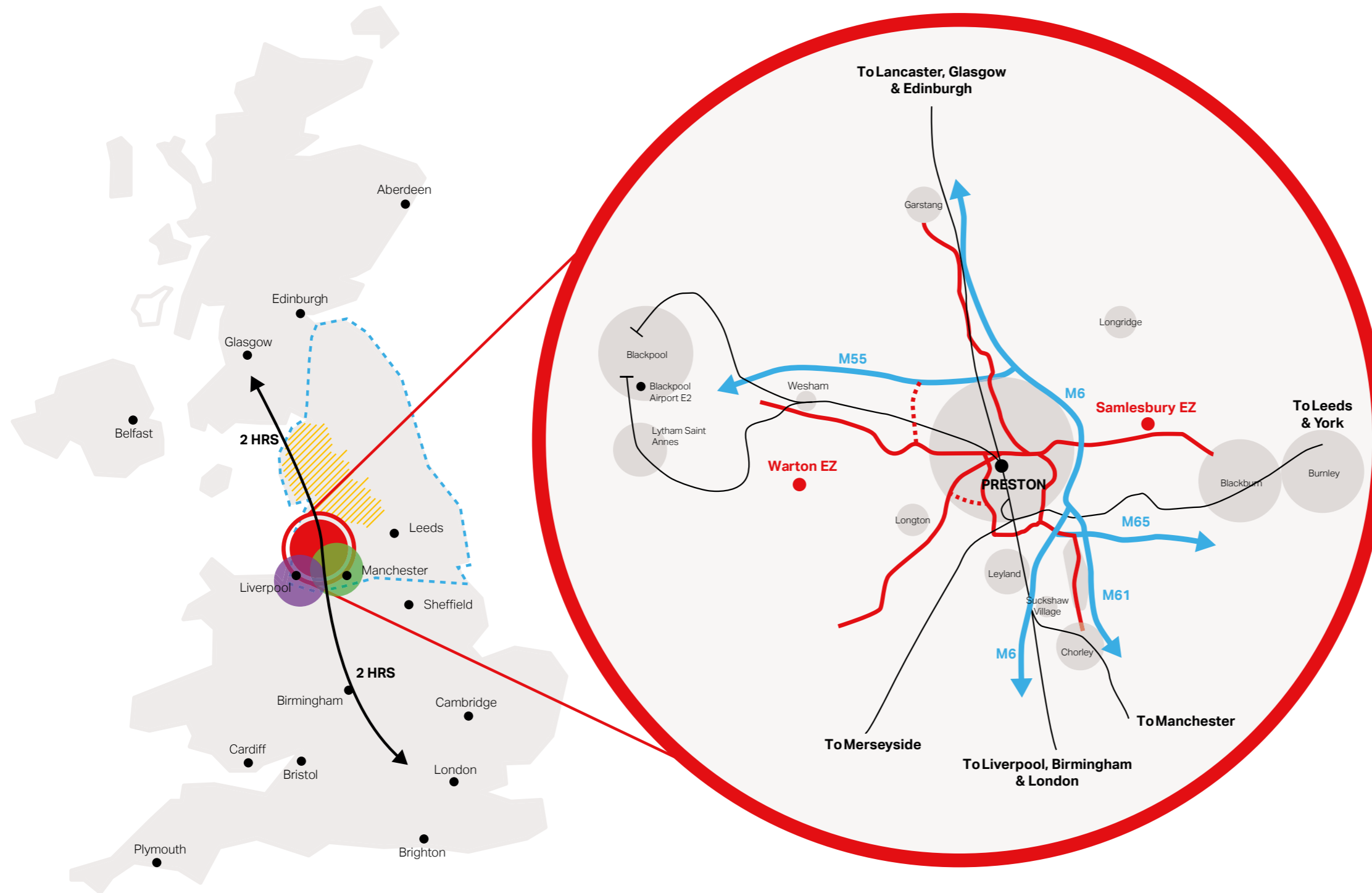
Preston is, however, more than about Lancashire alone. It's rail connectivity is already second to none - albeit with facilities that are in need of revamp and update – with HS2 set to further improve connections from 2026. Indeed, it is central on the only viable route for travellers on the West Coast between Scotland and London, therefore central to much of the country and the key cities of the North West, Yorkshire, and the Midlands.

By both road and rail Preston is a pivotal north-south, east-west location on the network – being at the convergence of four motorways (M6, M55, M61 and M65), and four railway lines. As a result, it boasts short drive times, and direct rail links to Manchester, Leeds, and Liverpool, but also makes Preston a key hub for several large towns within its proximity; including Blackpool, Blackburn, Burnley, Lancaster, and Wigan. It is also a key gateway to the bigger Northern Powerhouse opportunities, particularly those close to Cumbria's Energy Coast. In that respect Preston City Centre is an imperative part of a link that literally keeps the nation's energy switched on. Preston is not a rival to the other great Northern cities in Liverpool and Manchester, it is complementary, with different industries helping provide a fully rounded Northern Powerhouse.






2. NOMIS, 2016, Mid-year population estimates - Preston Urban Area (including Preston, South Ribble & Chorley).

3. ONS, 2016, Regional Gross Value Added (Income Approach) NUTS3 Tables.

**Figure 2:** Preston's regional geography



**Key**

 Central Lancashire	 Liverpool City Region	 Transport for the north area
 Greater Manchester	 Energy Coast and Lake District & Yorkshire Dales National Parks	

Ultimately, Preston itself is many things;

- It is a city at the heart of a wider area of agglomeration that plays an increasingly strong economic role
- It is a key to east-west and north-south connectivity at both national and northern levels, as well as within its more local geography
- It is a key element of Transport for the North and an important location on the wider Northern Powerhouse Rail agenda, providing connectivity and network opportunities
- Its history on the national road network, dating back to the M6 Preston bypass, is not co-incidence - being a critical part of the national connectivity network

The city's long term-economic vision, in support of the Lancashire LEP's growth ambitions, are to:

- Rebalance the local economy and support Northern Powerhouse key sectors
- Support the delivery of the UK Industrial Strategy
- Further advance Central Lancashire as the key cluster for UK advanced manufacturing and engineering
- Be well known as a great place to live, work, study, and visit

## Why a Transport Plan for Preston?

This is not purely a transport plan, but needs to be seen and understood as a key part of a wider growth strategy – ultimately the most fundamental aim of the plan is to boost productivity and support the continued growth of the city. Preston's critical local, regional, and national role explained above demonstrates its importance at different levels of geography. Preston is key to the success of this much wider area, and its city centre is imperative to that success because it is the place that ties these assets together, but also because it is a place where increasing investment is occurring. Without interventions it will simply not cope with the levels of demand to be placed upon it in an attractive and sustainable way.

As this document continues to explain, reliance on the private car has just about been managed so far. However, this reliance is now beginning to degrade both the physical, and environmental quality of our city. In the short- and medium-term, limited transport options and increasing congestion would have severely impeded housing and economic growth in Preston, without the City Deal interventions. In the longer-term, it will almost certainly act as a brake on economic success.

Importantly, where we have invested to date in creating change, such as at Fishergate in the heart of the city centre, it has led to economic uplift, improved environment, more acceptance of non-car use, and been widely welcomed as creating a more positive place by both investment businesses and the wider public. Indeed, that scheme is often held up as a national level benchmark for transport, public realm, and economic success.

Currently, we have an investment programme under City Deal of upwards of £400m in transport infrastructure alone, but if we do not continue to build on this investment we will return to the same choked city environment and obstacles to growth. We believe that this plan offers a blueprint for Preston to

continue to grow at a rapid rate – but without the negative implications of unchallenged car dependency on health, the environment, and the economy. Importantly, this will allow areas around the city to continue to grow and refresh, improving the lives of several million people within the wider sphere of influence. Preston is a place where business is investing and where people want to live and work. A more effective transport network will become increasingly important in maintaining and stimulating that equation.

## Growth Pipeline

Preston is a fast-growing city; there are currently several major developments proposed, planned, in design or under construction in the city centre – whilst City Deal will deliver significant new housing and infrastructure across the wider settlement. As such, it is critical that this plan supports this wider growth pipeline.

### The City Deal

The Preston, South Ribble and Lancashire City Deal (the 'City Deal') is investing over £433m in new infrastructure in Preston and South Ribble, stimulating over £1bn of economic growth across the region.

It includes the development of four new major roads, as well as a new motorway junction, and supports the development of over 1-million sqm of commercial floor space (with £2.3bn in leveraged commercial investment), creating employment sites across the region and 20,000 new private sector jobs.

Additionally, over 17,000 new homes will be built to cater for projected growth and future generations.

This major growth deal is fundamental to the long-term success of both the city and wider region.

## Major City Centre Transformation

Preston City Centre is at the start of a series of potentially major changes, with investment coming forward in several areas:

- **UCLan Masterplan**

UCLan is pressing ahead with a £200 million 10-year vision to create a unified, sustainable, and welcoming new campus. The new campus will integrate with the rest of the city, and transform the current estate. The Adelphi Roundabout will become the 'Adelphi Square'; an iconic gateway that draws together the University and the city centre. This comes forward at a time when the city centre student population is constantly expanding too.

- **City Centre Development Opportunities**

As the administrative centre of Lancashire, it is the primary location for employment, local government, professional services, further and higher education. On the back of a strong business base and continuing growth, Preston has a range of occupier and investment opportunities including the potential for a R&D corridor between UCLan and the railway station, plus game-changing landmark office developments such as the 345,000 sq ft Altus office scheme.

- **Arrival of HS2**

Preston Station already handles over 6.4m journeys/interchanges every year, and will only continue to grow with the arrival of HS2. Additionally, a new business district anchored by the station could provide nearly 8,000 FTE jobs and generate over £300m in added value to Preston.<sup>4</sup>

- **City Living Strategy**

More than 8,000 people already reside in Preston City Centre. Preston is the best city in the North West to live and work in, according to the 2017 Good Growth for Cities index<sup>5</sup> - scoring particularly highly for jobs and business start-ups. The City Living Strategy aims to support and accelerate the delivery and ambitions of the City Deal to create a thriving residential offer in the city centre, using the strong platform already in place. More people living within the city centre will necessitate a shift towards walkable and attractive streets.

- **Harris Quarter**

A £50 million development scheme centred around the markets has kickstarted significant new development opportunities in the northern part of the city centre. The major mixed-use scheme comprises of the new markets, an 11-screen cinema, 7 restaurant units, a hotel and spa, a reimagined Harris Museum, a new replacement multi-storey car park, and public open space.

- **Bus Station Regeneration**

The £25 million refurbishment of Preston Bus Station has transformed it into a modern and vibrant public transport hub – improving passenger experience for millions each year. With a new public square located adjacent, this unique part of the city has been dramatically reinvigorated.

- **Stoneygate Masterplan**

The Stoneygate Masterplan sets out the aspiration for the development of an urban village. The area covers Stoneygate and Church Street, as well as the Queens Retail Park and the Cardinal Newman College. The regeneration of the area will focus on brownfield and "under-used" sites which will be brought forward for a variety of residential, business, education, and leisure projects.

4. Lancashire Enterprise Partnership (LEP), 2016, Strategic Transport Prospectus

5. PwC/Demos, 2017, Good Growth for Cities



20,000 work in Preston City Centre - 8,000 live in Preston City Centre



67% of work journeys to the city centre are made by car



Nationally, 40% of all trips are under 2-miles



9 Air Quality Management Areas across the city. 5 in the city centre – car use is impacting on human health



Road traffic accidents – leading cause of death amongst adolescents



15,000 trips to and from Preston Railway station each day

### Our Challenge

This growth and change is predominantly set to come forward within the short- to medium-term – and is what we refer to as the ‘growth pipeline’. Part of the purpose of this plan is to help accommodate that growth pipeline – so that exciting new development can come forward in the city, in a way that doesn’t negatively impact on existing residents and businesses. In the longer-term (more than 10-years away) – the nature of growth and change is less well understood, but the same challenges will remain and intensify.

**Part of the reason for this strategy is to help accommodate planned growth – so that exciting new development can come forward in the city, in a way that doesn’t negatively impact on existing residents and businesses.**

Additionally, Preston’s draw as a commuter destination is growing – both in numbers and geography. The population of the city’s commuter footprint grew by almost 70,000 people in the 10-years between 2001 and 2011.<sup>6</sup> Preston is a net importer of commute trips – meaning more people commute to Preston’s urban area than out of it. While this is a positive sign of a strong economy, it also puts additional stress on the transport network.

Currently, more than 45,000 people commute to Preston & South Ribble each day, with around 20,000 of these trips to Preston City Centre itself. Around 70% of all work trips are made by car – this car dependency is the fundamental driver of congestion, and pollution, in the city.

The city, and Prestonians, need much stronger alternatives to car use. For many, public transport simply isn’t an option – it is often confusing, costly, and unreliable. And despite paths like the Guild Wheel being great examples of leisure routes, high-quality cycling infrastructure just doesn’t exist in most of the city.

Ultimately, this plan seeks to achieve a better balance between being an ‘accessible city’ that supports economic vitality, and a ‘liveable city’ that provides excellent quality of life. To do this, Preston needs to achieve a step-change in transport infrastructure, culture, and car dependency.

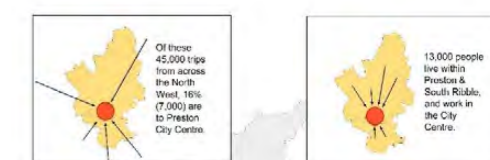
Air quality is a global issue, and is the top environmental risk to human health in the UK. Clean air is one of the most basic requirements of a healthy environment for us all to live, work and bring up families.<sup>7</sup> As such, the government has set an aim to reduce particulate matter emissions by 30% by 2020 and 46% by 2030.<sup>8</sup>

**“Clean air is one of the most basic requirements of a healthy environment for us all to live, work and bring up families”**

**- UK Plan for Tackling Roadside Nitrogen Dioxide Concentrations (2017)**

Road traffic and congestion are some of the main contributors to poor air quality. Air Quality Management Areas (AQMA) are designated areas where local air quality is identified as a problem, and 10 have been identified across Preston. The schemes identified within this Plan provide an opportunity, through the strategic planning process, to work with district councils to review AQMAs, recognise the cause of pollution problems, identify solutions and work towards achieving government goals. This approach is needed if we really want to bring AQMAs within limits, alongside wider action to encourage behaviour change with regard to car use.

Figure 3: Preston's regional geography



Preston & South Ribble attract approximately 45,000 regular work journeys from across the North-West.



Of the 28,500 people commuting out of Preston & South Ribble - 24,000 travel by car and 1,800 by rail.

6. ONS, 2001 & 2011, Urban Travel to Work Areas

7. Department for Environment Flood & Rural Affairs, Department for Transport. UK Plan for Tackling Roadside Nitrogen Dioxide Concentrations (2017)

8. Department for Environment Flood & Rural Affairs (2018). Draft Clean Air Strategy

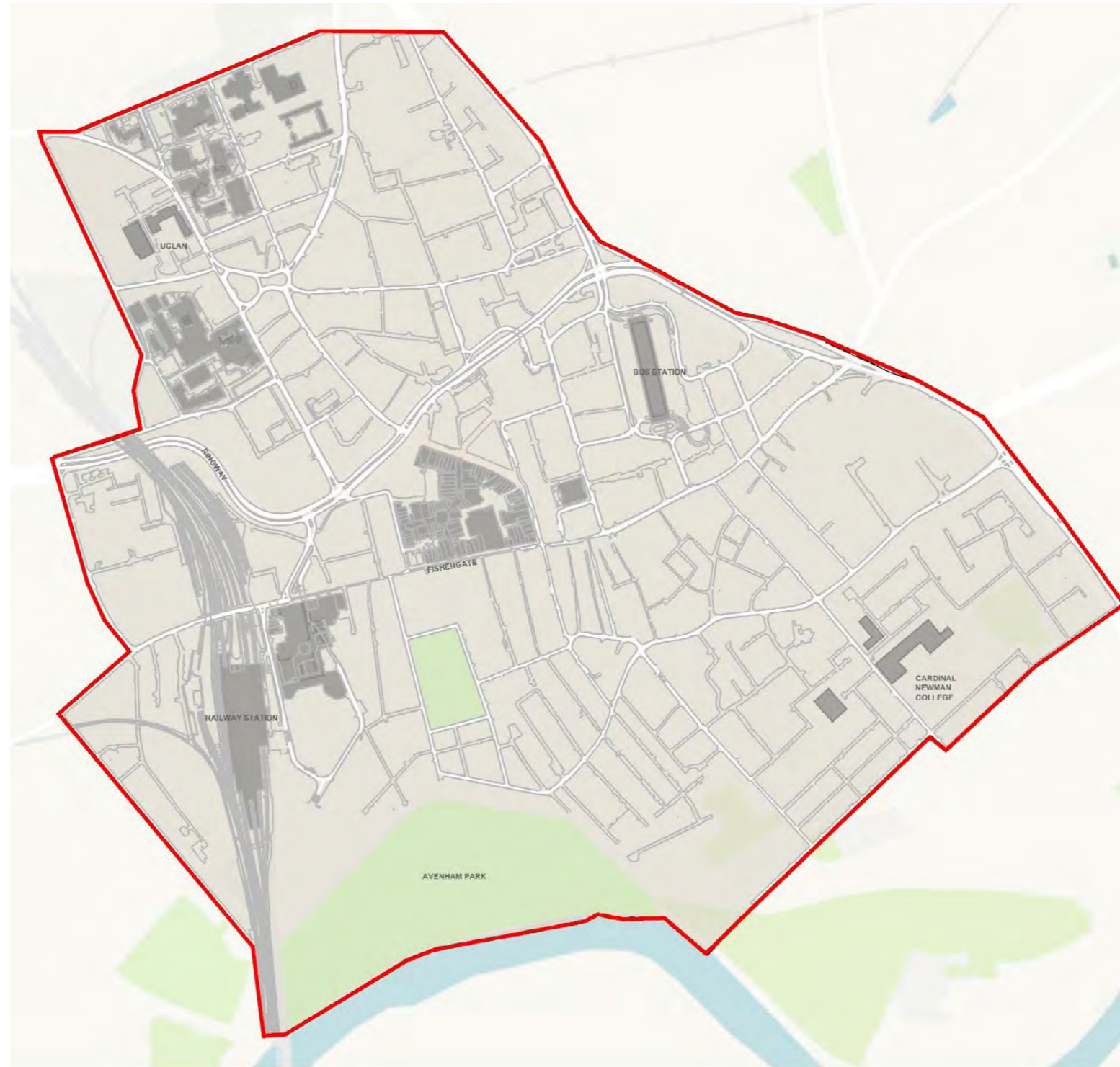
## This Plan

This plan is not about creating a 'stick' with which to penalise car users. It is principally about supporting growth and productivity within Central Lancashire, recognising the strength of the broader city region and providing better connectivity to, from, and within Preston City Centre. It recognises, however, that to do that it will be necessary to rebalance our transport offer. It will help create a strong central place at the end of the many two-way corridors that flow into and out of Preston - from hubs of economic or housing development.

This is not just about Preston strengthening itself, but about creating a place where it is easy for both visitors and the workforce to get to and from. The nature of our jobs means that not all key jobs are in the city centre. This does not mean they don't have to be accessible from it without a car, or that all workers at those 'outlying' locations need to live in the places immediately by them. And to retain and attract the best graduates from our key universities (including the growing University of Central Lancashire, Edge Hill and Lancaster Universities within our area) we need to offer them a vibrant city centre with City Living as a key part of that offer.

Indeed technology, attitudes and aspirations for the future are changing. Electric and autonomous vehicles are two key elements of this, but perhaps reflect wider change in the way in which we use and supply transport. This plan is about adapting and evolving to meet such changes, including where needed being more dynamic about how we manage transport and use the powers that are available to us to create a more self-sustaining environment.

Figure 4: City Centre Boundary



This plan includes several 'big-ticket' items, including the need for a critical revamp of Preston Station, to bring it up to modern expectations, allow efficient access to and from for rail users, and accommodate High Speed 2. More importantly, in an age of railway renaissance, there is a need to help it become the critical economic hub it can and should be for the city centre and beyond.

Similarly, longer term plans for the completion of the 'outer ring' of roads around Preston would be finalised with a further Ribble Crossing to the west of the city. In creating and promoting a significant piece of infrastructure such as that, it is our aim that it does not simply become a further piece of local road infrastructure, but is used to link people and jobs at the wider geography, and importantly to allow radical changes in both the city centre and on corridors approaching it - to rebalance the way in which we supply and use public space. Perhaps the best example of this is Ringway, which currently acts as a 'to and through' route within Preston City Centre.

With completion of that wider infrastructure, we can re-think how that substantial road is used for the benefit of key city centre employment, education, retail, leisure and living needs.

Finally, within this strategy we attempt to consider where growth and change will occur beyond the current planning framework, without becoming overly prescriptive or creating planning 'blight'. It is, however, obvious that there are some corridors and places, such as Riversway Docklands, which fit conveniently on greater linkages from City Centre to Enterprise Zones, while at the same time being under-developed or poorly accessible without a car. This work therefore thinks carefully about how Preston and its wider geography will continue to evolve, being a city of great enterprise.

# 03. OUR VISION

Preston needs a transport network that is fit for a modern, growing city. But crucially, we want to build a city that works for everybody.

This means providing more attractive alternatives to car use than exist today, transforming the city's streets, ensuring residents are happy and healthy, and supporting a resurgent Central Lancashire economy which, in turn, will support a stronger Lancashire economy.

Figure 5: Key principles



## Key principles

### Major Transformational Schemes

The major transformational schemes identified within this report are not just about changing Preston on a local scale, but will be regionally and nationally significant. These schemes build upon those identified within the Lancashire Strategic Transport Prospectus, and further establish Preston as a key player within the Northern Powerhouse.

