

Wiltshire Council

Cabinet

15 February 2011

Subject: Wiltshire Local Transport Plan 2011-2026

Cabinet Member: Councillor Dick Tonge – Highways and Transport

Key Decision: Yes

Executive Summary

The Local Transport Plan (LTP) is a statutory document. A new Wiltshire LTP (LTP3) has to be published by 31 March 2011.

The scale and scope of the LTP3 has been reduced in light of ongoing planning and funding uncertainties. Once clarity is restored, the remaining elements of the LTP3 are planned to be developed in 2011/12.

Public consultation on the draft LTP3 took place during October and November 2010.

The LTP3 is currently made up of the following elements:

- Strategy
- Implementation Plan
- Public Transport Strategy
- Road Safety Strategy
- Freight Strategy
- Car Parking Strategy (as approved by Cabinet at its meeting on 14 December 2010).

The LTP3 has been subject to a Strategic Environmental Assessment, Habitats Regulation Assessment and Equality Impact Assessment.

Proposals

That Cabinet:

- (i) approves the Wiltshire Local Transport Plan (LTP3) 2011 – 2026 and recommends adoption by the Council at its meeting on 22 February 2011.
- (ii) notes that further LTP3 theme strategies and area strategies, and an implementation plan for 2012/13 – 2014/15, are planned to be developed in 2011/12.

- (iii) Delegate authority to the Corporate Director for Neighbourhood and Planning in consultation with the Cabinet Member for Highways and Transport to finalise the document for publication by 31 March 2011.

Reason for Proposal

To ensure the timely publication of a statutory document.

Mark Boden
Corporate Director, Neighbourhood and Planning

Wiltshire Council

Cabinet

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Key Decision: Yes

Purpose of Report

1. For Cabinet to approve the Wiltshire Local Transport Plan (LTP3) 2011-2026 for onward recommendation to Council on 22 February 2011.

Background

2. The 1998 White Paper, 'A New Deal for Transport: Better for Everyone', introduced the concept of LTPs to steer the implementation of national transport policies at the local level. The Transport Act 2000 then made it a statutory requirement for local transport authorities to produce LTPs. The current Wiltshire LTP runs from 2006/07 – 2020/11 (LTP2).
3. The Local Transport Act 2008 has provided local authorities with greater flexibilities in how they develop and review their LTPs. These flexibilities have been reflected in the Department for Transport's (DfT's) guidance (July 2009), key elements of which include that LTPs should:
 - be reviewed as required by the local transport authority and not necessarily every five years as with the first two LTPs;
 - include a long-term strategy and a shorter duration implementation plan;
 - be based on five national transport goals;
 - reflect a number of other plans and duties;
 - be subject to a number of statutory assessments (Strategic Environmental Assessment (SEA), Equality Impact Assessment (EqIA) and Habitats Regulation Assessment (HRA));
 - include consultation with statutory and other consultees; and
 - be developed in line with the process recommended by the Eddington Transport Study (2006).
4. The coalition government has reiterated the statutory duty of local transport authorities to publish their LTPs by 31 March 2011 in accordance with the DfT's guidance.

5. Following consultation on an LTP3 Issues Paper in early 2009, the Cabinet Member for Highways and Transport approved the LTP3's overall goals, strategic transport objectives and key challenges on 17 February 2010.
6. The draft Wiltshire LTP3 and supporting documents (available from <http://wiltshire.limehouse.co.uk/portal/ltp/ltp3>) were subject to consultation from 4 October to 26 November 2010. In response to the uncertainties created by the general election and subsequent planning and funding changes, the LTP3 Project Board took the pragmatic decision to reduce the scale and scope of the LTP3 by:
 - (i) only producing a one-year implementation plan;
 - (ii) not including the area transport strategies for Chippenham, Devizes, Salisbury and Trowbridge; and
 - (iii) reducing the number of theme strategies to four: car parking (approved by Cabinet at its meeting on 14 December 2010), freight, public transport and road safety.
7. It is recognised, however, that as the LTP3 will be used to support funding bids and make the case for third party investment, it needs to strike a balance between long-term aspirations and recognising the short-term planning and funding uncertainties and constraints.
8. Once clarity has been restored to the planning and funding picture, the Council will produce a three year implementation plan, area transport strategies for Chippenham, Devizes, Salisbury and Trowbridge, and the remaining theme strategies (accessibility, cycling, network management, powered two wheelers, smarter choices, transport asset management plan and walking). It is anticipated that all of these documents and the required statutory assessments will be subject to public consultation during 2011/12.
9. Officers have been preparing the final LTP3 in light of the consultation responses and other evidence to ensure that it meets the requirements of the DfT's guidance and helps support local objectives. The final stages of this work are still in progress. The main changes made to each section of the consultation draft LTP3 are detailed in **Appendix 1**.
10. A draft of the final Wiltshire LTP 2011 – 2026 is available on the Council's website.

