

Wiltshire Council

Cabinet

19 November 2024

Subject: Local Transport Plan

Cabinet Member: Cllr Tamara Reay - Cabinet Member for Transport and Assets

Key Decision: Key

Executive Summary

The LTP4 is a statutory document and covers the period from 2025 to 2038. It sets out our strategic objectives and policies Wiltshire, as well as our monitoring and evaluation approach for successful implementation. The implementation and delivery of policies in this document will contribute to maximising opportunities and tackling the challenges currently facing Wiltshire.

LTP4 will supersede the third Local Transport Plan (LTP3), which was published in 2011 (with some sections subsequently adopted in 2014 and 2015) and covered the period from April 2011 to March 2026.

In light of the national requirement and updated guidance on urgently reducing the impact and mitigating the effects of climate change, LTP4 shows a commitment from Wiltshire Council to take action to deliver wide-ranging improvements for cleaner, healthier and safer transport across the county. This is particularly challenging in a rural county where many residents are reliant on the private car for a wide range of journeys. LTP4 has been developed to meet the needs of residents, businesses and visitors, seeking to balance a range of competing and sometimes conflicting objectives, whilst at the same time remaining ambitious about the contribution transport in Wiltshire can make to national and regional objectives. LTP4 has been developed at a time of some uncertainty for transport, considering the long-term impact of COVID-19 as travel patterns have significantly changed. Accordingly, a key focus is journey purpose rather than individual modes of transport.

LTP4 encompasses the draft Core LTP4 Strategy which provides the strategic context, purpose, and direction of the plan; three place-based sub-strategies; and four county-wide sub-strategies. This draft LTP4 is accompanied by two supporting appendices.

Proposals

That Cabinet:

- 1) Endorses the draft Local Transport Plan (LTP4) 2025 – 2038;
- 2) Authorises the Director of Highways and Transport, in consultation with the Cabinet Member for Transport and Assets, to formally consult on LTP4 for a period of at least 6 weeks;
- 3) Delegates authority to the Director of Highways and Transport, in consultation with Director for Legal and Governance and the Cabinet Member for Transport and Assets, to make any necessary minor changes to the document before it is published for consultation in October 2024;
- 4) Notes that following assessment of all feedback from the formal consultation a final draft of the LTP4 will be presented to Cabinet for adoption.

Reason for Proposals

To ensure the Council continues to make progress in updating LTP4, aligned to the Local Plan Review.

Parvis Khansari
Corporate Director - Place

Wiltshire Council

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Purpose of Report

1. To:
 - (i) Seek Cabinet's endorsement of the draft Wiltshire Local Transport Plan (LTP4) 2025-2038;
 - (ii) Request Cabinet's authorisation to publish the draft LTP4 for consultation;
 - (iii) Set out the arrangements for consultation and next steps.

Relevance to the Council's Business Plan

2. The main purpose of the Local Transport Plan is to ensure Wiltshire has a safe, reliable and efficient transport network.

Background

3. The Current LTP3 was adopted in February 2011 with subsequent supporting documents adopted in 2014 and 2015. Local Transport Authorities (LTAs) have a statutory duty under the Transport Act 2000 (as amended by Local Transport Act 2008) to prepare a Local Transport Plan (LTP) which consists of a policy document and proposals for the implementation of those policies.
4. The DfT announced the requirement for authorities to renew their LTP and have developed new LTP guidance, the publication of which has been delayed. In the interim, they are gathering intelligence to understand where local authorities are in their LTP journey.

Area Board meetings

5. It is proposed that there will be a chair's announcement at each Area Board meeting, signposting people to the engagement process, rather than individual presentations:
 - Stonehenge, Thursday 28 November
 - Marlborough, Tuesday 3 December
 - Westbury, Wednesday 4 December

- Trowbridge, Thursday 5 December
- Tidworth, Monday 9 December
- Warminster, Tuesday 10 December
- RWB and Cricklade, Wednesday 11 December
- Corsham, Thursday 12 December

6. The following area boards are not being held in the consultation period. We will work with SEPMs to ensure these communities are informed of the consultation:

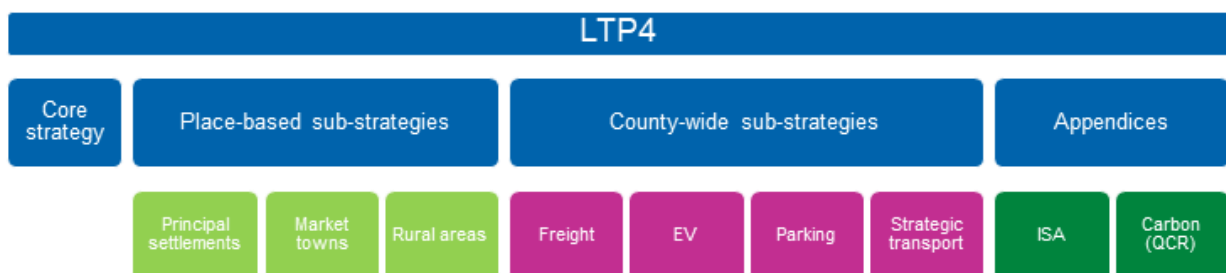
- Marlborough
- Westbury
- Trowbridge
- Tidworth
- RWB and Cricklade
- Corsham
- Salisbury

Main Considerations for the Council

Structure of the Wiltshire draft LTP4 for Consultation

7. A comprehensive review of relevant national, regional and local policies and strategies, highlights several key themes for the LTP4:
- Creating a LTP4 that outlines how transport integrates with and can contribute to achieving other policy objectives, such as the Local Plan, Business Plan, and Climate Strategy.
 - Establishing a clear decarbonisation trajectory toward achieving net-zero carbon emissions across Wiltshire.
 - Acknowledging Wiltshire’s distinct characteristics and unique environment, which makes it important to tailor transport measures to suit the largely rural county and support the health, wellbeing and safety of its residents.
 - Ensuring Wiltshire futureproofs its transport systems to deliver a resilient network that is prepared for technological, environmental and societal changes and will meet the needs of future generations.
 - Supporting sustainable economic growth in Wiltshire.
 - Using a combination of Avoid, Shift and Improve principles to reach our targets.

LTP4 Structure



Core Strategy

8. The Core LTP4 Strategy will be the strategic overarching document that forms the basis of the LTP4. It will provide the context and background, establish Wiltshire's need for a new LTP, introduce the local transport challenges and set out the LTP4 vision and objectives; in doing so, it will set the overall forward plan for transport across the county for the LTP4 period.
9. It will provide an overview of the LTP4, explaining how the different documents fit together to provide the full picture. It is proposed that the sub-strategies contain the detail of the LTP4 policies and measures, but the Core LTP4 Strategy will provide a summary of them and point the reader in the right direction should they want to explore the policies in more detail in the sub-strategies.

Place-Based Sub-strategies

10. The place-based approach was driven by the need to tailor the Avoid, Shift, Improve framework to Wiltshire's particular circumstances, considering the transport implications of the vast diversity of place types in the county, including largely rural areas.
11. Whilst the recommendation for a place-based approach includes the integration of all modes/themes in principal settlement, market town and rural place-based sub-strategies, for some themes this place-based approach is less applicable e.g., freight and asset management. Therefore, to supplement these areas, a limited number of specific modal/thematic county-wide sub-strategies will be produced alongside the place-based sub-strategies.

County-wide Sub-strategies.

12. While the main approach for the LTP4 is to consider policies specific to each place type, there are some themes which will impact the whole county, regardless of place type. From the sub-strategies workshop held in December 2022, whilst it was agreed that the LTP4 will have a primarily place-based focus, there are some core, countywide policies that are less suited to this approach, including but not limited to freight, strategic transport, electric vehicles, asset management and parking.
13. Therefore, to accurately cover these topics, county-wide sub-strategies are proposed as part of the LTP4.
14. The proposed approach to LTP4 will reduce the overall number of documents while not losing out on any of the key considerations, since the themes will be addressed within the place-based sub-strategies where appropriate.

Consultation

15. Two key messages for the Consultation:
 - To encourage as many Wiltshire residents as possible to have their say and a good cross section of the community.

- To engage a wide range of stakeholders, including residents, businesses and statutory bodies.

16. Key dates:

- Draft LTP4 to Cabinet: Tuesday 19 November 2024
- Start of consultation: Thursday 28 November 2024
- End of consultation: Friday 24 January 2025
- LTP4 to Cabinet for approval: 18 March 2025 (TBC)
- Adoption: TBC

17. Consultation responses will be accepted through an online survey/engagement portal. All LTP4 information and documents to be hosted on an LTP4 webpage on the Wiltshire Council website. There will be three online engagement events, one at the start of the consultation and then two others during the consultation period. The format of the online events will be a presentation on the LTP and what it is, then more information about some of the specific policies, followed by a public Q&A and then a call to action to encourage people to get involved. Online events will be hosted using the Microsoft webinar facility, and attendees will not be seen or heard on camera – they will only be able to submit written questions beforehand when they sign up or during the live event and no in-person engagement sessions are planned.