### Growing & Sustainable Economy

The economy is at the heart of every proposal set out within this Plan. Traffic congestion and car-dependency are already considerable burdens on the city's economy - through lost time, lost business, and spiralling health costs. Reducing these impacts, through the wide-ranging proposals set out within this Plan, will also create the capacity for new homes and jobs in the city. These schemes will be pivotal in supporting the transformation of the Preston and wider Lancashire economy.

### Rebalancing the Transport Mix

The traditional approach to tackling congestion, widening roads or upgrading junctions, is only really effective in the short-term. Quite often these same schemes are revised again and again, as demand grows over time.

We simply don't have enough space in the city, and particularly the city centre, to maintain this approach as a long-term plan.

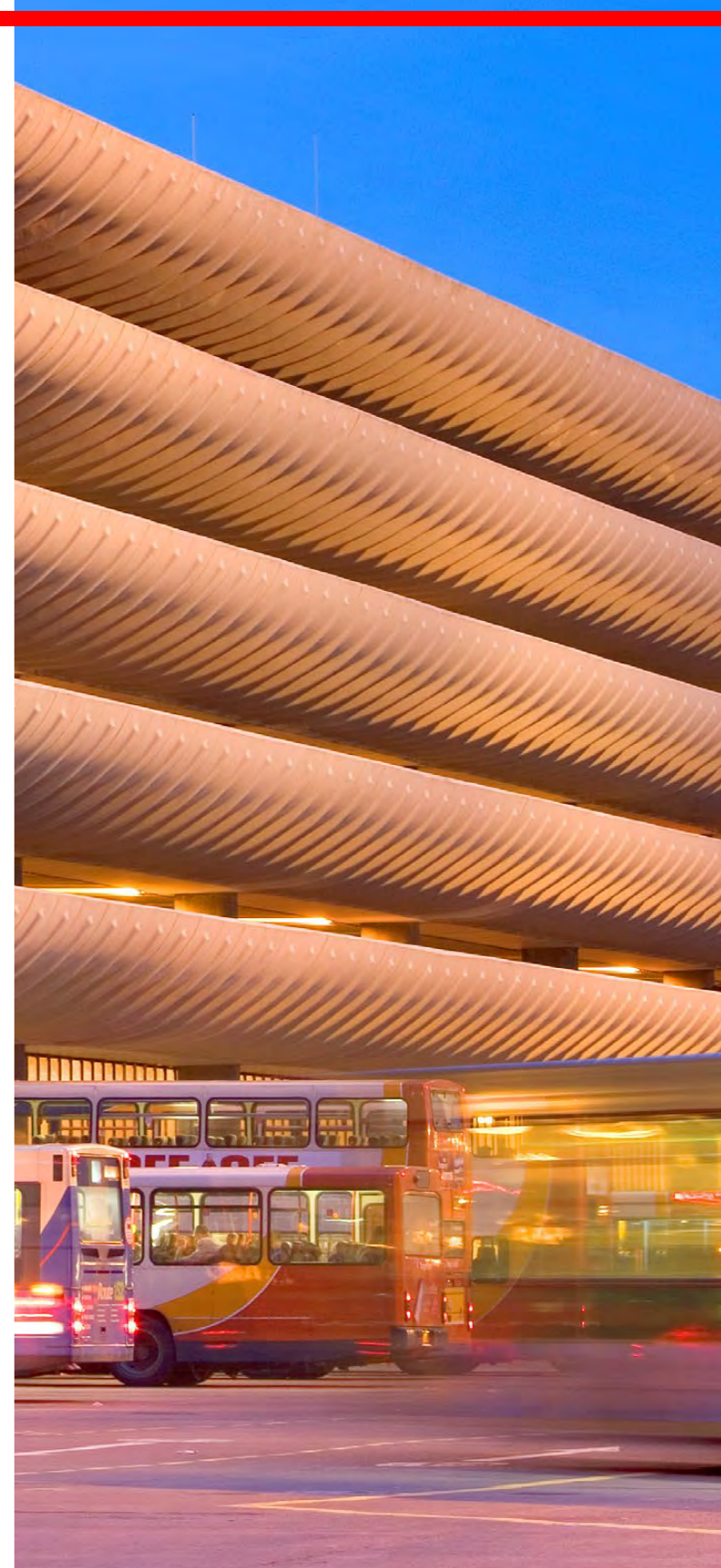
Instead, we have to make the most efficient use of the space available, and rebalance the transport mix by making bold investments in walking, cycling, and public transport infrastructure.

### Healthy People & Environment

Preston has some of the country's worst rates of cardiovascular disease and cancer mortality - both of which are strongly linked with car dependency and poor air quality. By reducing car dependency, and building a greener city, we can reduce these health problems and address air quality.

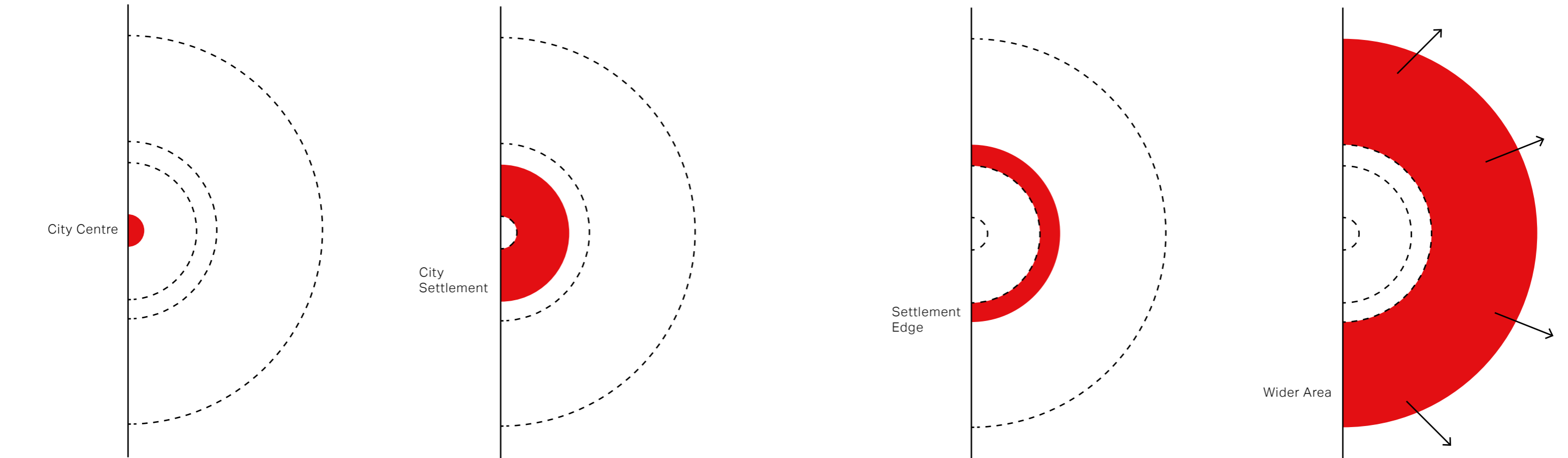
### Great Streets & Spaces

Several of Preston's streets have been transformed over recent years, with Fishergate being the most notable example. We want to continue the physical transformation of the city centre - creating better places for people to enjoy, and the right environment for business to thrive.



**Our vision will play out in different ways across the city. For the city centre, the focus is primarily around 'placemaking' – creating better streets for everyone to enjoy. Whereas in areas like Fulwood, Lea, or Penwortham, the priority is for excellent public transport, and cycling infrastructure.**

**Figure 6:** (below) illustrates how our investments in transport will be prioritised across the city.



**Area Investment Priorities:**

- Public realm
- Environment
- Cycling

Streets here should primarily be for people, not cars. Busy, high-quality streets where pedestrians receive most priority will help create a more vibrant city, and strong local economy. The economic drivers of a city centre are to ensure that it is a great place to not only work, but to enjoy and spend time. Moreover, the transport offer of a city needs to reflect this.

**Area Investment Priorities:**

- Bus
- Rail
- Cycling

We know much of the city experiences significant congestion at peak times – and that this is a symptom of cars dominating the transport mix. To keep the city moving for the future, we need to provide much stronger alternatives, by investing in excellent public transport and bold new cycling infrastructure.

**Area Investment Priorities:**

- Strategic highways

By strengthening routes around the city, including the M6 & M55, we can relieve some of the congestion pressures on the city centre.

This means investing in infrastructure that removes through-trips from the city centre, and creates a more resilient highway network that is less prone to congestion.

**Area Investment Priorities:**

- Rail

Preston is already an established rail hub, and building on this is our priority for better connecting to the neighbouring towns and cities of Central Lancashire, and the wider Northern Powerhouse.

# 04. MAJOR TRANSFORMATIONAL SCHEMES

This chapter sets out the regionally significant major schemes that underpin this Plan. We see these schemes as critical to the long-term growth and transformation of the Central Lancashire economy, and in realising the objectives of this Plan.

## Lancashire's Strategic Transport Priorities

The Lancashire Strategic Transport Prospectus (STP)<sup>9</sup> sets out the region's national strategic transport priorities— with Preston playing a pivotal role at the heart of these proposals. These national strategic priorities are integral to the long-term transport strategy for the North and will ensure that Lancashire, as one of the North's most significant sub-national economies, continues to prosper and support the vision and objectives of the Northern Powerhouse.

Principally, the STP backs priority investments in the strategic road network (M6 & M61), HS2 and the West Coast Main Line, Preston Railway Station, and the Preston to Manchester Rail Corridor.

## Major Transformational Schemes

This Plan builds upon these priorities investments, underpinned by the key objective of increasing productivity and growth in the Northern Powerhouse economy through strengthening north-south road and rail infrastructure.

### Increasing productivity and growth in the Northern Powerhouse economy through strengthening north-south road and rail infrastructure.

As such, the major transformational schemes set out by this Plan are:

#### A Nationally Significant Rail Hub

##### Key Proposal 1: Preston Station Transformation

The significance of Preston Station as a driver of economic growth is recognised by stakeholders both within and outside Lancashire. The station's development is of fundamental importance to the economic growth aspirations across Lancashire, and particularly once HS2 becomes operational, will reinforce Preston's role as the North West's major rail hub north of Manchester. Thus, Preston will be delivering on an economic development and productivity agenda by facilitating improved connectivity to key economic centres across Lancashire and the Northern Powerhouse.

#### A Resilient Strategic Road Network

##### Key Proposal 2: Western Ribble Crossing

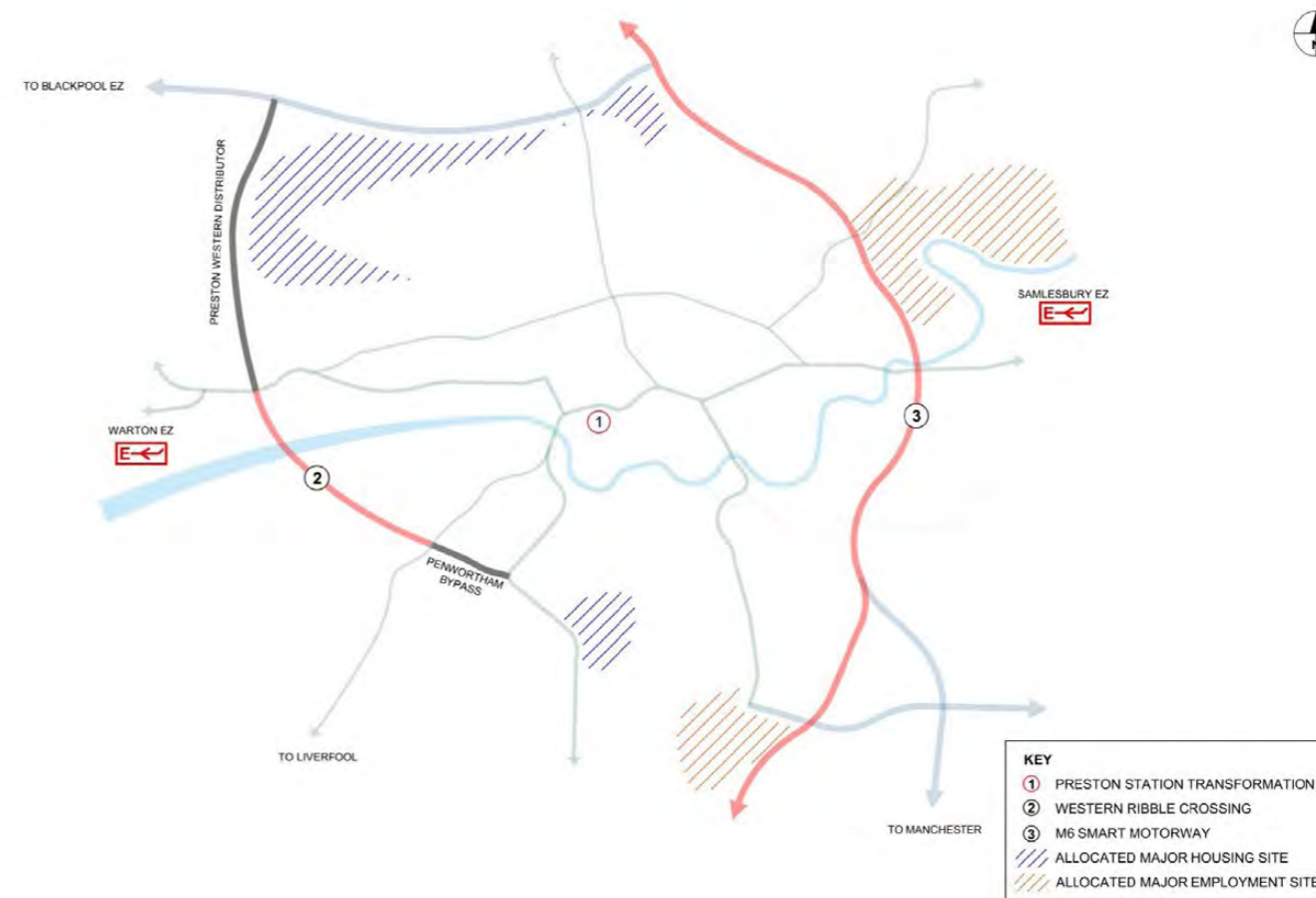
After major highways investments realised by the City Deal, Western Ribble Crossing is the next natural step to completing the 'ring road' around Preston. It will provide transformational benefits in significantly relieving congestion in the city centre, unlocking land for jobs and homes, and allowing the city to evolve to the next level.

##### Key Proposal 3: M6 Smart Motorway

M6 Preston Bypass is the oldest stretch of motorway in the country, and a critical north-south spine for Lancashire, the North and the UK. This section of the M6 as becoming increasingly congested, which has major knock-on impacts for Preston and the wider economy. A Smart Motorway will increase capacity and resilience, removing a choke on growth.

These major transformational schemes are explored in more detail in the preceding pages.

Figure 7: Major transformational schemes



9. Lancashire LEP, 2016, Strategic Transport Prospectus



## A Nationally Significant Rail Hub

Preston is home to the busiest rail hub in the North-West outside of Manchester and Liverpool City Centres, serving over 4.88-million passenger trips, and more than 1.49-million interchanges annually. Providing direct services to a plethora of regional and national destinations, Preston Station underpins strategic connectivity for the city of Preston and for Lancashire as a whole.

With the development of HS2 and other headline improvements to Lancashire's rail infrastructure, there are also exciting times ahead for rail travel to and from Preston.

Current annual patronage figures suggest that there are around 7,500 entries to the station each day. Should passenger growth rates continue at current rates,<sup>10</sup> the number of daily entries could rise to around 10,000 entries per day by 2037. This is considered to be a very conservative growth estimate, as it is widely accepted HS2 is likely to deliver a step-change in current growth rates.

The existing station track layout comprises six operational through platforms and two bay platforms; none of the through platforms will be capable of accommodating 400m-long HS2 trains. Furthermore, the station fabric has seen little investment in recent years, resulting in a poor passenger experience and preventing the station from contributing towards the wider commercial development of the city centre. Preston Station will need to grow and adapt to accommodate change on the rail network. Inside the station, this means working closely with Network Rail and the station operator (currently Virgin Trains) to deliver improvements to track, platform, and station facilities.

Outside the station, we need to ensure that we deliver an effective transport network - clearly there is little point spending millions on railway upgrades to reduce journey times, only to see them increase on a congested road network. Significant increases in demand for local, regional, and national rail travel needs to be carefully considered too, and all modes provided for. This enhanced accessibility comes hand-in-hand with the wider proposals of this Plan. For instance, access to the station will be supported by the delivery of Cottam Parkway - as rail becomes a much more viable alternative for local travel to/from Preston Station, reducing the need for car access. Additionally, the improvements set out in this plan to surface transport (whether by car, bike, or other transit) will support this critical asset as it grows in stature and importance.

## Key Proposal 1: Preston Station Transformation

By the time HS2 arrives, the vision is for Preston Station to be a high-quality, contemporary hub that is a destination within itself. The station will become a true gem in the cityscape and to provide even greater connectivity throughout Lancashire and the wider North West. It must become a modern, 21st century facility, one that is fully HS2 compatible to maximise the inherent advantages of Preston's location on the national rail network, and through which passengers from across Lancashire can pass in comfortable surroundings.

A transformed station could include an enhanced retail offer, a new business district, and act as a focal point for new residential development - delivering as part of Preston's City Living Strategy. By creating a significant new area of activity around the station, we will realise the full benefit of station regeneration, and ensure we squeeze as much value as possible from strategic rail investments.

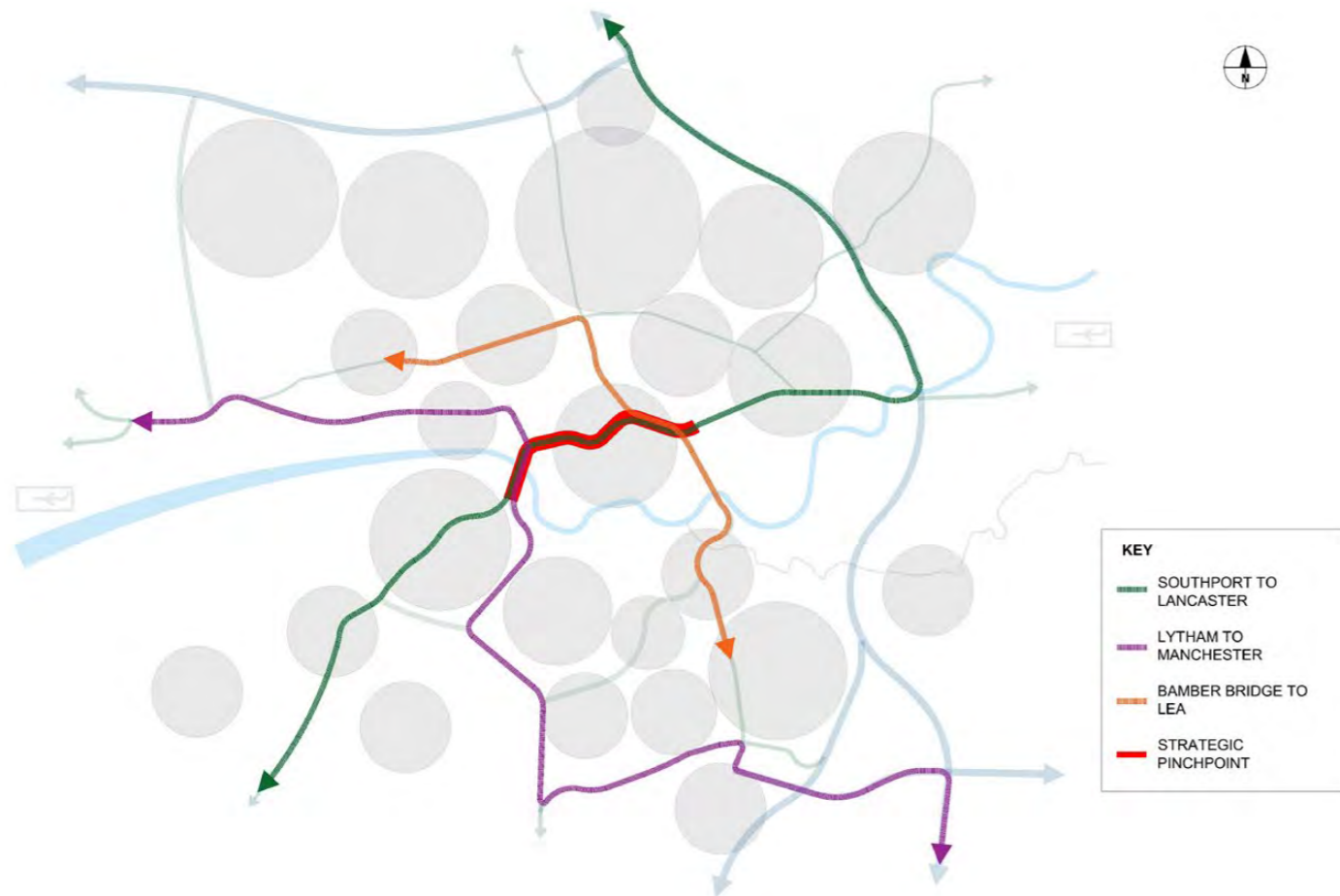
Work has been conducted to understand the likely impact of station and other 'Near to Station' (retail, leisure, and hotel) development, as well as a new business district (commercial office). The total economic impact would be considerable; a total of 7,850 FTE jobs (equivalent to over 10,000 full and part time jobs) and £324m in GVA over the coming decades.

In addition to this, the Preston Station Transformation will go hand-in-hand with improvements along Ring Way, and a new Western Ribble Crossing, as the current road network needs a significant revamp in order to improve access/egress.