Main Considerations for the Council

Structure of the Wiltshire LTP3

11. The strategy part of the LTP3 covers the period 2011/12 – 2025/26 to tie in with the community plan and emerging local development framework (LDF) core strategy. Reviews of the LTP3 strategy would then generally be undertaken to coincide with reviews of the LDF core strategy.

12. An implementation plan has been developed for 2011/12. Following this, it is intended that rolling implementation plans of three years duration would be developed up to 2025/26. There will also be the need to develop transport infrastructure plans associated with the development growth proposed as part of the LDF core strategy.
13. Supplementary strategies are included on freight, public transport, road safety and car parking (the latter was approved by Cabinet at its meeting on 14 December 2010). As stated in paragraph 8, other theme strategies and area strategies are scheduled to be developed in 2011/12.
14. The following sections provide a brief summary of the LTP3 strategy, implementation plan and freight, public transport and road safety strategies.

Strategy

Chapter 1 - Introduction

15. This sets out the wider role of transport, the role and format of the LTP3, outlines the DfT's guidance and highlights the current planning and funding realities that have impacted on the development of all LTPs.

Chapter 2 – Wider Context

16. Transport, perhaps more than any other policy field, needs to be 'joined up' with wider economic, social and environmental objectives. To this end, the LTP3 has been developed within the context provided by a number of European, national, local, community and corporate policy documents.

Chapter 3 – Challenges and Opportunities

17. This chapter gives an overview of transport in Wiltshire before outlining the key challenges and opportunities related to each of the national transport goals (a summary is provided in Table 3.1 in the LTP3 Strategy document). As stated in paragraph 5, the Cabinet Member for Highways and Transport approved the key LTP3 challenges in February 2010.

Chapter 4 - Consultation

18. The consultation programme used to inform the development of the LTP3 is shown in Table 1 below. An initial and general analysis of the responses to the consultation on the draft LTP3 was provided in the report presented to the Environment Select Committee meeting on 11 January 2011 (see **Appendix 2**). At this meeting it was resolved to hold a one-off Rapid Scrutiny Exercise to review the final draft LTP3 document prior to its consideration by Cabinet. The recommendations coming out of the Rapid Scrutiny Exercise have been considered by officers with the main changes being identified in **Appendix 1**.

Table 1 – LTP3 consultation programme

Period	Consultation
Ongoing	Meetings with GOSW, neighbouring authorities and others
March - May 2009	Issues Paper consultation
October 2009 - January 2010	Consultation on SEA and EqlA Scoping Reports
November - December 2009	Joint LDF/LTP3 Area Boards consultation (not Salisbury, South West Wiltshire, Southern Wiltshire and Amesbury)
February 2010	Cabinet Member report on development of LTP3
July - September 2010	Consultation on draft LTP3 Car Parking Strategy
September 2010	Presentation on draft LTP3 to Wiltshire Transport Alliance
September - November 2010	Feedback to Area Boards on car parking strategy consultation
October - November 2010	Consultation on draft LTP3 (including SEA, EqlA and HRA)
January 2011	Report and presentation to Environment Select Committee
January 2011	Presentation on final LTP3 to Wiltshire Transport Alliance

Chapter 5 – Overall Strategy

19. The government requires that all transport authorities should develop, maintain and review a transport strategy which sets-out long-term goals, objectives and approaches.
20. The following process (based on the process recommended by the Eddington Transport Study) has been followed in developing Wiltshire's transport strategy to 2026:
 - (i) Set goals and objectives.
 - (ii) Identify challenges and opportunities.
 - (iii) Generate transport options to meet the goals and objectives, resolve the challenges and build on any opportunities.
 - (iv) Appraise the options against the goals and objectives, and deliverability factors (i.e. can it be built, can it be afforded, etc).
 - (v) Select the preferred transport options.
 - (vi) Determine the investment priorities.
21. The DfT's guidance sets out five national transport goals which local transport authorities are expected to consider as the over-arching priorities for their LTPs - the definition of these goals is provided in Table 5.1 of the LTP3 Strategy document. Subsequently, the coalition government has highlighted the overarching priorities of helping the economy grow and tackling carbon

emissions, while not neglecting other important priorities including road safety, affordability, accessibility and people’s health and wellbeing.