18. No comments will be taken at the online events. People should submit their consultation responses through the online survey or in writing to the Transport Planning team – either as an email or letter.

19. It is not proposed to present at each Area Board meeting, but there will be a pre-submitted Chair's announcement for each meeting during the consultation period. Where the Area Board meeting is after the consultation, we will work with SEPMS to ensure local communities are aware of the consultation.

20. There are currently no financial implications to consulting on the Draft LTP4 at this stage other than the resources to undertake the Consultation.

Safeguarding Implications

21. No direct impact on Safeguarding envisaged.

Public Health Implications

22. The Policies and Strategies have been developed in consultation with the Public Health team and has considered the implications that are a direct result of the road-based transport.

23. In particular, the LTP4 makes reference to the Adopted Air Quality Action Plan and has developed a number of policies to ensure measures are considered in the Implementation plan.

24. In addition, active travel (walking and cycling) is a key theme within the Policy and Strategy documents with the aim of being as inclusive as possible.

Procurement Implications

25. No procurement implications are envisaged at this stage.

Equalities Impact of the Proposal

26. Hard copies of the suite of Documents will be available in public libraries. Briefing notes will be provided to the Library staff to provide guidance on the purpose of each document. The document is broken down into a number of documents and place-based. This means that the document has a different proposed strategy depending on the geographic characteristic of the area (Principal Settlement, Market Towns and Rural). The Consultation feedback will ask for a demographic breakdown and this will be fed back through the Consultation report.

Environmental and Climate Change Considerations

27. In line with Wiltshire's Climate Strategy, climate change considerations have been fundamental in developing Wiltshire's LTP4 and will play a key role in everything delivered as part of it, as reflected in the LTP4 Vision:

28. A low carbon, safe and connected transport system which provides future resilience, supports sustainable economic growth across Wiltshire's communities and protects the county's unique built, natural and historic environment, making this accessible for all.

29. An 'emissions gap' has been identified between projected baseline emissions for Wiltshire and the midpoint of the pathway identified in the DfT's Transport Decarbonisation Plan to represent the transport sector's contribution to meeting national decarbonisation commitments. Closing the gap to meet the pathway would require reductions in emissions from the projected baseline of approximately 30% in 2030 and 55% in 2035.

30. A high level assessment indicates that the proposed LTP4 measures could potentially support transport sector carbon emissions reductions of up to 10% in 2030 and 20% in 2035 in Wiltshire (compared to the baseline projection in each year). This is equivalent to closing approximately one third of the emissions gap in each year.

31. This assumes that the measures are implemented with a focus on providing improved travel options and alternatives to car use rather than introducing a step change in the balance between the costs and convenience of using car and other modes. The estimate also assumes accelerated uptake of EVs, building on national action to accelerate uptake of EVs in the county (for instance through a focus on upgrading high mileage vehicles and fleets). The estimated reductions are largely driven by Avoid and Improve measures.

32. Whilst the LTP4 has an important role to play in transport decarbonisation in Wiltshire, it is important to recognise that there are limits to its influence and ability to close the emissions gap alone. For instance, LTP4 measures have limited opportunity to change travel choices and emissions for freight trips (which are largely driven by commercial and national government influences) or trips passing through the county. The rural nature of Wiltshire also brings additional challenges for emissions reduction and limits the potential impact of some decarbonisation measures. For instance, it is difficult to establish viable public transport alternatives to car use for journeys in areas with dispersed populations and trip patterns.
33. Additionally, although measures delivered through the LTP4 will play a key enabling role in delivering car emissions reductions, the LTP4 measures alone cannot achieve the required change in all behaviours. For instance, LTP4 measures can support improvements in digital connectivity which may reduce travel, but change also require actions from businesses and organisations to support increased levels of online activity and to provide appropriate connectivity.
34. This approach recognises that decarbonisation is a shared challenge, and the scale of emissions reduction required to fully close the emissions gap will demand action at the national and regional levels, as well as the local level, to address emissions from both freight and passenger transport.
35. Implementation of some of the LTP4 policies and measures that will reduce carbon emissions will require maintenance and operation of the existing transport network and some may require construction or enhancement of infrastructure, fleet and equipment. As such, some LTP4 measures have the potential to generate embodied greenhouse gas emissions.
36. The LTP4 includes a commitment to ensure that throughout the process of designing and implementing any changes to the transport network, potential embodied emissions impacts will be understood and taken account of, and wherever possible, they will be avoided or mitigated by:
- Minimising the amount of embodied carbon 'designed in' to new infrastructure and reducing construction waste.
 - Minimising the amount of operational carbon 'designed in' to service delivery, including for example minimising energy use in traffic signals and street lighting.
 - Using the transport estate to generate low carbon energy.
 - Helping to transition to a 'circular economy', reducing resource use.
 - Helping to remove residual greenhouse gas emissions from the atmosphere, including by enhancing green infrastructure with planting to sequester carbon.
37. The LTP4 also recognises the need to adapt to climate change and build resilience into the transport system to be prepared to cope with the impacts of climate change that are already inevitable.
38. Transport networks are already under pressure: increased temperatures, more severe and more common storms, and increased flooding have all caused disruption