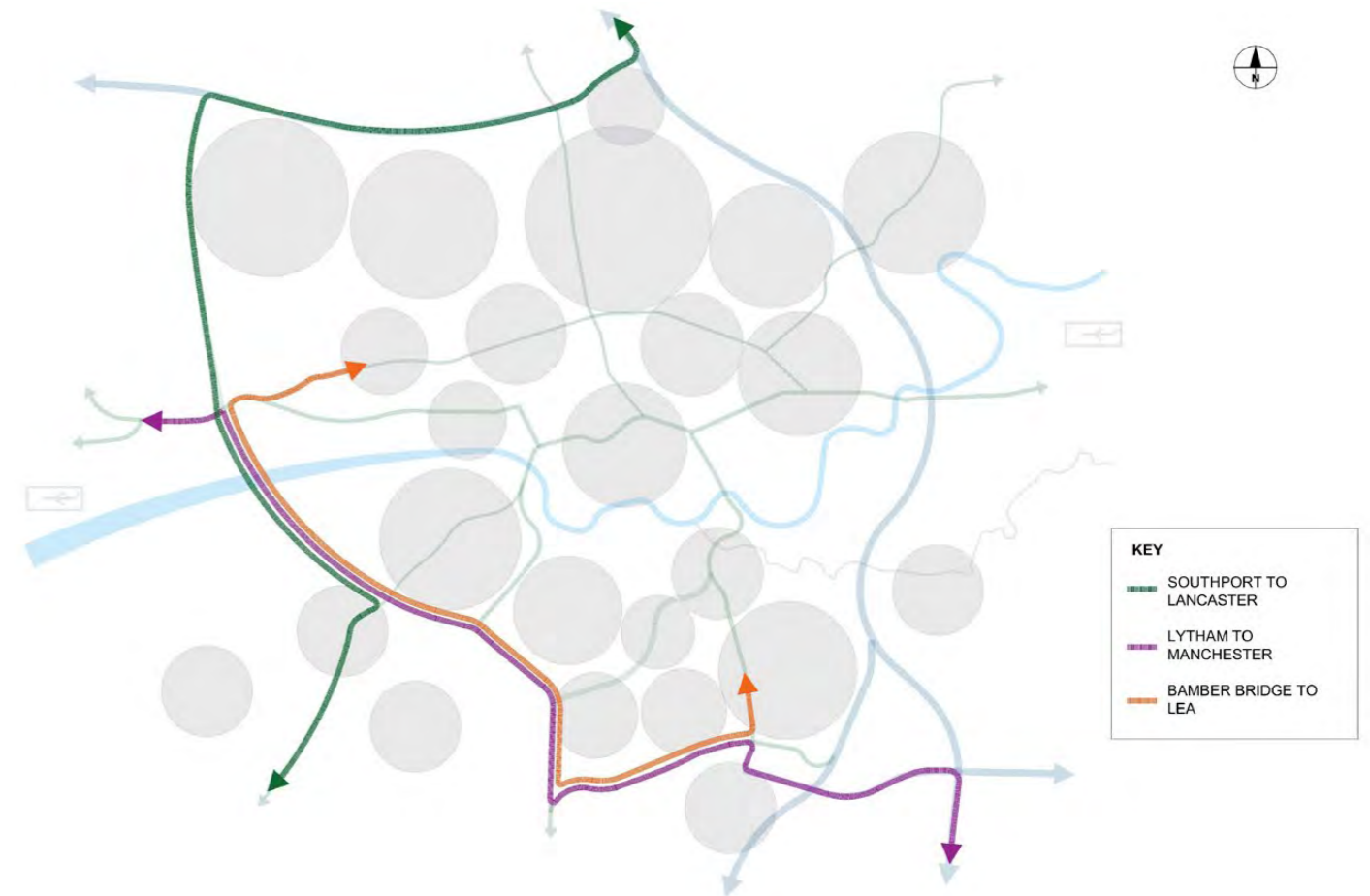
<sup>10</sup> Average passenger growth rate at Preston Station, over the last 5-years, is 1.3%. This is significantly lower than Network Rail's Market Study 'High Growth' forecasts of between 40-50% passenger growth at key hubs in the North-West, by 2023.



**Figure 8:** Today – Strategic pressure on the city centre



**Figure 9:** Future – A new Ribble Crossing?



**A Resilient Strategic Road Network**

Today, the M6 and M55 effectively function as a ring road serving the east and north of Preston, similar to the way that the M60 does for Manchester. However, with major sections of this 'ring road' missing to the west of the city, traffic is forced through the core of the city.

Planned major infrastructure investments to the west (Western Distributor) and south-west (Penwortham Bypass) will ease pressure in these areas of the city. However, strategic through-traffic have few options to avoid the core of the city (and its east and west gateways) without a link that spans the River Ribble to the west of the city.

**Key Proposal 2: Western Ribble Crossing**

A new western crossing would link Penwortham with Lea, connecting the new major routes of Penwortham Bypass and Preston Western Distributor.

This shift in the structure of the city would be transformational for Preston – providing a fully matured network worthy of a major city. Completing the 'ring road' around Preston will allow the city to continue to grow, particularly in areas to the east. One of the great legacies of City Deal investment is long-term land supply to support the economic ambition set out in Lancashire Enterprise Partnership's Strategic Economic Plan, and Western Ribble Crossing would further support this.

Moreover, by reducing the number of vehicles that use constrained city centre routes like Ring Way or West Strand, we can significantly reduce congestion in these areas. This could release capacity to support new development, and create opportunities for more radical improvements to public transport and cycling infrastructure in and around the city centre.

A Western Ribble Crossing would clearly have significant benefits for the wider Northern Powerhouse economy too – it will allow people and goods to move much more efficiently and reliably through Central Lancashire, and will reduce pressure on the existing motorway network.

Whilst we know that Western Ribble Crossing would be transformational for the city, this is a long-term project that isn't going to happen overnight. This major infrastructure project will need financial backing from Central Government, together with a significant local contribution from several authorities.



Shorter-term, to ensure the major road network runs effectively, we need to consider how best to sweat the assets we already have. For instance, the transformation of Ring Way will include congestion busting technology to improve traffic flow along this key corridor – but that can't be effective forever, and shouldn't aim to provide 'motorway standard' capacity as this will just suck more and more cars in to Preston. Instead, wider upgrades to the strategic motorway network should be explored.

Even with full delivery of the schemes set out in the Central Lancashire Highways and Transport Masterplan, evidence suggests that the M6 Preston Bypass will be under pressure by 2026, particularly during peak periods between Junctions 30 and 32 with the M61 and M55 respectively. This length of the M6 already has four lanes in each direction, so 'Smart Motorway' technology as a potential solution will require assessment. Many of the key long-term development opportunities set out in the Local Plan, and brought forward as part of the City Deal, are close to the M6 and there is a risk that constraints at key junctions or capacity will constrain new development without action.

### **Key Proposal 3: M6 Smart Motorway**

Prestonians know that an accident, or other delays, on the M6 motorway frequently creates severe congestion issues in Preston, particularly in the city centre and along the A6 diversion route. We describe this as a 'lack of resilience' on the network – meaning when 'Plan A' fails (in this case the motorway), 'Plan B' (the A6 diversion route) doesn't really work.

Elsewhere, Smart Motorway schemes have been demonstrated to reduce accidents, increase capacity, and improve resilience. Smart Motorways increase the capacity of the road, without the expense and hassle of widening the road, by either temporarily or permanently opening the hard shoulder to traffic. A Smart Motorway uses technology to actively manage the flow of traffic. This helps keep the traffic flowing freely. Possible scheme elements could include access controls at junctions and variable speed limits.

## 05. A GROWING & SUSTAINABLE ECONOMY



### A Growing Economy

Transport plays a major role in supporting the economic vitality of a city. It is the key to a 'successful' city, and effective transport can help to give people access to goods, services and jobs. On top of this, it presents businesses with a variety of markets and demographics, as well as an increased labour force.

Transport can also play a key role in unlocking inaccessible sites for development, and trigger growth which, in turn, can help to stimulate further growth. The DfT's Transport Investment Strategy sets out the Government's plan for Britain to build a stronger, fairer country, with an economy which works for everyone.<sup>11</sup> The main objectives set out within the document include:

- Create a more reliable, less congested, and better-connected transport network that works for the users who rely on it
- Build a stronger, more balanced economy, by enhancing productivity and responding to local growth priorities
- Enhance our global competitiveness by making Britain a more attractive place to trade and invest
- Support the creation of new housing

<sup>11</sup> Department for Transport, (2017), Transport Investment Strategy: Moving Britain Ahead.

***"Transport investment must seek to create a more reliable, less congested and better-connected transport network to build a stronger, more balanced economy."***

**- UK Industrial Strategy (2016)<sup>12</sup>**

On average, UK transport infrastructure problems are estimated to cost individual businesses £19,080 per year,<sup>13</sup> and lack of alternatives to the car has increasingly been reported as a key reason for congestion.<sup>14</sup> Therefore, in order to facilitate job creation and attract inward investment, there is an increasing need to reduce congestion by providing sustainable alternatives, as well as enhancing capacity - particularly on Preston's settlement edge.

<sup>12</sup> HM Government Industrial Strategy, (2016), Building a Britain fit for the future

<sup>13</sup> British Chambers of Commerce, (2010), Reconnecting Britain: A Business Infrastructure Survey

### A Sustainable Economy

Better connectivity, through investment in sustainable transport projects, can go some way to tackling inequality by providing more people with access to employment, education and training. Currently, 38% of jobseekers in the UK say that transport problems are the main barrier to finding a job.<sup>15</sup> According to the Index of Multiple Deprivation (2015) fourteen of Preston's neighbourhoods, and two of South Ribble's, rank in the top 10% most deprived areas in the UK.

Chapter 7 of this plan sets out how transport can transform health, which is great for the economy in reducing lost time for businesses, and reducing the burden on the NHS. But transport's role in a sustainable economy goes much further than this - domestic transport is a major contributor to greenhouse gas emissions. Investment in sustainable transport will support the UK's transition to a green economy, faster. Greener cities are more prosperous, and, as a result, they are more attractive places to live, work, play and invest in.

<sup>14</sup> House of Commons Transport Committee, (2011), Transport and the economy

<sup>15</sup> Social Exclusion Unit, (2003), Making the Connections: Final Report on Transport and Social Exclusion

## A Changing City Centre

In the past, large infrastructure schemes were the main transport priority for business, allowing for goods and services to move quickly, and freely, around the country. Whilst this is still the case for some sectors of the economy, the idea of growing and sustainable economy is about much more than this.

Financial and legal services, traditionally based in city centres, are now being joined by sectors from the 'new economy'. This includes communications, media, and information, which favours access via sustainable modes such as public transport and active travel, as opposed to dull, car-based locations.

***"More people in more key sectors of the economy do not wish to be 'buried alive' in a business park on the outskirts, however good the parking is... Shorter commutes and more walkable neighbourhoods matter to a growing number of people"***

- Urban Transport Group (2018)<sup>16</sup>

**To support and facilitate Preston's City Centre economy, we've identified four key socio-economic trends that long-term transport priorities need to be formed around:**

### 1) The Changing Economy

As mentioned, the evolving economy prefers access via sustainable modes of travel such as active travel and public transport (Urban Transport Group (2018)).

However, although this is the case, there is a need to support big business at key employment sites such as Samlesbury and Warton Enterprise Zones. Therefore, this Transport Plan looks to support investment in strategic highway infrastructure on Preston's settlement edge to release capacity on streets which feed the city centre, and provide more opportunities to enhance sustainable and public transport infrastructure.

### 2) Millennial Work-Life Balance

In recent years there has been a shift in the values, aspirations, and lifestyles amongst the younger generations of workers. Surveys indicate that once salary is excluded, work-life balance emerges as the top criterion when evaluating job opportunities.<sup>17</sup>

Additionally, PwC's Millennials at Work Survey (2011) found that working location was the deciding factor in accepting their current job for 20% of respondents. This indicates the importance of transport, and the need for providing alternate, sustainable methods of transport to the car.

The balance between 'work' and 'play' can be related back to the City Living Strategy, which provides details about the current attributes Preston already has. It mentions that the target residents for the city centre are young professionals, students and postgraduates,<sup>18</sup> and cites the existing employment opportunities and amenity offer, as well as UCLan, as two main drivers for attracting these demographics.

### 3) Valuable Places

Positive correlations have been identified between house prices and proximity to public transport stations. Reports indicate how in Glasgow, properties which are located within 500m from a rail station are 6% more valuable (and 72% of properties are located 1.5km of a rail station). The same study, conducted in Manchester, indicates how price premiums for similar properties within 500m of a rail or metro station are 4.6% greater (and 69% of properties in Greater Manchester are located within 1.5km of a Metrolink or railway station).<sup>19</sup>

This evidence shows there is a distinct relationship between proximity to public transport stations and house prices. In turn, this positively contributes to the economy, encouraging further investment in the city. We have already established that Preston is the best city in the north-west to live and work, so the schemes identified within this Transport Plan will look to enhance our offer, and urban areas, to keep this title going forward.

### 4) A Competitive Retail Centre

Although key proposals contained within this plan prioritise investment in public realm, the environment and cycling, access via car is still important, and will continue to be until Preston's alternative transport offer is fully developed. We are also mindful that the city centre ultimately competes with big out-of-town shopping centres, which often provide ample free parking. Therefore, the offer within the city centre needs to be both different, and competitive. High-quality, easily accessible car parking will support the city's retail offer – alongside all of the other key investments set out in this plan.

<sup>16</sup>. Urban Transport Group, 2018, Banks, bytes and bikes: The transport priorities of the new economy

<sup>17</sup>. The 2017 Deloitte Millennial Survey (2017) Apprehensive millennials: seeking stability and opportunities in an uncertain world

<sup>18</sup>. Preston City Living Prospectus

<sup>19</sup>. Nationwide House Price Index – Special Report, August 2014.



## Headline Economic Investments

This chapter sets out the key investments which will act as the catalyst to fuel the radical transformation of Preston's City Centre economy. The aim is to take Preston's economy to the 'next level' within the timespan of this Plan.

These schemes cover a variety of investments, ranging from public realm to mass transit. They are introduced in this section, then discussed further in-depth later in this Plan. It should be noted that this section only highlights the key proposals that we believe will fundamentally transform Preston's economy, however, every scheme identified within this Plan will help to grow a sustainable economy.

### Ring Way

In the 1960's, large parts of Preston were demolished to cater for a new highway through the city centre. At the time this was believed to be a panacea to the city centre's traffic problems. However, Ring Way did not solve these problems, and now serves as a prime example of short-term thinking.

Today, Ring Way is a grey scar through the city which feels more like an urban motorway than a city street. It moves high volumes of traffic across the city daily, and private cars are prioritised over public transport, walking, and cycling permeability. It is a severance between UCLan and the city centre, and creates a poor image of Preston which in itself limits economic growth.

This aim of this Plan is to reduce congestion and car-dependency, which both have considerable burdens on the city's economy. Ring Way should be the anchor for city centre movement, and a quality city street. The transformation of this corridor will help to better link to Preston Rail and Bus Stations, reduce severance between the north and south of the city, and make more efficient use

of land to attract investment. This investment will transform Ring Way into an important axis between Preston Rail Station and the UCLan City Gateway. It should be a mini public transport corridor in its own right.

### Mass Transit

Buses are an essential element of the urban fabric of a city, and play a key role in supporting an equitable economy. Without buses, traffic congestion would increase, and city centre accessibility would decrease. Because of this, bus commuters generate over £64 billion of economic output every year.<sup>20</sup>

### Bus commuters generate over £64 billion of economic output every year.

Providing best in class infrastructure for bus movement would reduce journey times and help to promote it as a primary mode of travel. In addition to reducing congestion, providing bus priority routes would better connect people with jobs, support businesses and contribute to the vitality of the Preston City Centre.

Investment in local rail will also help to reduce the congestion associated with private vehicle trips. Preston Station acts as a major interchange for regional journeys, but the local offer is limited to just Lostock Hall and Bamber Bridge. This leads to more people commuting to Preston via private car, which has an adverse effect upon congestion, and stifles economic growth. It is estimated that from 2013-2030, the cumulative UK cost of congestion will be £307 billion (in direct and indirect costs).<sup>21</sup>

Additionally, railway stations can add real value to places and businesses. As mentioned on the previous page, positive correlations have been identified between housing prices and proximity to public transport nodes. An enhanced local rail offer can, in turn, be a benefit to existing properties, and also act as the impetus which sparks investment and development.

### Comprehensive Cycle Network

Cycling is a growing agenda for city leaders across the UK and world. Providing high quality cycle infrastructure has the potential to not only benefit the economy, but also the health and wellbeing of a population (in terms of physical exercise, air quality, and road safety). Creating safe cycle infrastructure for people of all ages and demographics can radically transform urban environments and significantly reduce traffic congestion.

In an economic sense, cycle schemes are considered to deliver very high value for money. For every £1 of public money spent, cycle infrastructure can generate £5.50 worth of social benefit. As well as this, per square metre, cycle parking delivers 5-times higher retail spend than the same area for car parking.<sup>22</sup>

### For every £1 of public money spent, cycle infrastructure can generate £5.50 worth of social benefit.

Other research shows that cycle schemes can achieve more for less, with benefit to-cost-ratios in the range of 5:1 to 19:1. Neighbourhoods with cycle-friendly characteristics, close to off-road cycle paths, are more desirable and tend to have higher property values. Schemes can also help to combat illnesses related to poor air quality and sedentary lifestyles. Thus, a typical 'cycling city' could be worth up to £377 million to the NHS in healthcare cost savings.<sup>23</sup>

### Transformational Public Realm

In the last decade, 16% of 'high street' shops across Britain have become vacant.<sup>24</sup> Public realm improvements are a key weapon in tackling the decline of the 'high street'. The recent public realm scheme on Fishergate has created a contemporary public space, and was a major contributing factor in reducing vacancy rates by 50% between 2012 and 2015. This provides a foundation for us to continue this trend, and apply the same thinking along key streets within the city centre such as Friargate, Church Street and Lancaster Road.

Transport for London have found that town centre pedestrianisation and public realm investment generate greater value for retail schemes, and, after 12 months, can see an upturn in turnover and city centre viability.<sup>25</sup>

Case study evidence suggests that well-planned public realm improvements can boost footfall and trading of a local area by up to 40%. As well as this, investing in better streets and spaces for walking can provide a competitive return compared with other transport projects. For example, walking and cycling projects can bolster retail sales by up to 30%.<sup>26</sup> Additionally, studies have shown that greener streets can increase the value of properties and places. In particular, a series of international studies have shown that trees increase property values by between 5% to 15%.<sup>27</sup>

### Studies have shown that greener streets can increase the value of properties and places.

20. Buses and Economic Growth: Making the Link. <https://greenerjourneys.com/news/buses-economic-growth-making-the-link-new-report/>

21. <http://inrix.com/press-releases/traffic-congestion-to-cost-the-uk-economy-more-than-300-billion-over-the-next-16-years/>

22. DfT (2014). Value for Money Assessments for Cycling Grants

23. Raje, F & Saffrey, A. (2016). 'The Value of Cycling'

24. Living Streets. The pedestrian pound: The business case for better streets and spaces.

25. Transport for London. (2002). The Benefits of Town Centre Pedestrian and Public Realm Schemes

26. Living Streets. The pedestrian pound: The business case for better streets and spaces better streets and spaces.

27. CABE Space, 2005, Does money grow on trees?

## Getting Development Right

The best transport plan is a great land use plan, and tying the two together is essential to good urban planning. Transport influences the spatial distribution of economic activity. In turn, this impacts upon land availability, land prices, housing affordability, business costs, productivity, and, ultimately, economic performance.

### The best transport plan is a great land use plan, and tying the two together is essential to good urban planning.

There is a clear relationship between transport and land use. Major growth areas should be positioned close to key public transport routes and nodes. High-density, mixed-use places, where amenities are within walking and cycling distance, will reduce the need for unnecessary car use and promote travel by other sustainable modes.

We think the next Local Plan should be aspirational in its outlook in this respect. Future housing growth within Preston should comprise of streets and places where people choose to walk and cycle. Developers should design around sustainable transport to deliver 'healthy streets' within their sites, putting people before cars. Good quality, secure cycle parking should also be built into all new developments to help promote cycling.

Vauban, an area of the city of Freiburg in Germany, is a great example of this – and ultimately how to successfully integrate transport and development thinking. This district has developed around a 'car-lite' principle, and is one world's best examples of sustainable urban living.

Pedestrian-focused streets and cycle paths form a highly-effected, green transportation network. Every home is within walking distance of a tram stop, as well as local amenities such as schools and shops. Cars hardly ever pass through, and as of 2009, around 70% of households had chosen to live without a private car.<sup>28</sup>

28. <https://www.smartcitiesdive.com/ex/sustainablecitiescollective/words-most-successful-model-sustainable-urban-development/229316/>

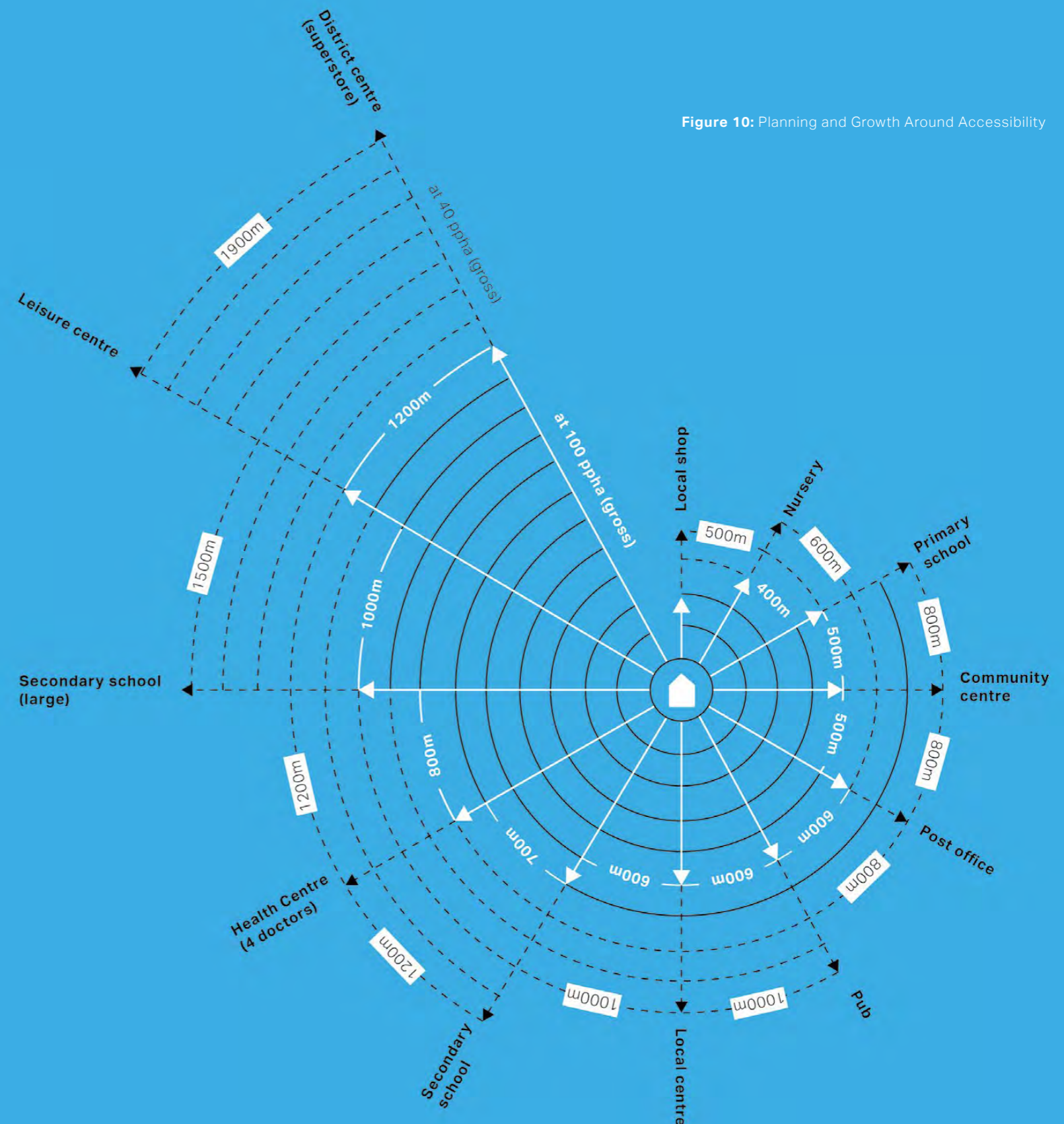


Figure 10: Planning and Growth Around Accessibility



>> Vauban, Germany  
A great example of sustainable living.



Land is a precious resource in the fact that there is only a fixed amount of it. Over the 20-year period of this Plan, the need to utilise land more efficiently will increase as housing demand and businesses grow.

Surface car parking is one of the most inefficient uses of land in city centres. Figure 11 shows the quantity of surface car parking within Preston City Centre, and illustrates that a significant amount has been dedicated to it. Therefore, there is a need to consolidate parking, whilst not necessarily reducing the amount, to free up space for more productive uses to support a growing city centre economy.

Nevertheless, car parking is important to many and the influence that it has on the 'liveability' of a city is often underestimated and overlooked. Therefore, as one of the largest single land uses within towns and cities, car parking deserves more attention due to its effect on the character and economic vitality of a city.

In the short-to-medium-term, car parking will remain crucial to supporting existing business within the city centre. However, a sensible balance between providing enough parking, whilst not undermining the need to promote sustainable modes of travel, is key. Providing additional parking without managing the existing supply can lead to an increase in the number of trips by car, leading to more congestion on an already constrained road network. This, ultimately, will have a negative effect on business within, and the liveability of, Preston.

Proper parking management can reduce the need for more spaces, improve accessibility, and allow us to make the most efficient use of our land. In addition to this, there is a need to improve the quality of parking, as there is too much poor-quality surface car parking within Preston. This has negative implications on Preston's image, and is an inefficient way of using important city centre space.

### Proposed Policy 1: Consolidate Surface Car Parking Provision

Figure 11 demonstrates there is currently a large amount of surface parking within Preston, especially at key gateways like Preston Station, where visitors are welcomed by a 'sea of parking'. The condensing of surface parking into multi-storey car parks, without necessarily reducing the amount of provision, would help to promote more efficient use of land within the city centre, support growth and potentially attract investment.

### Proposed Policy 2: Transition to a 'Maximums' Approach to Car Parking Standards

Most UK cities are now moving towards a 'parking maximums' model, meaning that developments are not actively prescribed a minimum amount of car parking they should provide. The transition to a maximum standard can favour car-free development, and allow developers to determine their own parking provision up to a specified limit investment.

Figure 11: Surface Car Parking in Preston



### Thinking Beyond the Local Plan (2026 Onwards)

The current Local Plan period for both Preston and South Ribble extends to 2026. In producing a 20-year Plan (that extends to 2038) it is important that we consider how land-use may change across the urban area beyond the existing policy framework. This will enable us to better plan long-term transport investment priorities in-line with spatial development.

#### North West Preston

*Potential Growth:* Further intensification of housing development.

*Potential Infrastructure:* New River Ribble Crossing. New Cottam Parkway train station. Enhanced multi-modal transport corridor towards city centre.

#### Wyre Residential Sites

*Potential Growth:* Housing pressure along M6 corridor towards Garstang.

*Potential Infrastructure:* Remodelling of A6 Garstang Road; dedicated bus lanes and segregated cycleways.

#### East Preston Employment Site

*Potential Growth:* Further intensification of employment use.

*Potential Infrastructure:* Enhanced multi-modal transport corridor, potentially including, re-use of former West Lancs Railway Line.

#### Docklands

*Potential Growth:* Preston's answer to Salford Quays – high-density housing and employment use.

*Potential Infrastructure:* New River Ribble Crossing. Re-use of Ribble Branch Line.

#### City Centre

*Potential Growth:* Expansion of city centre boundary, major residential and mixed-use growth, increased density of land-use.

*Potential Infrastructure:* New River Ribble crossing. Hub of multi-modal movement across the urban area. Walkable core with significantly reduced severance. Major new inter-city rail provision.

#### Lancashire Central (Formerly Cuerden)

*Potential Growth:* Long-term build-out of strategic site.

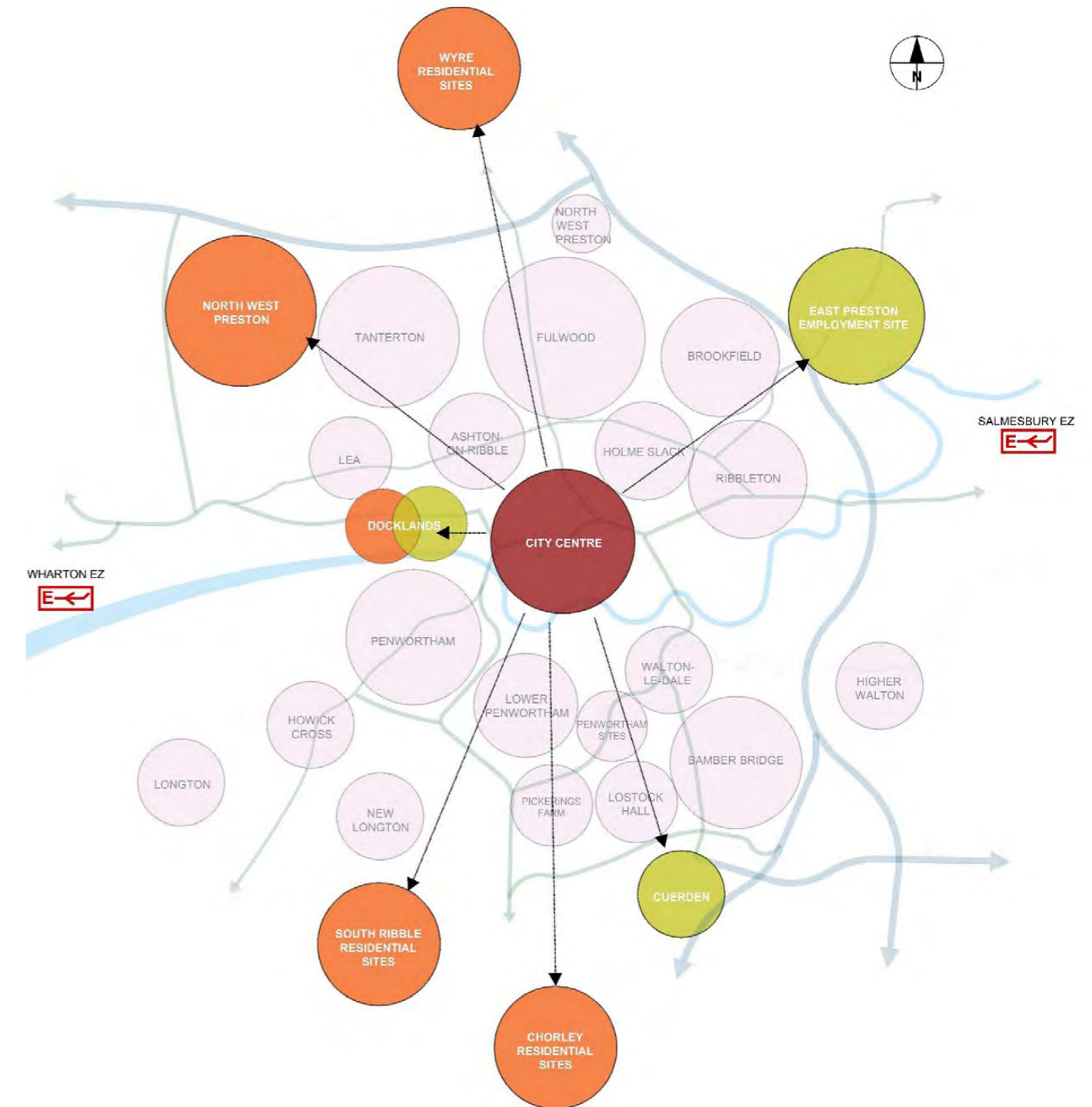
*Potential Infrastructure:* Improved use of former Bamber Bridge tramway link.

#### South Ribble & Chorley Residential Sites

*Potential Growth:* Housing pressure throughout the boroughs of South Ribble & Chorley.

*Potential Infrastructure:* New River Ribble Crossing. Improved use of former Bamber Bridge tramway link. Increased frequency on Ormskirk line and new stations serving development sites, including at Midge Hall. Increased development around transport nodes.

Figure 12: Potential Key Growth Points



## 06. REBALANCING THE TRANSPORT MIX

Transformational investments in public transport, cycling, and walking shouldn't be seen as a rival to investing in roads – in fact, this will help free up capacity on roads for those who do need to use them.

New infrastructure, new travel options, a better transport network for everybody.

### Making Better Use of Space

Like many cities, Preston is a place where space is limited. Cars are space intensive – meaning they take up much more space than other methods of travel.

In the 1960s, when Ring Way was constructed, traffic engineers thought this approach would solve congestion problems in the city centre, and so several buildings were demolished to make way for this new highway. Today, this is one of the most congested streets in the city.

Clearly this approach isn't something we can continue to promote. In many cases, this space could be better utilised for homes or schools too.

Some places have opted for deeded highways or tunnels to deal with traffic, but both are very expensive, require costly maintenance, and often become ineffective quickly.

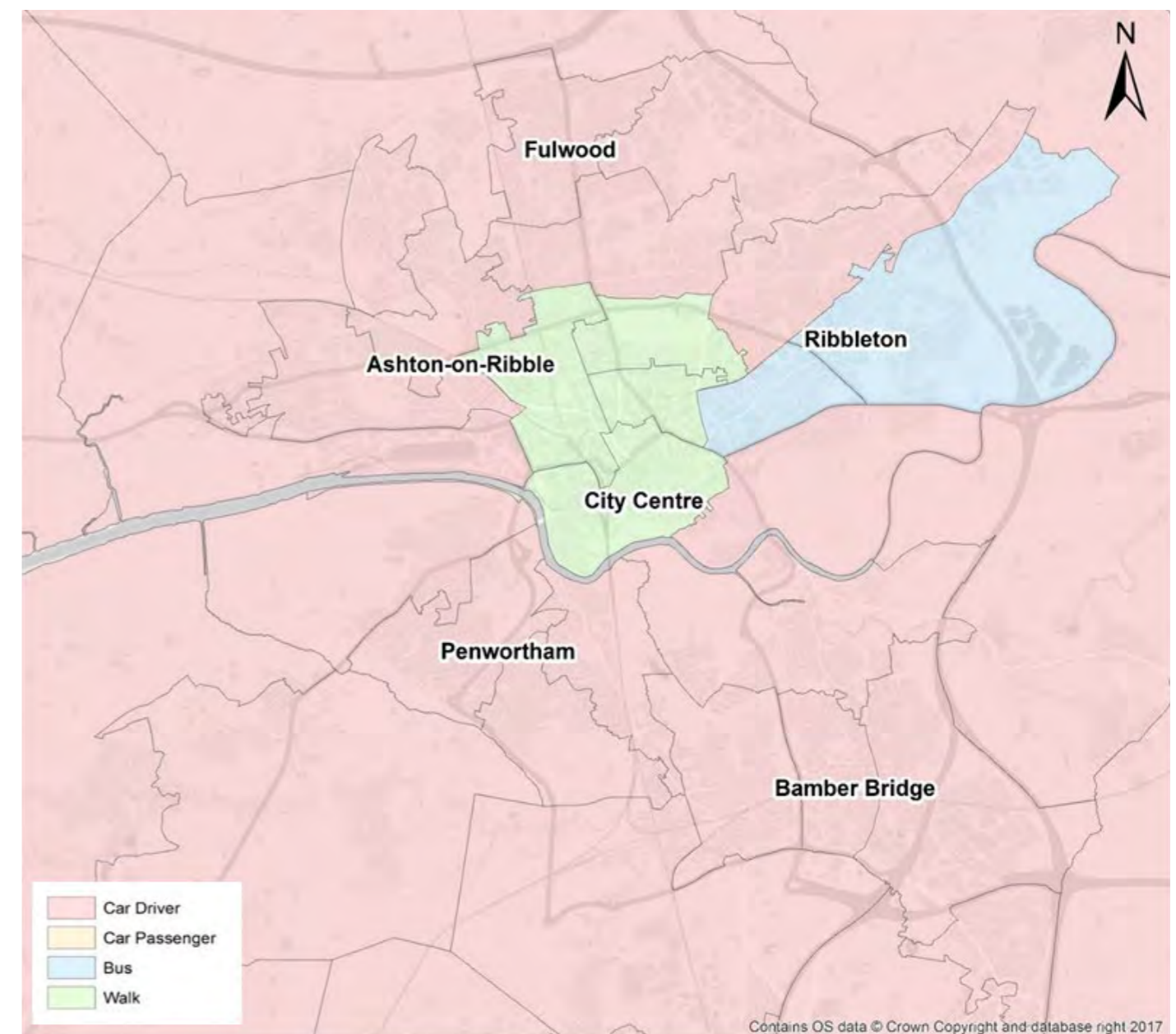
Other places around the world have adapted to continuous traffic growth in more radical ways, and more quickly, than much of the UK. Transformational investments in walking, cycling, and public transport can significantly reduce the burden of traffic congestion upon our roads, and help create capacity for those who do need to make their journey by car.

Figure 13 shows just how dominant car travel is for trips to the city centre at present.

**Figure 13:** Comparison of the space required to transport sixty people



**Figure 14:** Main method of travel to work (city centre based workers)



## Better Buses

Buses are the main mode of public transport in Preston, accounting for 85% of all journeys made by public transport. This is partly due to a lack of public transport alternatives, but even in big cities like Manchester and London (where extensive tram or underground systems exist) buses remain the most popular public transport method.

Preston operates within a deregulated bus market, meaning that all buses are run by private operators. Operators set the routes, frequencies, timetables, fares and quality standard for services. Naturally, these are primarily informed by their individual commercial interests. In a deregulated market, it is illegal for a local authority to run its own bus company.

In Preston, deregulation has resulted in two primary private public transport providers; Rotala Preston Bus and Stagecoach. At present, there is no partnership working between the two. For instance - Stagecoach and Rotala Preston Bus operate their own individual mobile apps, and lack any integrated ticketing. This lack of partnership working results in a potentially confusing experience for passengers.

**Stagecoach and Rotala Preston Bus operate their own individual mobile apps, and lack any integrated ticketing. This lack of partnership working results in a potentially confusing experience for passengers.**

### Key Proposal 4: Bus Partnership

Legislation was recently introduced by Central Government in the form of the Bus Services Act (2017). The aim of this is to unlock the potential for the bus industry; growing bus patronage and improving bus services for passengers by strengthening arrangements for partnership working in the sector.

This means there are now several options available for forming a new partnership approach between bus operators and Lancashire County Council.

As an example, an 'Enhanced Partnership' in Preston would see an agreement between Lancashire County Council and commercial bus operators to agree and work to objectives that deliver improved bus services in the Preston area. This would enable the LA to play a more defining role, and facilitate a more in-depth partnership working between bus operators. The LA can prescribe vehicle standards, payment methods, ticketing arrangements, and publicity requirements. This would begin to better integrate services between providers.

While further work needs to be undertaken to better understand the model most suitable in Preston, a strengthened bus governance arrangement will be made a priority.

### Key Proposal 5: Bus Investment Package

A wide-ranging package of investments has been identified to create a stronger, more passenger focused, bus network.

These investments centre mainly around:

- Better, clearer information available in several formats – integrated mobile app, real time information, metro style maps, and on-board audio/visual announcements.
- More convenient payment options – removing the need for small change transactions.
- Working with Transport for the North on the delivery of its Smart and Integrated Transport initiatives.
- Clean fuel vehicles – providing a smoother ride and cleaner air.
- Opening transport data for developers to provide innovation in the delivery of information

### Proposal 1: Bus Partnership



Working with operators to explore different models for delivering better bus services - where the needs of passengers come first

### Proposal 2: Bus Investment Package



**Mobile App**  
A single dedicated app that provide information on the entire bus network



**Real Time Information Boards**  
Located at all bus shelters



**Alternative Fuel Buses**  
All diesel buses to be replaced by clean fuel units



**Contactless Payment**  
Contactless card & mobile payment facilities installed in all buses



**Network Simplification**  
Information should be simple with the look and feel like a 'metro service'



**Experience Enhancements**  
Free WiFi, USB charging points and 'next stop' audio/visual announcements on all buses

### Proposal 3: Bus Priority Routes



Seven key corridors have been identified for new infrastructure that prioritises bus movements over all other vehicles. This will speed-up bus journey times, and make services more reliable.

### Quicker Journeys

While creating a great experience for passengers is key to removing some of the barriers to public transport use – many of the perceptions around buses being slow, or unreliable, will remain without action.

In most parts of the city, as congestion worsens, so do bus journey times – there simply isn't the infrastructure in place to remove buses from this congestion. Instead, we need to create a public transport network that is fast, reliable, and prioritised.

#### Key Proposal 6: Bus Priority Routes

Seven key corridors have been identified for new infrastructure to prioritise bus movement.

This infrastructure will place bus movement at the top of the movement hierarchy along the length of these corridors – prioritising their journey time over that of other motorised vehicles. This will reduce bus journey times, and make services more reliable.

These routes will be integrated with new Park & Ride sites north and south of the city, close to M55 J1 and M65 J1. This would be beneficial, as the sites could help to intercept traffic before it reaches the most congested areas of the city.

Providing priority is particularly important in encouraging bus use – and making them a viable alternative to car travel. Buses are naturally slower moving, due to their stop/start board/alight movement. This means that to provide journey times that are comparable, or better than private car, they require more infrastructure – which could include lane dedication, priority signal changes, or in-carriageway stopping.

### An Inclusive Network

Inclusive transport is a far-reaching, but very important, concept. Public transport can promote inclusivity by connecting people to jobs, social networks, education and leisure activities – but it needs to do more than just connect people and places.