over recent years. Without adaptation, these extreme weather events could pose serious risks to the to those working on and using our transport network; the LTP4 recognises the Council's responsibility to increase resilience.

39. The need to increase the resilience of Wiltshire's transport network is therefore a key consideration in LTP4 and the design principles identify that resilience to climate change will be built in by:

- Developing climate change adaptation pathways for Wiltshire as a roadmap for reducing the impacts of climate change. The pathways will be periodically updated based on the latest information and lessons learned as the state of climate action evolves.
- Working with partners to build resilience to flooding, including measures such as introducing green and blue infrastructure and Natural Flood Management or Sustainable Drainage Systems (SuDS) which will improve water quality.
- Avoiding sites in areas of known flood risk when possible.
- Ensuring appropriate compensatory measures are implemented when there is no other option to avoid land take from areas of flood plain.
- Building in capacity to withstand temperature extremes, with adequate heating or cooling systems on transport vehicles and in stations.
- Introducing new planting to help ameliorate the impacts of climate change, for instance by providing shade or acting as wind breaks.
- Ensuring that appropriate low carbon materials are used wherever possible.

Workforce Implications

40. Development and implementation of the Local Transport Plan will require resource from various teams across the council, however at this stage it is envisaged that this will be absorbed within current capacity

Risks that may arise if the proposed decision and related work is not taken

41. The current Local Transport Plan ran from 2011 and is due to expire in 2026. As a result of this, the current policies set-out do not align with the Councils current policy and Government Policy. Having a relevant and up to date Local Transport Plan allows the Council to plan and allocate resources accordingly. The Consultation will ensure the priorities set-out in the Consultation document will give an opportunity for residents to respond. Not doing this may mean decisions made for future transport investment do not align with the Councils current LTP.
42. Having a new Local Transport Plan that has been Consulted on will have to support the evidence base for the Draft Local Plan. A delay in the decision may impact the Transport evidence base supporting the Local Plan as the LTP4 has been developed to complement the Draft Local Plan.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

43. Draft guidance from the Department for Transport for Local Transport Plans is still being awaited. New guidance could become available, which may impact the content and format of the document depending on how prescriptive the guidance is. It is worth noting that a number of Local Authorities have continued to develop their own LTPs in the absence of guidance over the last few years.

Financial Implications

44. This is a document for consultation. The costs of administering the Consultation are the only implications envisaged at this stage.

Legal Implications

45. The decision is to consult on the Local Transport Plan, therefore no direct legal implications are anticipated at this stage.

Overview and Scrutiny Engagement

46. The Final proposed LTP4 following Consultation will go to the Environment Select Committee on 21 January 2025 prior to adoption. The Climate Emergency Task Group will receive the report 14th November 2024.

Options Considered

47. The Council did consider waiting for formal guidance to be provided by the Department for Transport, however this has been delayed on several occasions, therefore it was felt that an updated Consultation draft was required to seek views from the residents of Wiltshire to feed into an updated Plan

Conclusions

48. The report sets out the key proposals for LTP4 that the Council plan to Consult on.

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Appendices

- Appendix 1 – LTP4 Core Strategy
- Appendix 2 – LTP4 Place-based Sub-Strategy
- Appendix 3 – LTP4 County Wide Sub-Strategies
- Appendix 4 - Carbon Paper

Background Papers

None