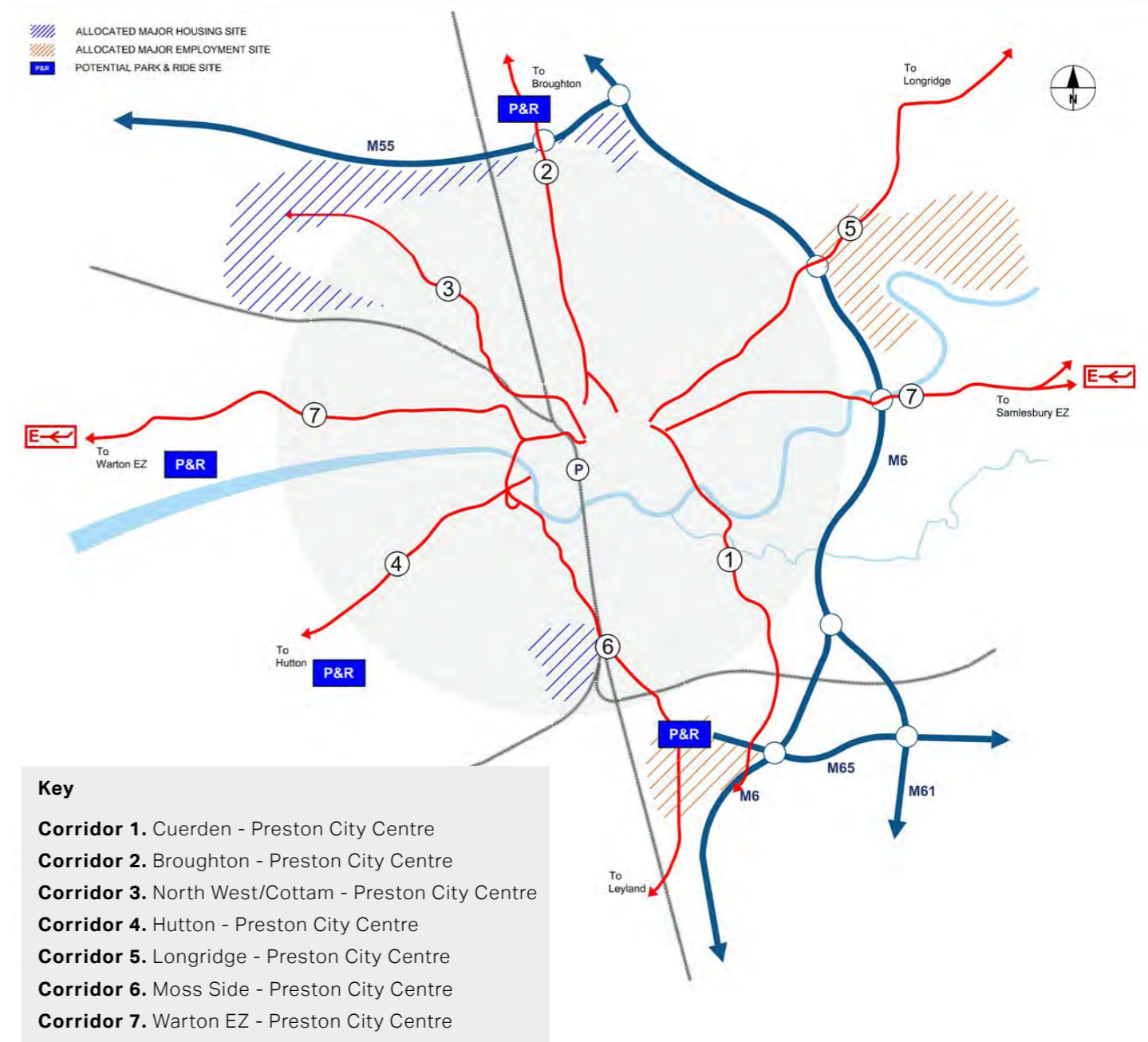
Some groups are still more likely to feel unsafe on, or not confident in using, public transport. Other groups, like the young or unemployed, are finding public transport less and less affordable. And many disabled people still face uncertainty around whether every stage of their journey will be accessible.

#### Proposed Policy 3: An Inclusive Partnership

Working with operators, we want to put inclusivity at the heart of decision making. This means breaking down barriers to bus use; improving accessibility and availability, providing real value for money, and simplifying ticketing options.

On the ground, drivers need the necessary skills to help deal with the needs of others and to improve the experience of passengers with mobility and sensory impairments, or learning difficulties, which are sometimes hidden. This could include providing bus drivers with more support, such as disability confidence training where it is currently not being undertaken.

Figure 15: Proposed bus priority routes



## Strengthening the Role of Local Rail

Whilst Preston Station is clearly a major asset to the city, it is predominantly an asset for mid- to long-distance trips – the local rail offer (for trips within the city) is limited to just Lostock Hall and Bamber Bridge stations. Whilst the busier stations of Manchester and Liverpool are served by Metrolink and Merseyrail (respectively) from across the urban area, Preston is predominantly reliant upon private car and limited bus access.

**Whilst Preston Station is clearly a major asset to the city, it is predominantly an asset for mid- to long-distance trips – the local rail offer (for trips within the city) is currently limited.**

Providing better local rail coverage will provide more people with the opportunity of using rail to get to Preston from the suburbs. Additionally, it will reduce the number of people that need to drive to the mainline station, to catch a train to places further afield – whether that be direct from a local station, or using local rail to interchange at Preston mainline.

All local stations should have a strong presence within their respective neighbourhoods. Railway stations have a symbiotic relationship with their surrounding land uses – they can add real value to homes and businesses, and denser land uses help spur successful railway stations. It's also important that local stations have great facilities too; car and cycle parking, quality waiting areas, information, and security.

Preston Station is also set to see major changes going forwards too, particularly with the introduction of HS2. More details around our aspirations for Preston Station are set out on page 18 of this document.



### Key Proposal 7: Local Rail Investment Package

Providing more stations, more services, and better facilities will allow local rail to play a much stronger role in Preston's transport mix. This growth would help to provide a case for potential funding to support the delivery of Preston's rail priorities, and are dependent on each other for both delivery and sustainable development.

#### Proposed New Station: Cottam Parkway

This station will serve around 6,500 new homes in North West Preston. It will also link to the M55 via Preston Western Distributor, and a new motorway junction. The station will therefore serve a large catchment outside of Preston too - providing frequent links to Preston, Liverpool, and Manchester. In addition to this, P&R facilities are proposed at this station, which will help to intercept vehicles bound for the city centre, and longer distance journeys.

#### Potential New Station: Coote Lane

This station would serve approximately 2,000 new homes at Pickerings Farm.

#### Potential New Station: Midge Hall

This station would serve approximately 850 new homes at Midge Hall. Additionally, it would serve a large existing residential area that is not currently well served by rail.

#### More Services: Lostock Hall & Bamber Bridge

At present, these stations enjoy half-hourly services to/from Preston before 9am on a weekday, but this drops to an hourly service throughout the day and in the evening. Initially, we want to see half-hourly services extended throughout the full day. Beyond this, and in the long-term, the aspiration should be for 'turn-up and go' frequency - a service every 15-minutes.

#### Station Upgrade: Buckshaw Parkway

Opened in 2011, this station has been a real exemplar of integrated transport and land-use planning. Recent surveys show a shortage of car parking, and around 20% of originating passengers travelling to Preston from here. Expanded car parking and improved facilities here can strengthen the role of this key P&R hub even further.

#### Potential New Link: Burscough Curve

Reinstatement of the short section between the Preston-Ormskirk Line and Southport-Wigan Line would allow services to run between Preston and Southport. This creates new links between Sefton, West Lancs, and Preston, whilst simultaneously supporting proposed new stations at Coote Lane and Midge Hall with new and enhanced services.

Figure 16: Proposed local rail investments



### Future Transit

The current Local Plan period for both Preston and South Ribble extends to 2026. It is an adopted document, which has been through lengthy, and detailed, due process. It identifies parcels of land, which are allocated for different uses – such as employment or housing. However, this Plan extends to 2038 – far beyond the current adopted planning framework.

At the time of writing this Plan, the formal planning process hasn't yet allocated sites for development beyond the Local Plan period. However, we can begin to consider how transport infrastructure could be brought forward to support growth across the city. For example, a review of the Core Strategy and individual local plans has begun with a view to delivering a single Central Lancashire Local Plan (CLLP). Throughout 2019 there has been a call for sites and collating sites across Central Lancashire where future development might be located.

Figure 17 sets out potential future growth areas, incorporating a transport offer that goes far beyond that of today's connectivity. Promotion of P&R sites can help to alleviate congestion on the road network, by intercepting traffic before it hits the most congested areas of the city, and, additionally, increase connectivity between key sites within Preston. It should be reiterated that these 'potential growth areas' have not been through the formal planning process, and, at this point, hold no additional planning status beyond their current allocation.

Tying long-term major infrastructure investment to growth and development is exactly what the current City Deal does. Now we need to 'start the ball rolling' on what happens beyond that, and help inform thinking for the next Local Plan. Clearly, major transport infrastructure can have a significant role in supporting land development; whether by physically unlocking sites, making them more attractive, or adding value. In turn, these areas can become high-quality places that benefit the entire city.

A great example of linked transport and land use planning is the regeneration of Salford Quays – where the role of early implementation of a transit route should not be underestimated. Once an area of urban decay, Salford Quays is now one of the most exciting places to live and work in the UK. We call this 'transit-oriented development', and this particular example now supports approximately 3,500 residents and more than 26,000 jobs.<sup>29</sup>

Figure 17: A potential integrated transit network for Preston?

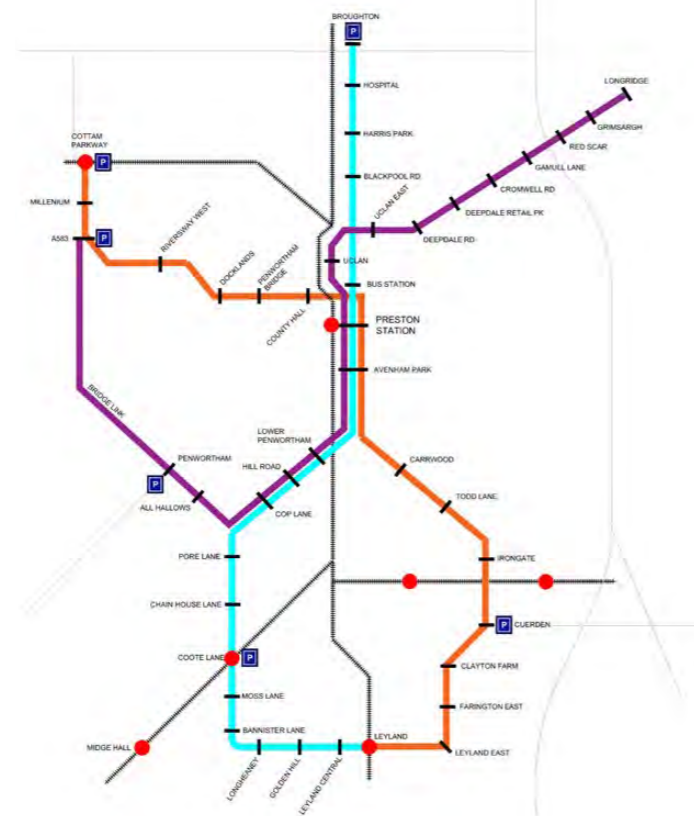
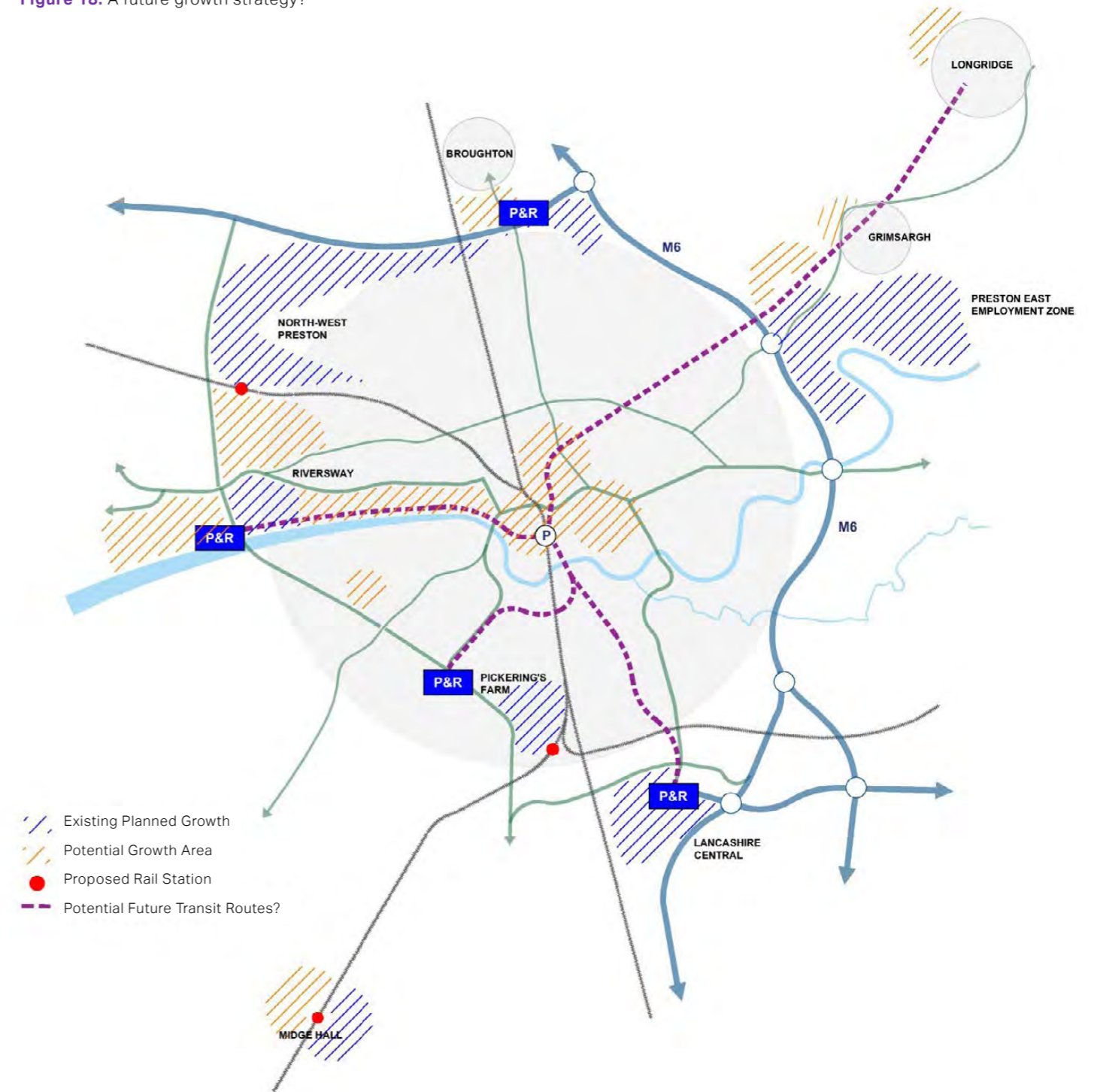


Figure 18: A future growth strategy?



29. <https://www.salford.gov.uk/mediacityuk>



### Proposed Policy 4: Explore a Transit-Oriented Development Growth Strategy

As the city grows, it will become increasingly important to prevent 'sprawl' – that is spread-out housing that is difficult to access other than by car. Sprawl creates car use, and car use creates congestion and health problems. Sprawl also 'eats' away at land very quickly – meaning that in the very long-term, say 100 years, there might not be anywhere left for Preston to grow!

A transit-oriented growth strategy would aim to centre future homes and jobs around excellent public transport infrastructure. By focusing long-term growth in this way, we can reduce the need for car travel, and add real value to places. It could potentially also allow us to build at higher densities than previously – meaning we can protect greenspace from further encroachment by building more homes within a tighter footprint.

All of our key proposals aim to provide more capacity on the transport network, and better cater for all modes. Clearly this is a long-term transitional approach to reducing car-dependency and traffic congestion. However, in the short term, there is more we can do to improve traffic flow in the city centre – particularly through clever use of technology, information dissemination, and demand management. To do this, we will produce an Intelligent Transport System (ITS) Strategy, and a Travel Demand Management (TDM) Strategy. Both of these measures effectively add capacity by improving the efficiency of the road network, rather than relying on expensive physical upgrades. Evidence from elsewhere suggests these strategies can have major positive results on congestion, at a relatively modest cost.

### Proposed Policy 5: Intelligent Transport System (ITS) Strategy

An ITS enables car drivers to be better informed about the surrounding road network, by providing real-time information about congestion, car parking, or accidents – so drivers can make safer, more coordinated and 'smarter' use of transport networks.

For example, the introduction of Variable Message Signage (VMS) at strategically located points on key routes can help to give travellers advanced information about upcoming key events along the road network, or instant relaying of car parking availability. Whilst VMS is already used in places in Preston, we think it's role and application could be further expanded. For example, a network management plan could implement signage to facilitate and deliver meaningful change

However, there is a potential risk that VMS as we know it could effectively become redundant, as this information could be pushed into car or mobile systems in the future. All of these issues, and where the market is heading, need more thorough exploration.

### Proposed Policy 6: Travel Demand Management (TDM) Strategy

TDM is the application of a targeted programme to influence travel behaviour and reduce or redistribute demand. This policy is about making people aware of the choice of travel available to them, or events affecting the transport network (both in advance, and in real time).

This is done by providing information and marketing to individuals and businesses through effective multi-channel communication (including social media channels). The aim is to ultimately reduce, re-time, re-route and re-mode car trips, wherever and whenever possible – preserving the road network for those that really need to use it at the given time.



## Reviewing Car Parking

The availability and location of car parking has a clear relationship with car-use and routing in cities. Providing attractive car parking with adequate facilities can help to increase usage.

For example, refurbishment of the current Avenham multi-storey car park would make it more attractive to potential users. Providing facilities such as pay-on-exit, as opposed to pay-and-display, would provide more flexibility for users as they would not need to specify the amount of time they will be staying. This car park could also better serve the railway station, particularly for those approaching from the east.

Likewise, the introduction of variable message signage (VMS) can help to reduce the frustration of space searching around the city and reduce congestion. Research in the UK has shown that the average time spent looking for a parking space is 7 minutes (although there is high variability).<sup>30</sup> So, if we were to take 5-minutes as an optimistic estimate for a driver looking for a parking space in Preston, and the driver parks their car 5 times a month in the city centre, this would add up to 300 minutes a year. This equates to 5 hours every year wasted looking for a parking space. Better management of car parking within the city centre can help to provide a more efficient experience for users, and benefit nearby businesses too.

Whilst we recognise that today car travel is the only realistic option for many, the over-provision of parking spaces in the wrong places can create major congestion issues. A review of parking standards, locations, and facilities will help to create a better functioning city centre.

### Proposed Policy 7: City Centre Car Parking Cap

This policy would see an agreed limit to the total supply of on-and-off street public car parking, helping to limit the provision of parking facilities in central area. Currently, there is a need to manage displaced car parking, and eliminate the conflict between vehicles and pedestrians within the city centre.

### Proposed Policy 8: Detailed Review of City Centre Car Parking

A detailed strategy for parking in the city centre would look to address traffic regulation orders, and deal with the supply and management of car parking in Preston.

An effective parking strategy can help to better manage car parking, and potentially reduce the number of trips made by car. It can also help to support the local economy, facilitate development growth and enhance the built and natural environment by reducing the amount of land required for parking. Disabled provision should also be reviewed here, which would help to ensure that the network is inclusive for everybody.



>> Sheffield, UK.  
Car parking should be part of urban architecture.

30. Witrafi, 2017 - <http://witrafi.com/why-car-parking-is-important/>



## Changing Transport Trends & Technology

Advances in technology and automation present both challenges and opportunities for our transport network, how it operates, and how they interface with people and places. The rise of Uber, contactless payment systems and real-time information services, are clear examples of new disruptive technologies that will continue to change the way in which people, goods and services move around.

At present, such advances in technology remain largely unrevealed as to how they will shape future transport trends. But for Preston, maintaining an awareness for future travel changes will position the city strongly to seize opportunities as they develop.

### Mobility as a Service (MaaS)

A key facet of MaaS is the integration of multiple modes of travel into seamless journeys with little to no interchange time between modes. MaaS has been successful in Helsinki, where an app shows users the best way to travel from A to B, by combining public transport and a variety of participating

private firms. Finland's heavily regulated public transport network has been pivotal to the app's success, but on a public transport network divided across multiple commercial operators, complete roll out of this is yet to be realised.

If such schemes succeed, MaaS has the potential to do for personal mobility what Spotify has done for music; turning transport into a service that is accessed and paid for on-demand. The next obstacle would be developing the platform as a subscription-based service in the same way Netflix have done for entertainment and film.

As a precursor to 'full MaaS', we can look to Citymapper as an app that integrates real-time departures, network maps and live disruption alerts, to provide the user access to all information required to make an informed travel choice. At present, Citymapper's global coverage includes UK cities London, Manchester, and Birmingham. Citymapper's plans to roll out their services in more cities worldwide and West Midlands' plans to expand their current MaaS trials further, reflect the momentum in developing new holistic tools, to create an environment which will overcome the barriers to mobility.

Uber is a disruptive advancement in transport, that has utilised new technology to become a market leader in 'ride hailing' through their app-based taxi services. Uber is not presently available in Preston.

### Autonomous Vehicles (AVs)

The rise in autonomous vehicles, or 'self-driving cars', is another development in future transport trends that divides opinion.

The potential to utilise AVs as another part of the transport mix to increase mobility for all, could reduce the need to privately own a vehicle. Additionally, proponents may suggest AVs will make more efficient use of road space by 'bunching' closer together. However, autonomous vehicles have the potential to increase car usage and therefore must be carefully considered as they are progressed. Any return to increased segregation of urban areas through footbridges and subways to provide for AVs must be resisted to ensure cities remain liveable and accessible for all.

Whilst autonomous vehicles are an exciting example of future travel, they cannot be relied upon as a panacea to traffic congestion. Today, it presents an opportunity that must be carefully considered to ascertain the role in the future travel mix.

### Electric Vehicles (EVs)

The Government's outright ban on the sale of petrol and diesel vehicles by 2040 will be another influential step towards more sustainable modes of personal travel and improved air quality. The focus on 'healthy people and the environment' will require further consideration within future transport trends.

However, as pointed out previously, it will take many years for the market to fully adjust – and around half of total traffic-related particulates originate from tyre, brakes, and road surfacing. This means we can little afford to sit back and rely on EVs to heal air pollution.

## 07. HEALTHY PEOPLE & ENVIRONMENT

First and foremost, Preston should be city of healthy, happy people. Transport has a fundamental, and wide-ranging, role to play in this. This Plan will ensure that public health is at the centre of infrastructure design, investment, and decision-making.

### Health in Preston

The responsibilities for protecting and improving the public's health were transferred back to Lancashire County Council in 2013. Like most places in the UK, healthcare in Preston is delivered by a network of GPs and Hospital Trusts, whilst Clinical Commissioning Groups (CCG) are the statutory bodies responsible for allocating funding and commissioning local health services.

Whilst health outcomes vary in different areas, Preston generally has a higher prevalence of several health problems, when compared to the England average. Figure 19 (right) shows rates of diabetes, suicide, cancer and cardiovascular mortality are significantly worse in Preston CCG area than the England average. These incidences are usually associated with three factors; higher levels of deprivation, an aging population, and low rates of physical activity.

### Life expectancy at birth in Preston is ~2-years less than the England average.

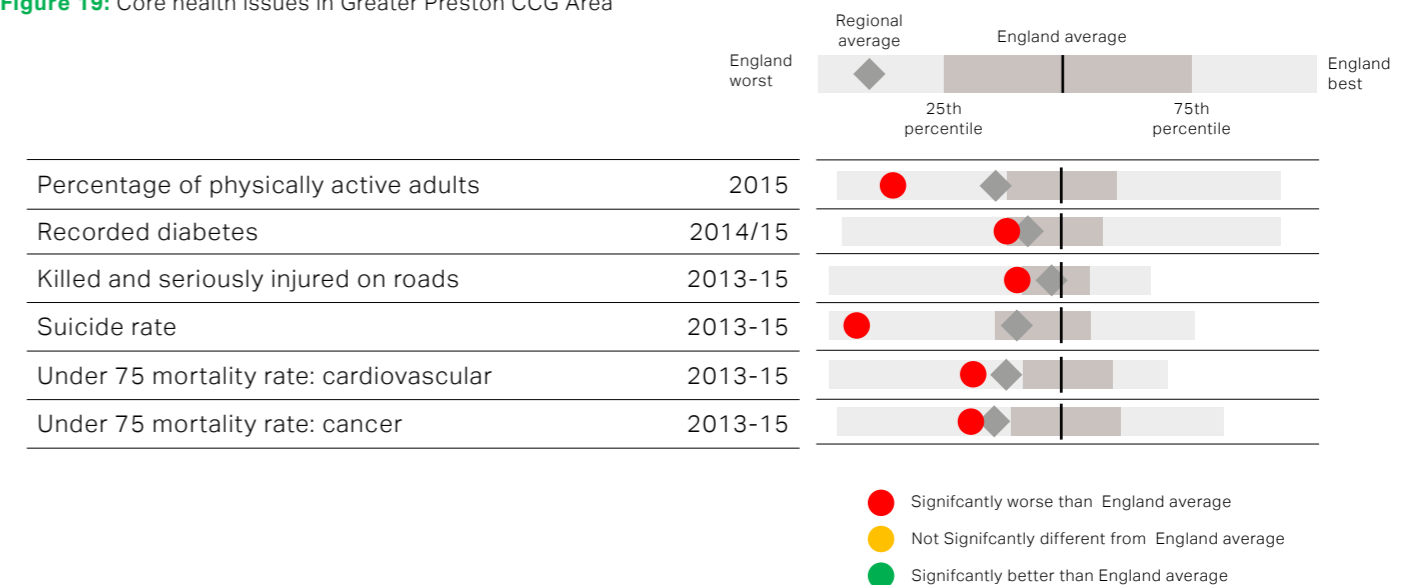
The 5-year strategic plan<sup>31</sup> of Chorley and South Ribble and Greater Preston Clinical Commissioning Groups sets the issues facing healthcare in the region:

***“Despite the growing demand for healthcare services, our CCGs only have a limited budget to meet the health needs of our communities. The [current] Government has been clear that there can be no further investment in healthcare services either at a national level or locally. This means that the scale of the challenge that the NHS and public services face is vast.”***

In today's paradigm, prevention is becoming increasingly more important than cure. As such, there is a growing recognition that 'city makers' – like highway engineers, or town planners – can (and must) play just as big a role in improving health outcomes as CCGs, GPs and Hospital Trusts do.

The following have a **significantly worse rate in Preston**, than the English average:

Figure 19: Core health issues in Greater Preston CCG Area



<sup>31</sup> Chorley and South Ribble and Greater Preston Clinical Commissioning Groups - Our Strategy for Commissioning Better Health 2014-19.

## Transport for Health

The choices people make, and the infrastructure we create, have the potential for massive public health benefits. However, more often than not, today the connotations around transport and health are negative; with vehicular emissions causing poor air quality being particularly high on the national agenda currently. However, sedentary living is in many ways the more silent sidekick of chronic disease and early death. Chronic disease is a major burden with serious impacts on individuals, carers, families and local health care services.

In 2015, the percentage of physically active adults in Preston CCG area was 47%, which is significantly worse than the England average. Active transport – mainly walking and cycling – is the most cost-effective way to increase physical activity, reduce ill health, and cut down on emissions from road transport.

A recent major study published in the British Medical Journal<sup>32</sup> highlights that those who cycle to work are 45% less likely to die from cancer or heart disease – two metrics that are indeed significantly worse in Preston than the English average.

Despite its immense public health potential, active travel investment currently represents only a tiny fraction of the £32 billion spent on transport annually. As of 2017, average UK-wide public spending on walking and cycling is £287m per year (£4.30 per head).<sup>33</sup>

If cycling was a prescription medication, it would be prescribed to everyone. Of course, it isn't – so our role is to create the conditions where everyone feels comfortable riding a bike. Study after study has shown that the single biggest barrier to mass all-ages cycle usage is safety, or perception of safety.<sup>34</sup> So instead of 'prescribing' cycling, we must prescribe the right infrastructure. This means high-quality, safe space for cycling – predominantly physically separated from motor vehicles.

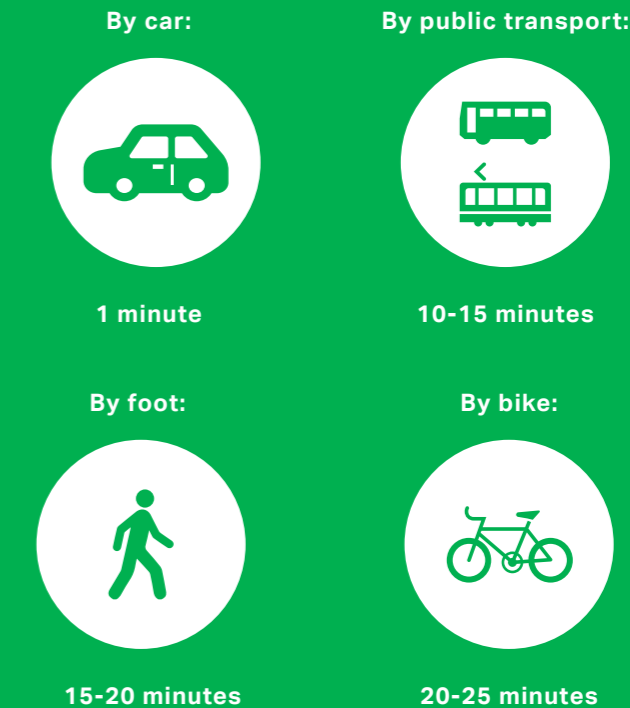
**If cycling was a prescription medication, it would be prescribed to everyone – our role is to prescribe the right infrastructure.**

32. <http://www.bmj.com/content/357/bmj.j1456>

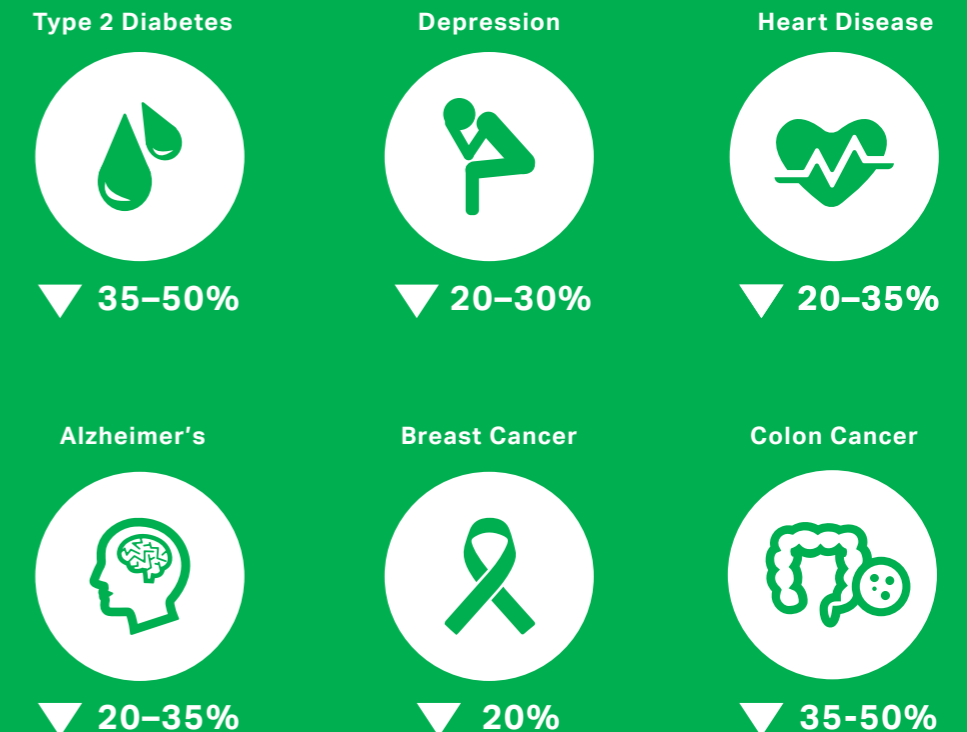
33. <http://www.lancetcountdown.org/media/1275/2017-lancet-countdown-uk-policy-brief.pdf>

34. <https://www.cycling-embassy.org.uk/wiki/barriers-cycling>

By mode of travel, the amount of time spent being physically active during an average journey is:



A person who is physically active\* every day reduces their risk of:



\*The Chief Medical Officer recommends adults should get at least 150 minutes (2½ hours) of moderate intensity activity, such as brisk walking or cycling, per week. One way to approach this is to do 30 minutes on at least 5 days a week.

Source: (Top) Infographic adapted from Mayor of London Transport Strategy, 2018. (Bottom) Department of Health, 2011, Start Active, Stay Active.



### Pedal Power

Preston has a proud history of cycling – not least it is the home of Ribble Cycles, one of the world’s oldest bike manufacturers, and several Commonwealth and Olympic athletes. Today the city’s best-known cycling asset is probably the Guild Wheel – a 21-mile route which encircles the city from the River Ribble in the south, to Broughton in the north.

However, the Guild Wheel is mainly a leisure route, and as such isn’t well used for daily trips to and from the city centre. Currently,

there is a clear lack of radial links that spur from the city centre out to residential areas. Many on-road facilities within the city centre itself are poor quality, or lack the presence to make them attractive for use by everybody. This includes several National Cycle Network (NCN) routes through the city, which despite being advertised routes, that have little or no infrastructure for cyclists.

**Safe cycling facilities that everyone can use are the key to more people cycling – not just paint on roads.**

Safe cycling facilities that everyone can use are the key to more people cycling – not just paint on roads. Segregated cycleways, or ‘superhighways’, break down the main barrier to all ages and gender-equal cycling; perception of safety. Whilst cycle confidence training can help prospective cyclists overcome these reservations, their results are limited to small groups and show limited effect over time.

Additionally, the increasing popularity of dockless cycle hire across the UK can go hand-in-hand with infrastructure improvements, and can help to promote cycling as an active mode of travel. Dockless systems allow bikes to be located, hired and unlocked by using a smartphone app, and does not require a docking station.

### Proposed Policy 9: Safe Cycling Infrastructure for All – ‘From Ages 8 to 80’

Cycle infrastructure should be designed for everyone to use, not just for those who are already cycle confident. This means aiming for a broad spectrum of users; and particularly designing these facilities with the needs of children and the elderly in mind. This should ensure design of the highest standard.

Building a cycling culture often takes generational change, so by normalising their use for those at a young age (by providing protected infrastructure), we can sow the seeds for the future.

In many ways, Preston is a city well suited to cycling. Crucially, it is a compact city – with almost the whole urban area within a 20-minute cycle of the city centre. It is also relatively flat, with steep climbs limited to areas close to the River Ribble.

However, in the 2011 Census, just 2.9% of journeys to work were made by bike in Preston and South Ribble, down from 3.2% in 2001. Around 80% of commuter cycles are male. The highest rate of cycle commuting (4%) is by residents of the area between Lostock Hall and Bamber Bridge, at the southern end of the Old Tram Road cycle route.

Using the DfT-backed Propensity to Cycle Tool (PCT)<sup>35</sup> we can estimate the levels of cycle usage that may be achievable in a 'Go Dutch' scenario. This scenario represents what would happen if Preston had the same infrastructure and cycling culture as the Netherlands (but retained their hilliness and commute distance patterns). This analysis suggests that the share of work trips made by bike would increase to more than 20% in all areas of the city. In some areas, such as Ribbleton and Deepdale, as much as 25-30% of trips could be made by bike. Clearly, this would have a major beneficial impact in reducing congestion, as well as significant health benefits.

### Key Proposal 8: Develop a City-Wide Cycle Network

This network will criss-cross the city, linking residential areas together, and to the city centre, and wider employment destinations. Its development is based upon 12 key corridors, where we think (and analysis suggests) high-quality infrastructure will be of greatest amenity.

These routes will be continuous corridors, not lanes that suddenly 'disappear' or require regular dismounting. They are also designed to provide directness and presence – using existing arterial corridors so that people know the infrastructure is there for all to use, and ensuring they don't become isolated after dark. They will be complemented by lighting upgrades and high-quality surfacing.

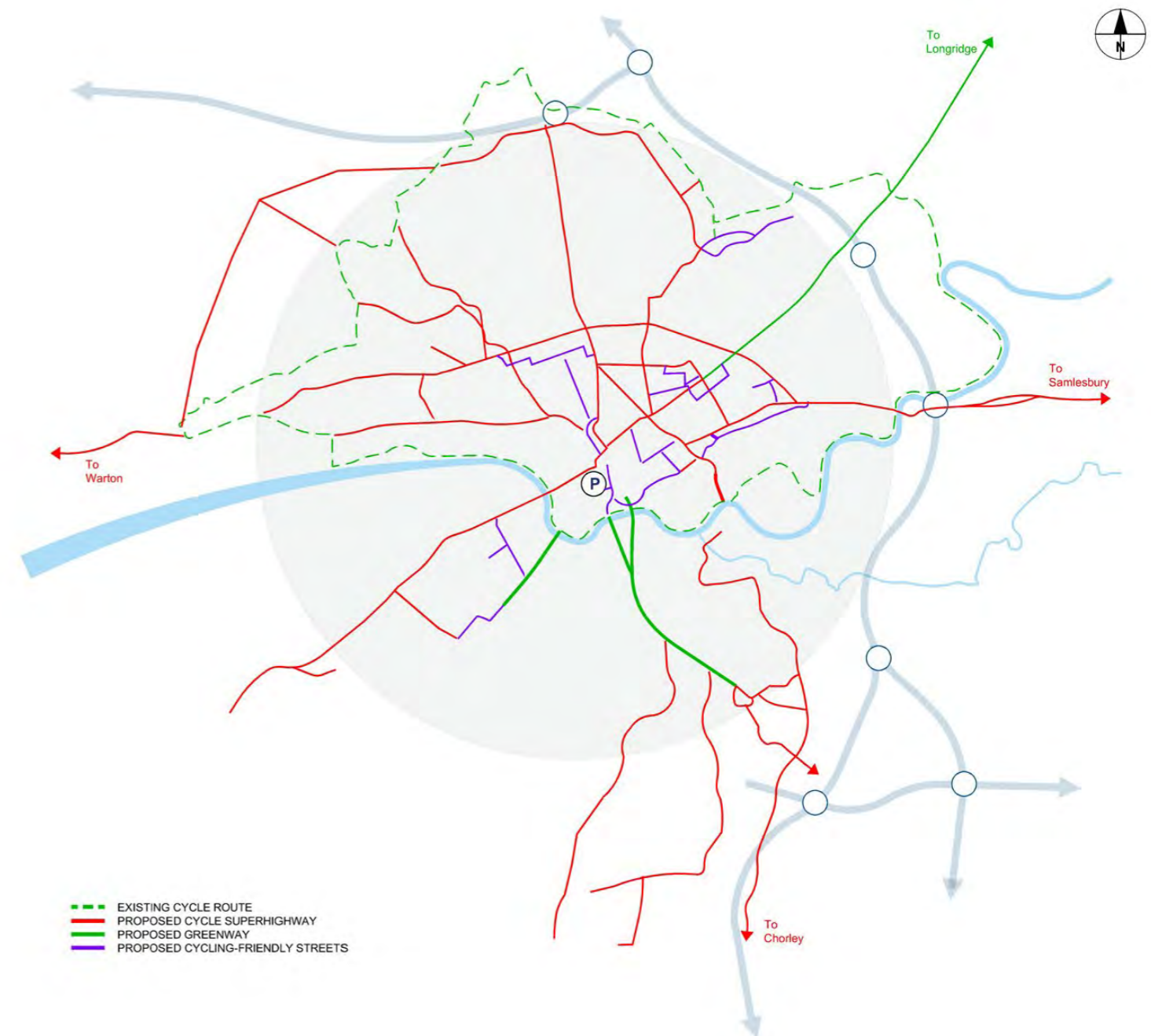
This network will be typified by three types of cycling infrastructure; superhighways, greenways, and cycling-friendly streets:

**Superhighways:** will be located on primary arterial routes, wide and predominantly segregated from motor traffic, with priority over minor side streets.

**Greenways:** similar in design to superhighways, but located on routes away from motor traffic, such as an upgraded Old Tram Road.

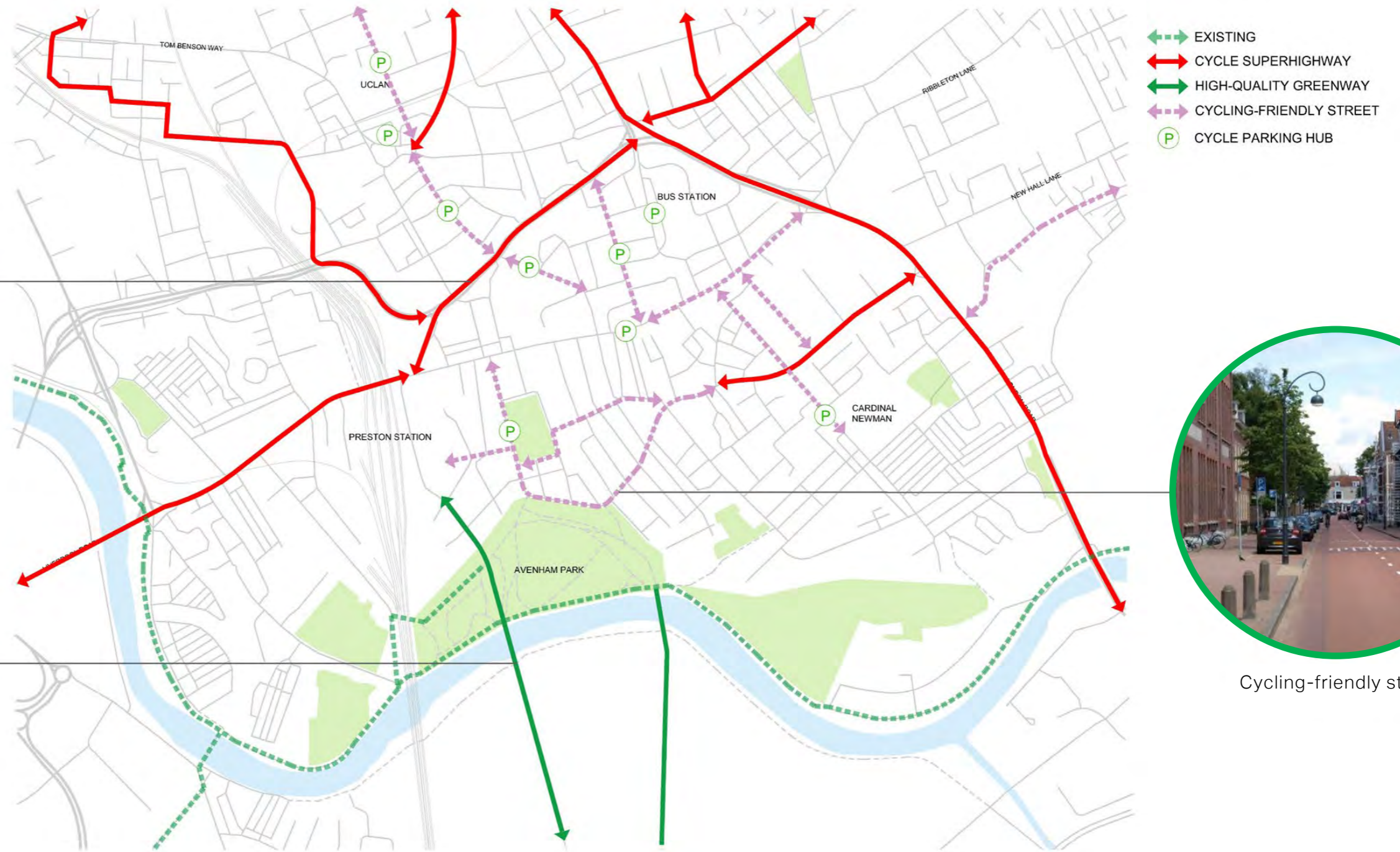
**Cycling-friendly streets:** routes with low traffic volumes, and potentially higher numbers of pedestrians; such as residential or city centre streets.

Figure 20: Proposed cycle network



35. Lovelace, R. et al, 2017, The Propensity to Cycle Tool: An open source online system for sustainable transport planning.

Figure 21: Proposed cycle network - City Centre zoom



Segregated cycleway



High-quality greenway



Cycling-friendly street



## Walkable Neighbourhoods

Too often streets are places designed solely for cars, where the environment is hostile to pedestrians or cyclists alike. If we want people to walk more, particularly for local journeys, streets should be attractive places where people enjoy spending time.

The City Living Strategy will bolster the city centre residential population, by providing a broader range of housing opportunities. But for this to work, it must be supported by liveable streets that encourage social interaction, and healthy lifestyles.

But this is equally applicable to Preston's neighbourhoods too. Too many areas are severed by wide roads, which in many places are intimidating, and difficult to cross – particularly for the elderly and those with physical, mental, or sensory impairments. As a result, local businesses lose footfall, as people naturally gravitate away from these areas. Residential streets should be child-friendly, and not rat-runs for vehicles to bypass congestion.

**Too often streets are places designed solely for cars, where the environment is hostile to pedestrians or cyclists alike. If we want people to walk more, particularly for local journeys, streets should be attractive places where people enjoy spending time.**

## Proposed Policy 10: Prioritise Walking & Cycling in Highway Design

We will adopt a new way of designing the city's neighbourhoods, by focusing on people and places, rather than cars and traffic. By creating an environment where people feel much more comfortable walking or cycling, we will improve the health of residents and add value to homes, businesses, and communities.

To do this, we propose eight key actions:

1. Narrow unnecessarily wide roads, to provide more space for people on foot or dedicated space for cycling.
2. Reduce posted speed limits to 20mph in residential areas, and design streets accordingly.
3. Remove severance on key routes and at junctions, by providing quality pedestrian crossings as a priority over traffic capacity.
4. Provide smooth and level pavements, designed to be wide enough for those in wheelchairs or pushing buggies to use comfortably.
5. Narrow the width of side streets and raise the carriageway to reduce vehicle turning speeds, and give more priority to people on-foot. Some side streets could also be closed to traffic access.
6. Provide benches and regular opportunities for people to stop and rest, and more space for businesses to provide seating outside their premises.
7. Improve the quality and coverage of street lighting, to ensure walking and cycling remain attractive modes after dark.
8. Create a green and attractive streetscape by investing in street trees and other flora, including planters.



>> **Walthamstow Village, London UK**  
This pilot 'mini-Holland' scheme has helped reduce traffic levels on key routes in Walthamstow Village, and has transformed the local centre.

## Safer Streets

In 2016, 139 people were killed or seriously injured in a road traffic collision in Preston and South Ribble. This represents a rate that significantly exceeds both the North West and English average.

Globally, road traffic collisions are the leading cause of death among young people (10-24 years), according to the World Health Organisation.

Creating more people-focussed streets will naturally lower car use and speeds, which should have a positive impact upon road safety. However, physical changes are only part of the solution, and continuous education is key to improving road safety outcomes across the city as a whole.

### Proposed Policy 11: Enhanced Road Safety Programme

Current outreach programmes do a great job in changing attitudes, influencing behaviour, and saving lives – like Lancashire’s award winning young driver education programme ‘Wasted Lives’.

But we also know that there is always scope to do more, particularly where new innovative methods are seeing clear results elsewhere. For instance, in the West Midlands, Operation ‘Close Pass’ has reduced the amount of cyclists killed or seriously injured on the roads by 20% in 1-year.<sup>36</sup> This is a police-led scheme that stops drivers who have been recorded driving too close to the ‘undercover cyclist’. Drivers are educated on the space they should leave for cyclists, or in more severe cases are fined.

We commit to continuous innovation and improvement of our road safety programme - learning from, and leading in, best practice preventative education.

## Improving Air Quality

Good air quality is crucial to sustaining happy, healthy people – and creating great places to live. Poor air quality is a significant risk factor for several health conditions including heart disease, stroke and lung cancer.<sup>37</sup>

There are ten ‘Air Quality Management Areas’ (AQMA) across Preston and South Ribble, with five close to the city centre. AQMAs are places where national air quality objectives are not likely to be achieved by the given deadline. They are predominantly found along key highway corridors where vehicular traffic and congestion present environmental issues. Here, the council monitors and models air pollutants, in order to assess current and future air quality.

Emissions from road transport is by far the greatest contributor to poor air quality in Preston, and there is a clear correlation between traffic congestion hotspots and AQMA locations. Whilst ‘Local Air Quality Action Plans’ are in place for each AQMA, their scope to reduce the fundamental wider issues of car use and dependency is limited.

New diesel and petrol cars and vans will be banned in the UK from 2040 in a bid to tackle air pollution. Whilst this represents a major positive step, it will take many years for the market to wholly adjust – and the health benefits to be fully realised.

However, whilst this move will eventually remove all exhaust emissions, non-exhaust sources contribute almost equally to total traffic-related particulates.<sup>38</sup> Non-exhaust sources generally relate to the wear and tear of tyres, brakes, and road surfaces. Additionally, studies show that drivers and passengers inside vehicles are exposed to significantly higher levels of air pollution than those walking or cycling along the same urban routes, as cars suck in emissions from surrounding vehicles and recirculate them within a confined space.<sup>39</sup> Without a targeted strategy, these harmful particulates will continue to create health issues after the transition to electric vehicles.

Improving air quality now will help us to prepare for, and prevent, future AQMAs being established - rather than wait until an AQMA is designated and then attempting to manage.

### Proposed Policy 12: Eliminate all AQMAs by 2028

Poor air quality has clear negative implications for the health of communities. Compounding this, AQMAs are often found in areas of low car ownership, meaning those who drive the least suffer the health effects of car emissions the most.

This policy aims to drive investment in non-car modes, both providing more choice of travel and reducing the impact of the existing. It will only be truly achieved if we are able to rebalance the transport mix by, for instance, supporting the case for alternative fuel buses, encouraging walking and cycling, and reducing congestion.

### Proposed Policy 13: Electric Vehicle Parking Standards

Ensuring new development is brought forward with appropriate charging technology is essential in supporting the smooth transition to electric vehicle usage. Provision of standards for new homes and development will need to be carefully considered in line with projected market uptake of electric vehicles, and balanced with viability considerations, and regularly reviewed.

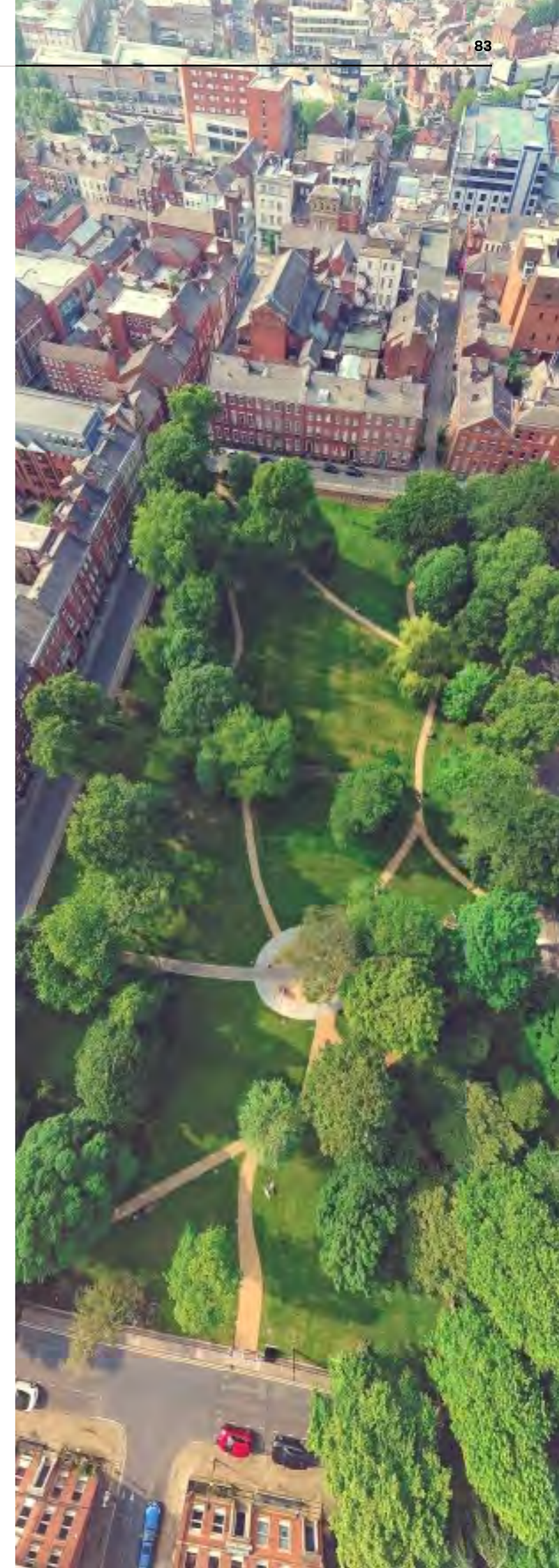
Power hungry electric vehicle charging is likely to require substantial change and upgrade to the local power network, and infrastructure needs will require assessment in line with the above.

36. West Midlands Police, 2017 - <https://west-midlands.police.uk/news/3951/serious-cycle-smashes-down-fifth-close-pass-first-year>.

37. World Health Organisation, 2014 - <http://www.who.int/mediacentre/news/releases/2014/air-pollution/en/>

38. Grigoratos, T. et al. (2015), Brake wear particle emissions: a review

39. Department for Environment Flood & Rural Affairs (2018). Draft Clean Air Strategy



### Greener Streets

In 1984, environmental psychologist Roger Ulrich found that hospital patients appear to recover from surgery more quickly in rooms overlooking green spaces.<sup>40</sup> Since then, a growing body of scientific evidence has demonstrated the benefits of trees to cities and their residents.

At the most basic level, trees can help create great environments that people enjoy walking in – and getting more people to walk locally is key to improving air quality, increasing activity levels, and reducing congestion. It’s also well understood that trees can actively improve air quality, by filtering harmful gases and particulates, and emitting oxygen. Studies also show that trees can reduce noise and stress, and have a calming effect on people.<sup>41</sup>

By protecting human health, and promoting wellbeing, trees have a financial value much greater than their cost. But their financial value goes further than health too – ‘leafy streets’ can increase the value of property and places. A series of international studies have shown that trees increase property values by between 5% to 15%.<sup>42</sup>

Currently there is no national body that oversees tree planting in cities, so priorities are determined locally. As the local highway authority, Lancashire County Council have responsibility for the implementation and maintenance of street trees.

As local authority budgets shrink and the potential maintenance costs of trees become an increasing burden, it is imperative that we continue to recognise the true value of street trees to the urban environment.

### Key Proposal 9: City Centre Tree Planting Programme

We will undertake an ambitious programme of tree planting in the city centre – with the aim of planting 1,000 trees over the next 20 years. Whilst our focus will be the city centre, we will of course target local centres and neighbourhoods too. By targeting the city centre, we can target areas where air quality issues are most pronounced, as well as enhance the image of the city.

### Proposed Policy 14: City Wide 2-for-1 Tree Replacement Policy

This policy will be applied across Preston and South Ribble, and is as simplistic as its name suggests – any tree removed will require ‘replacement’ with two trees within the local environ, or a commuted sum to do so elsewhere. This policy will encourage a gradual gain of tree coverage across the city.

**By protecting human health, and promoting wellbeing, trees have a financial value much greater than their cost.**

40. Ulrich, RS, 1984, View through a window may influence recovery from surgery.

41. Institute for European Environmental Policy, 2016, The Health Benefits of Nature and Biodiversity Protection

42. ???



***"The argument that 'our city isn't like Amsterdam' is invalid - 40-years ago, neither was Amsterdam. It took concerted effort to change."***

**- Brent Toderian, Vancouver  
Former Chief Planner**

Other places around the world have adapted to continuous traffic growth in more radical ways, and more quickly, than much of the UK. Transformational investments in walking, cycling, and public transport can significantly reduce the burden of congestion upon our roads, and help create capacity for those who do need to make their journey by car.

The transformation of Preston City Centre is already underway, and the redesign of Fishergate has created a place where people want to spend time. But for this transformation to continue and spread, we must provide stronger alternatives to car travel across the wider city, and reduce the necessity for private car-use in getting to/from the city centre.



## 08. GREAT STREETS & SPACES

The physical transformation of Preston City Centre is already underway. Creating better places for people to live, work and enjoy through investment in public realm can be the catalyst which sparks regeneration and supports existing business.

Taking inspiration from recent successful schemes provides a foundation for us to create great streets and spaces, which can help to add value to places, businesses, and homes, whilst contributing to a thriving city centre.

### Transforming the City Centre

The transformation of Preston City Centre is already underway, and the redesign of Fishergate has created a place where people want to spend time. But for this transformation to continue and spread, we must provide stronger alternatives to car travel across the wider city, and reduce the necessity for private car-use in getting to/from the city centre.

The transformation of Fishergate has been beneficial to Preston in a number of ways. It has resulted in a reduction in vacancy rates, contributed to the growth of the economy and has been endorsed by the majority of the public.

Following on from this success, the Cannon Street shared surface scheme has helped to create more space for pedestrians, and encourage motorists to slow down helping to reduce conflict between the two.

Although major progress has been made with the aforementioned schemes, there is still much more to do. Current public realm arrangements across the city centre are presented poorly, and in need of an upgrade. Additionally, catering for the visual/mobility impaired is essential when discussing future schemes. At the time of writing, the government has informed councils to pause shared space schemes whilst they can reflect and update their guidance, with the aim to help cater for visually impaired and work closer with these groups.

High quality public realm can help to enforce our sense of place and add substantial value to homes and businesses. Essentially, improving public realm can help to strengthen what we already have as well as spark regeneration and investment.

### Fishergate Transformation: Quick Facts

**50%**

reduction in vacancy rates between 2012-15.

**£80M**

estimated GVA to Preston economy.

**79%**

of public in favour of new design.

**51%**

reduction in collision rate

Figure 22: Fishergate before and after



## Public Realm Design Framework

Five types of public realm schemes have been identified within this transport plan:

### Civic Squares

These schemes explore introducing new focal/meeting points where communities can assemble, to complement the existing offer. This also allows communities to host social events, street theatre and stalls. Civic squares can either be fully pedestrianised, or allow certain traffic to pass through.

**Existing example: Flag Market**



### Pedestrianised Streets

These schemes are designed to shut streets to vehicles, with only servicing traffic allowed to run on the street. Essentially, pedestrianisation aims to provide better accessibility and mobility for pedestrians, improve the attractiveness of the local environment and increase footfall.

**Existing example: Orchard Street**



### Pedestrian Priority

These schemes explore the idea of true shared surface. This includes no kerbs, minimal traffic signage and low traffic flow. Pedestrian priority schemes are designed to have a positive effect on road safety, economic vitality and community cohesion. Currently, at the time of writing, the DfT are preparing new design advice for these types of street.

**Existing example: Cannon Street**

### Informal Streets

These schemes are similar to 'pedestrian priority' schemes, with low kerbs, minimal traffic signage and public realm enhancements. However, these streets are designed to cope with higher traffic flows than true shared surface streets. They can result in reduced severance, and the regeneration of an area.

**Existing example: Fishergate**



### Enhanced Streets

These schemes are largely concerned with improving the look and feel of an area. Traditional kerbs will be maintained, along with normal traffic engineering. However, improving the quality of materials, along with enhanced pedestrian facilities, can help to reduce severance and amenity.

**Existing example: North Tithebarn Street**



Figure 23: Proposed and existing square



**New civic space:**  
Friargate Square

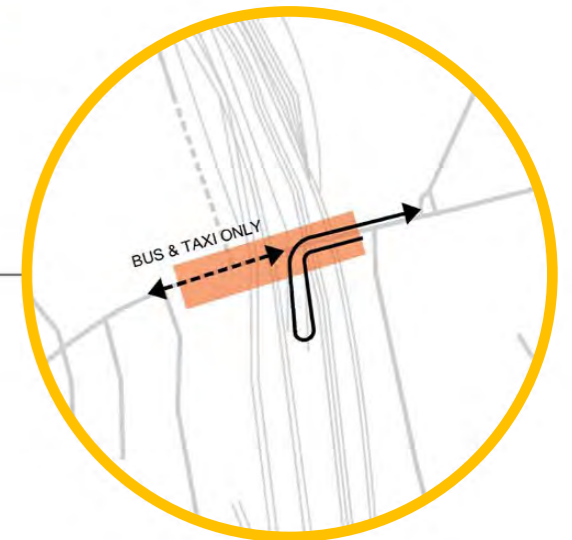


**Civic Squares**



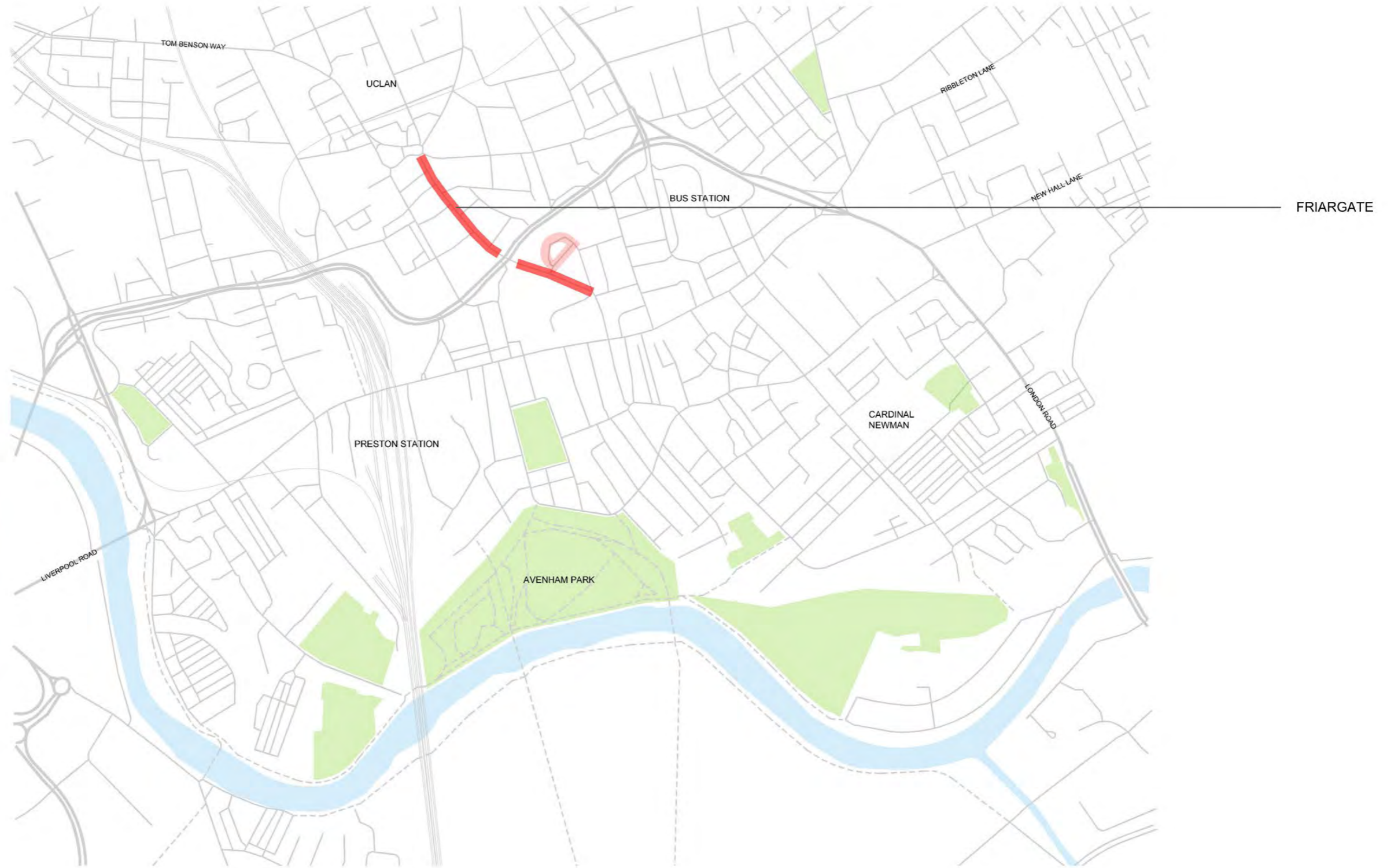
People focussed open spaces which promote assembly, meeting points, street and theatre and stalls

**New civic space:**  
Railway Bridge Square



- EXISTING
- PROPOSED / PLANNED
- GATEWAYS

Figure 24: Proposed pedestrian priority streets



**Pedestrianised Streets**



With only servicing traffic running on the street, between restricted hours





**>> Grote Houtstraat. Haarlem, Netherlands**  
 This vibrant street is exactly how we want Friargate to look – lively, green, and great for both pedestrians and cyclists.

### Key Proposal 10: Friargate Pedestrianisation

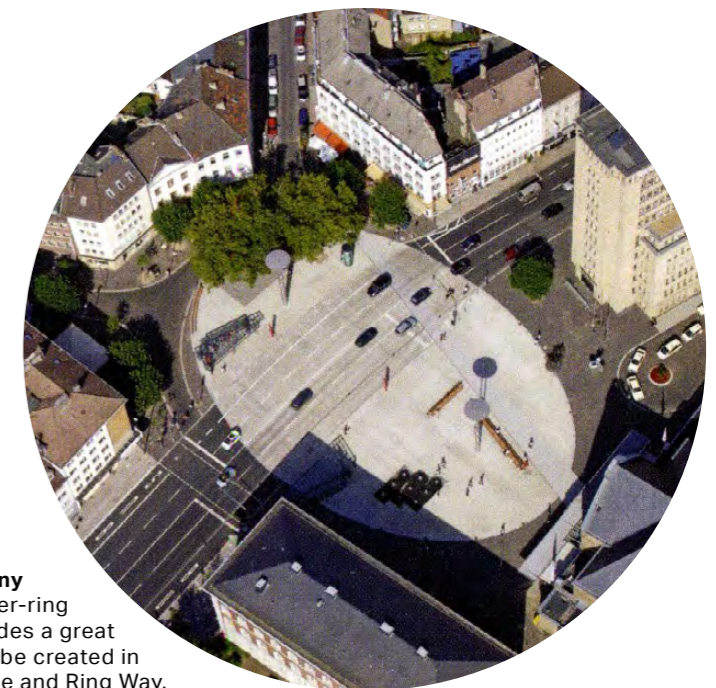
Friargate stretches from the Adelphi Roundabout, through Ring Way, to Market Street – it is a critical link between UCLan and the retail core. It is home to student accommodation, several independent businesses, and other local amenities. Despite its importance, the presence of derelict buildings and poor public realm presents Friargate with a rundown look and feel. Nevertheless, Friargate clearly has potential – throughout the production of this plan, stakeholders have been broadly very supportive of creating a better 'place' here and have repeatedly identified it as a street in need of comprehensive change.

This would see the street closed to vehicles (except servicing between restricted hours). Public realm and materials would be transformed to dramatically change the character of the street. This would also remove the right-turn from Ring Way (improving traffic flow), allowing for the provision of a pedestrian super-crossing, new bus stops, and for this node to become a key public space. Additionally, the pedestrianisation of Friargate would complement the implementation of the UCLan City Gateway at 'Adelphi Square'.

The Lancashire Market, which is held annually, transforms Friargate into a street-market. Here, the street is closed to vehicular traffic, with little impact. This indicates that the pedestrianisation of Friargate can be achieved with little disruption to the wider transport network. Buses would be re-routed via Walker Street or Corporation Street.

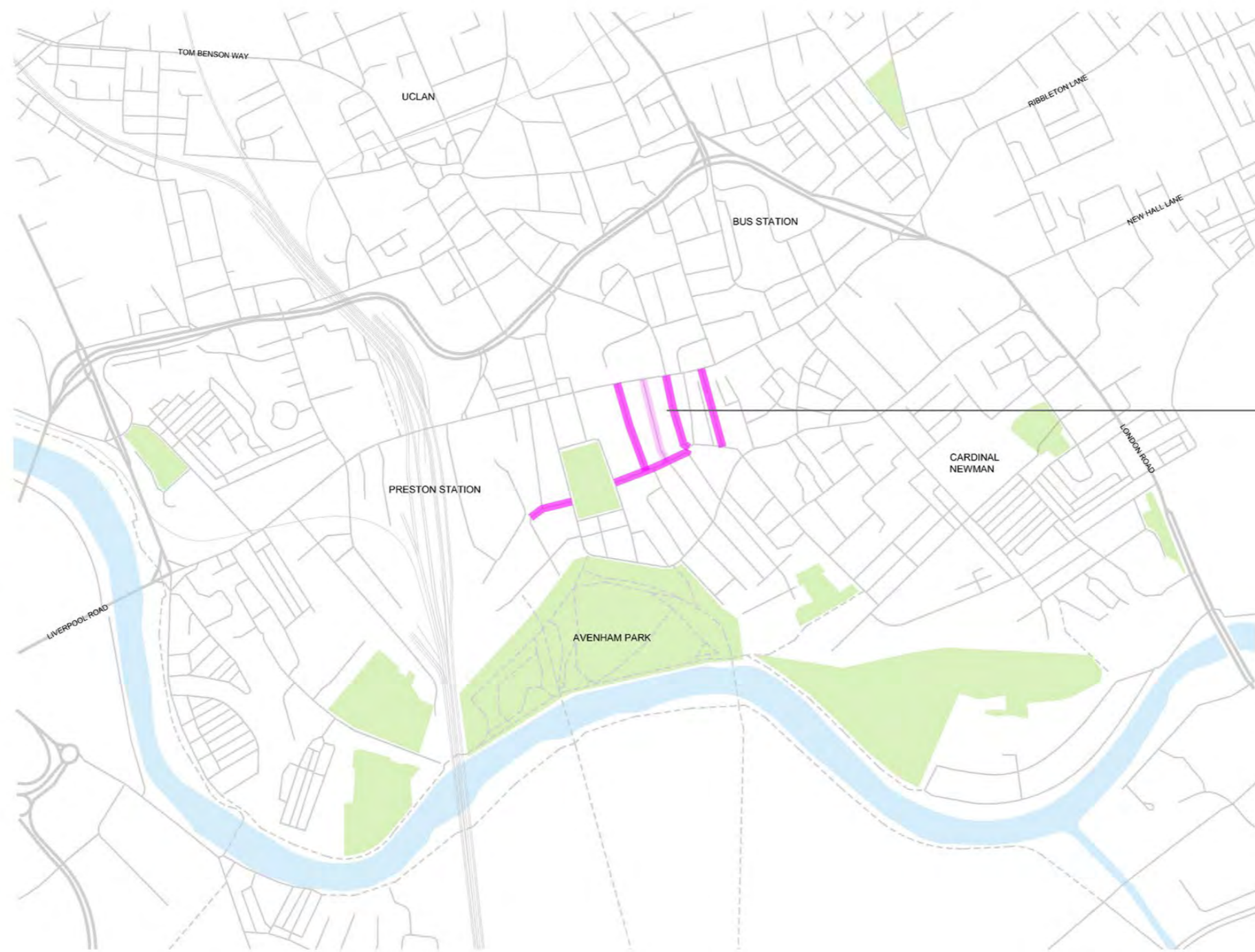
### Key Proposal 11: Railway Bridge Square

The introduction of a new landscaped public square at the front of Preston Station on the existing railway bridge could create a strong gateway to the city, and establish a proper civic arrival point. This would retain access to the existing Kiss & Ride facility at the front of the station, while movement westbound of this junction would be restricted to Buses & Taxis only. Pedestrian facilities and public realm would be significantly enhanced here, allow use to create a space that is dominated by people, not cars. This could also to help to spark, and facilitate, additional commercial development.



**>> Bahnhofplatz. Aachen, Germany**  
 This scheme crosses the main inner-ring road in the city of Aachen. It provides a great example of how a new node could be created in Preston, at the junction of Friargate and Ring Way.

Figure 25: Proposed pedestrian priority streets



- Guildhall Street
- Cannon Street (pictured)
- Glover's Court
- Avenham Street
- Cross Street
- Garden Street

**Pedestrian Priority Streets**

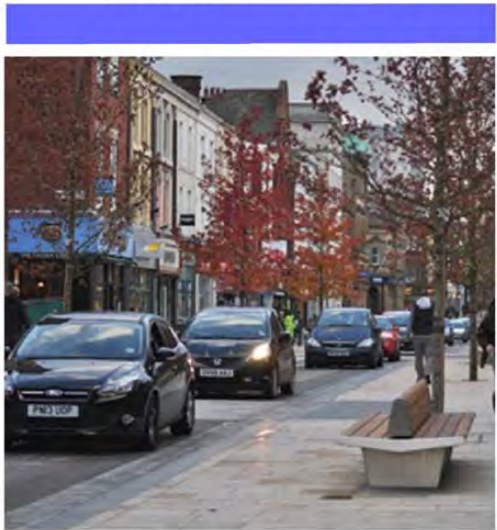


With no kerbs and minimal traffic signage. Low traffic flow streets.

Figure 26: Proposed informal streets



**Informal Streets**



With low kerbs, narrowed highways, and minimal signing



### Key Proposal 12: Church Street

Located at the heart of our retail core, Church Street follows on from the eastern edge of Fishergate. The western edge, leading up to Fishergate, follows the same design palette of the main shopping street, but public realm arrangements to the east are poor. The street has a completely different 'feel' to Fishergate, contributing to a degree of isolation for pedestrians.

The extension of the Fishergate design palette along Church Street can help to spark regeneration and investment. It can build upon the success of the Fishergate scheme, reduce vacancy rates, and enhance the viability of the city centre – particularly in supporting the City Living strategy. Additionally, it would complement the work identified within the Stonegate Masterplan, which looks to deliver an urban village in the area, acting as a catalyst for investment and development. Thus, this scheme would help to reduce the associated severance and isolation from the traditional retail core.

### Key Proposal 13: Manchester Road/Queen Street

Manchester Road is a key pedestrian desire line which links together the bus station and Cardinal Newman College. It experiences high levels of pedestrian flow, and is particularly popular with groups of young people commuting to the college.

However, current public realm arrangements along the route are poor, and footpaths are particularly narrow. Widening footways and improving public realm would provide more space for pedestrians, and help to calm traffic – something which is important for students who use the route.

Additionally, the junction of Manchester Road/Queen Street has a single pedestrian crossing adjacent to a mini-roundabout. The conversion to a signalised junction with pedestrian crossings on each arm would help to calm traffic, and put pedestrians first.

### Key Proposal 14: Cardinal Newman Campus

As one of the UK's best performing 6th Form colleges, the look and feel of the campus should reflect its academic excellence.

The campus experiences high levels of pedestrian flow, and existing public realm is presented poorly. The transformation of the current arrangement, by investing in more attractive public realm, can help to dramatically improve the campus feel, style and image.

A more 'people-focused' design would help to create a low speed environment, enhancing safety for students and staff.

### Key Proposal 15: UCLan Campus

UCLan is one of the UK's largest universities and of regional importance, making it a huge asset to Preston. The Adelphi roundabout, which is the main point of transaction between UCLan and the rest of the city centre, is currently dominated by vehicular traffic, and pedestrian and cycle connections suffer as a result. The roundabout is proposed to be reorganised to create a large open square at 'the heart' of a new campus, helping to break down the division between north and south.

This transformation at the heart of UCLan is central to underpinning not just this major asset, but the economy of the wider area.

This scheme is described in detail within the UCLan masterplan,<sup>43</sup> and will be delivered over the next 10 years.

### Key Proposal 16: Lancaster Road

Lancaster Road is a key street within the historic Harris Quarter, and links Church Street with Ringway. However, public realm is currently presented poorly.

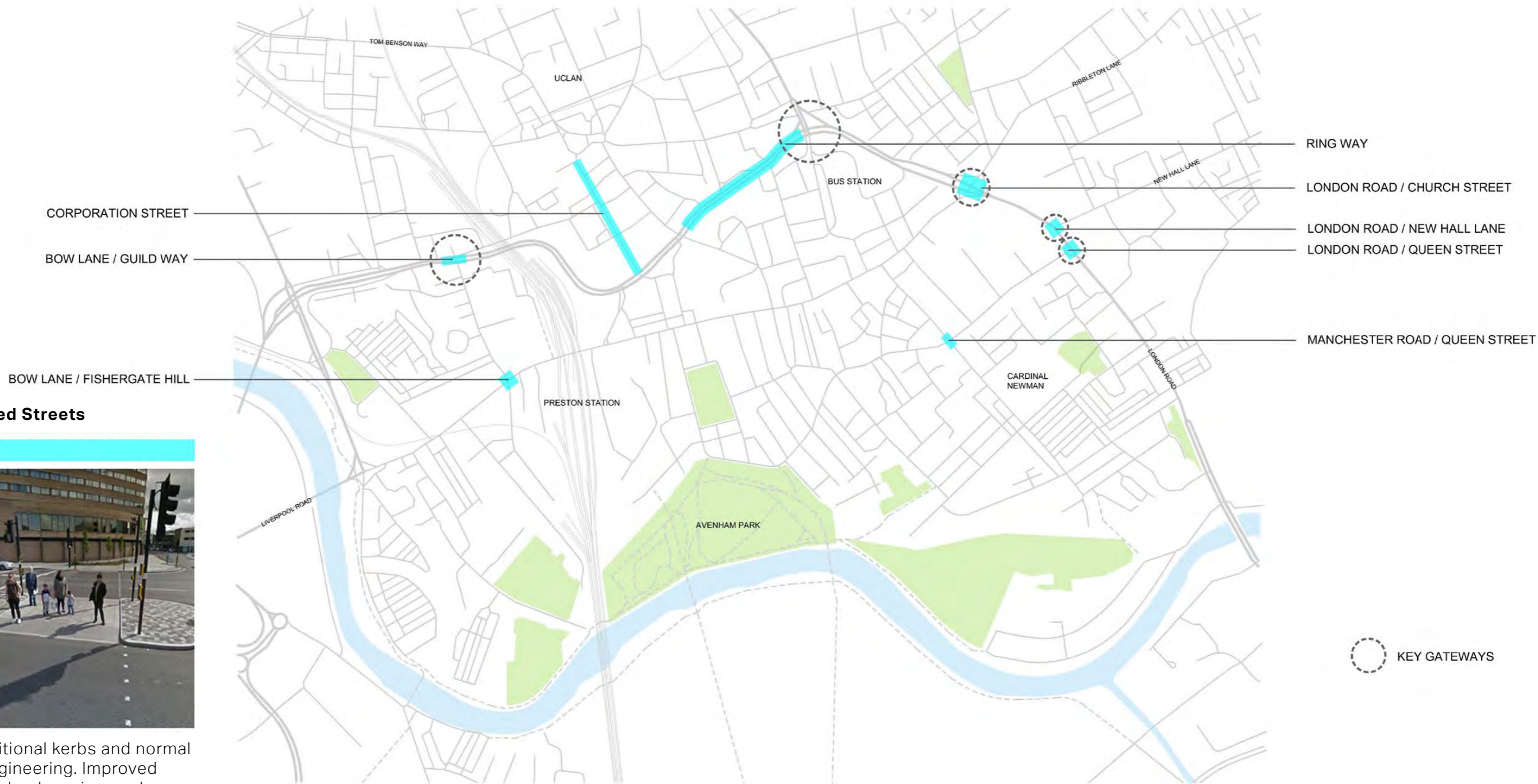
The extension of the Fishergate palette, and upgrading of materials, will provide the area with a completely new, and improved, 'feel' and help to extend the traditional retail core.

Additionally, upgrades to public realm will complement the already planned Market Quarter redevelopment.



43. <https://uclanmasterplan.co.uk/>

Figure 27: Proposed enhanced streets

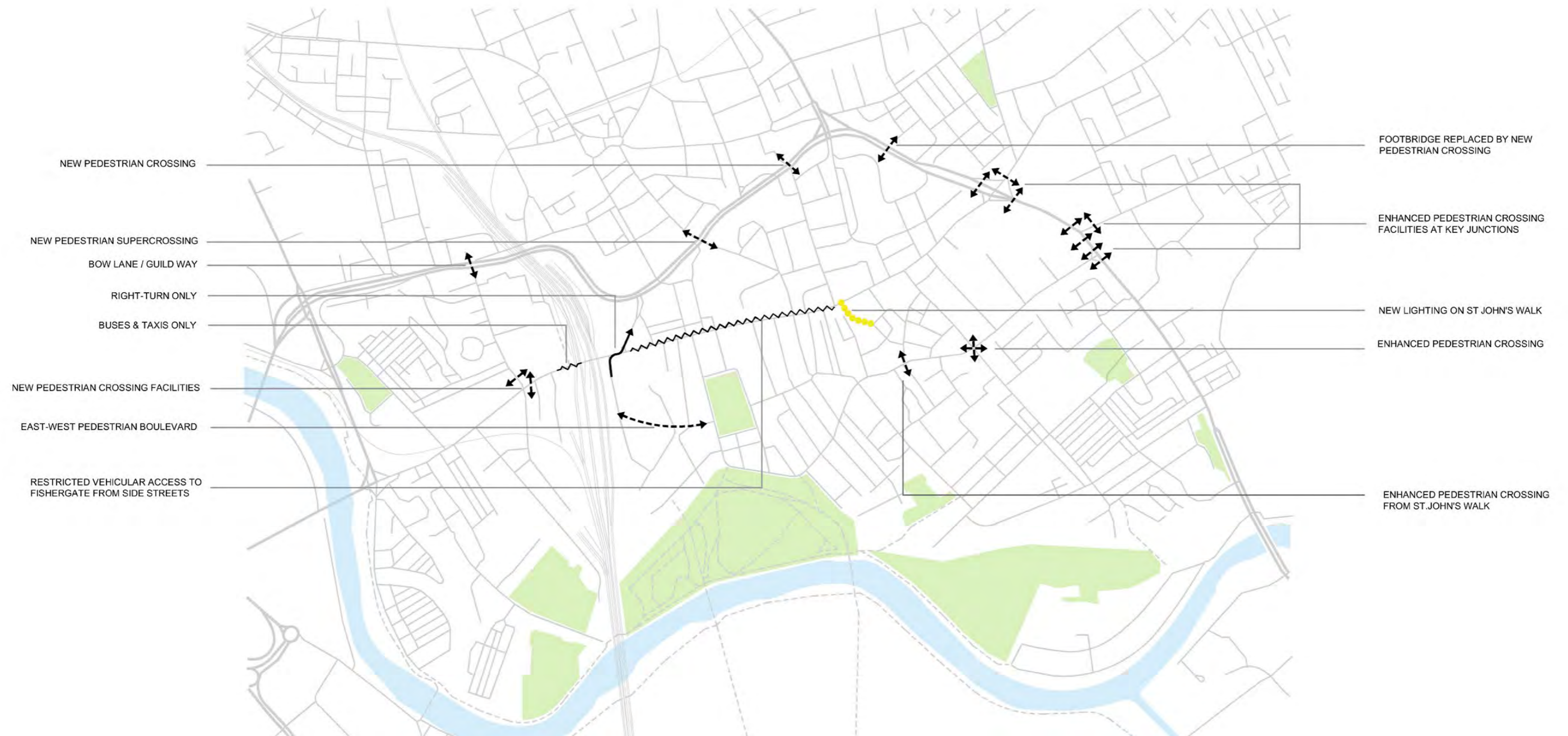


**Enhanced Streets**



With traditional kerbs and normal traffic engineering. Improved materials, landscaping, and pedestrian facilities

Figure 28: Proposed network enhancements





**>> Passeig De St Joan Boulevard,  
Barcelona, Spain**

This could be described as the 'complete street'. Wide pavements lined with mature trees, as well as space for vehicles and bikes. As the 'front door' to the city, it's important that Ring Way impresses, as well as functions – just as this Catalan example does.

**Ring Way is a physical and psychological barrier to pedestrian movement.**

**Key Proposal 17: Ring Way Transformation**

From a pedestrian's perspective, Ring Way is an unattractive grey route that severs the city centre from areas to the north and west. It is heavily trafficked, and is difficult to cross in several places. Congestion on the route also creates air quality issues. Parallels could also be made from a cyclist's perspective, as little infrastructure exists it creates a particularly unnerving environment.

From a car driver's perspective, Ring Way experiences significant levels of traffic congestion, particularly in the peak hours. Given the location and nature of this route, there is little scope or desire to widen it, and therefore any improvement must be to the efficiency of the existing route. There is clear potential to improve the look and feel of this route, reduce severance, but also create a route that functions much more efficiently.

Whilst Ring Way is presently an important strategic route, moving high volumes of traffic across the city, private cars are prioritised at the expense of public transport, walking and cycling permeability, and design quality. This plan affords the opportunity to change this, as part of a modern offer for Preston's transport network, and tying in with strategic scale interventions - including Preston Western Distributor, Western Ribble Crossing, and wider improvements to the rail and bus offer. It can also enhance Stations, as well as UCLan, and has the potential to become a mini public-transport corridor within it's own right.

The look and feel of Ring Way will be improved through materials upgrades, guardrail removal, new pedestrian crossings, landscaping, tree planting, and frontage and lighting upgrades.

The function of this route will be improved by implementation of a best-in-class Urban Traffic Control system to reduce congestion by adapting to traffic demand along the length of the whole corridor. Provision of bi-directional segregated cycleways will also be provided along the length of this route.





### Inclusive Placemaking

Creating better 'places' can help to capitalise on Preston's assets, and help to promote health, happiness and wellbeing. In order to do so, we must cater for every user group – those with prams, young people and, in particular, the disabled and elderly. The aims of the key proposals and policy discussed within this section are to create inclusive and accessible places that are suitable for **everybody**.

#### Key Proposal 18: Fishergate Improvements

Several issues have been raised by stakeholders in relation to the Fishergate design palette. Currently, those with visual impairments can struggle to distinguish between the footway and carriageway due to kerb heights, which can present issues for these users. Tactile lengths and A-board positioning were also flagged as other associated issues.

This proposal would see the current design palette reviewed alongside disability support organisations, to see where we can make incremental improvements to enhance accessibility, making this great space even better for everybody.

Additionally, the removal of vehicular access from non-essential side streets will help to support a safer pedestrian environment by removing rat-running from the core of the city centre.

#### Key Proposal 19: Integrated Shopmobility Hub

Currently, the Shopmobility Hub is located on Friargate, and is not directly accessible via public transport, presenting problems for those with mobility issues.

Relocating the Hub close to the refurbished bus station would make mobility support more accessible to those arriving in the city centre by bus, providing a swifter interchange between the two. Also, increased car parking at the bus station would support journeys to here by car. This would help to create a better 'place' for those with mobility issues, something which is fundamental within this plan.

Additionally, this scheme would support the transformation of Friargate, providing a landmark opportunity on the corner of Ring Way.

#### Proposed Policy 15: Design Review Panel

All key public realm enhancement schemes brought forward as part of this plan will be reviewed alongside disability support organisations, such as Galloways, in order to create inclusive and accessible places which are suitable for everybody.

This could include the use of visual impairment simulation aides by designers on existing streets and shared spaces to help understand the design requirements of the visually impaired and improve inclusive design outcomes.

#### Proposed Policy 16: On-Street Parking Enforcement

Currently, there are a number of issues associated with on-street parking in Preston. For example, and restrictions are inconsistent and complex. This policy seeks to reduce the inconsistency in parking restrictions, and improve enforcement of improper parking, including pavement parking, in taxi ranks and cycle lanes. This would make more space for pedestrians, helping to remove barriers to movement (in particular those with prams or mobility impairments) and eliminate conflict with other modes of transport.



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