22. The DfT also expects local transport authorities to assess the relative importance of the national goals to their area. The priorities the Council has agreed (as per the Cabinet Member for Highways and Transport decision dated 17 February 2010) are set out in Table 2 below. It is important to note that many of the transport measures the Council and its partners may pursue will positively impact on all the goals. In establishing these priorities, it is considered that they are a good match to the transport priorities identified by the coalition government.

Table 2 – Goal priorities

Goal	Priority
Support economic growth	Most important
Reduce carbon emissions	Most important
Contribute to better safety, security and health	Important
Promote equality of opportunity	Least important
Improve quality of life and promote a healthy natural environment	Important

23. A number of local strategic transport objectives have been developed to sit underneath the goals to more clearly reflect local circumstances (see Table 3 below). These objectives derive from and relate to the analysis of challenges and opportunities, the national transport goals and the community plan objectives. As stated in paragraph 5, the Cabinet Member for Highways and Transport approved these objectives in February 2010.

Table 3 – Strategic transport objectives

Ref.	Strategic objective
SO1	To support and help improve the vitality, viability and resilience of Wiltshire’s economy and market towns.
SO2	To provide, support and/or promote a choice of sustainable transport alternatives including walking, cycling, buses and rail.
SO3	To reduce the impact of traffic on people’s quality of life and Wiltshire’s built and natural environment.
SO4	To minimise traffic delays and disruption and improve journey time reliability on key routes.
SO5	To improve sustainable access to a full range of opportunities particularly for those people without access to a car.
SO6	To make the best use of the existing infrastructure through effective design, management and maintenance.
SO7	To enhance Wiltshire’s public realm and streetscene.
SO8	To improve safety for all road users and to reduce the number of casualties on Wiltshire’s roads.

SO9	To reduce the impact of traffic speeds in towns and villages.
SO10	To encourage the efficient and sustainable distribution of freight in Wiltshire.
SO11	To reduce the level of air pollutant and climate change emissions from transport.
SO12	To support planned growth in Wiltshire and ensure that new developments adequately provide for their sustainable transport requirements and mitigate their traffic impacts.
SO13	To reduce the need to travel, particularly by private car.
SO14	To promote travel modes that are beneficial to health.
SO15	To reduce barriers to transport and access for people with disabilities and mobility impairment.
SO16	To improve the resilience of the transport system to impacts such as adverse weather, climate change and peak oil.
SO17	To improve sustainable access to Wiltshire's countryside and provide a more useable public rights of way network.
SO18	To enhance the journey experience of transport users.

24. A number of strategic transport options were generated that could potentially help to meet the LTP3 goals and objectives, and in doing so, resolve the identified challenges. These were then assessed through a three stage appraisal process.
25. The outputs of the above options appraisal process, together with consideration of the SEA and EqIA findings and consultation responses, have been used in the development of the council's preferred strategic transport options.
26. As there are never enough resources to implement all the transport measures that are required, investment needs to be prioritised in order to achieve the best value for money outcomes. The overriding investment priority is for the Council to meet its statutory requirements. This is followed by the pragmatic investment priority to maintain and make best use of Wiltshire's existing transport infrastructure. Investment which is more aimed at achieving the LTP3's vision will be determined in relation to the investment priorities set out in Table 5.6 of the LTP3 Strategy document.

Chapter 6 – Approaches to Goals

27. As a strategy document, the LTP3 does not contain comprehensive details of individual schemes but rather sets out the Council's approach to the five national transport goals:
 - Support economic growth
 - Network management and maintenance
 - Supporting planned growth
 - Demand management
 - Freight management

- Reduce carbon emissions
 - Climate change
 - Public transport
 - Smarter choices
 - Air quality
- Contribute to better safety, security and health
 - Road safety
 - Active travel
 - School travel
- Promote equality of opportunity
 - Accessibility planning
 - Reducing barriers
- Improve quality of life and a healthy natural environment
 - Access to Wiltshire's countryside
 - The natural environment
 - Noise
 - Public Realm and Streetscene improvements.

Implementation Plan

28. In order to deliver the LTP3 strategy and achieve its stated goals, it is important to develop an implementation plan that defines an appropriate programme of work and sets out the management systems that will be used to monitor its success.
29. Following the receipt of the DfT's local transport settlement letter on 13 December 2010, the programme for 2011/12 is currently being developed for approval by the Cabinet Member for Highways and Transport.
30. A number of indicators have been proposed to measure progress against each of the strategic transport objectives. However, targets have generally not been set at this stage. Appropriate targets and/or the use of a RAG based system will be considered as part of the further development of the implementation plan in 2011/12.

Freight Strategy

31. The freight strategy is built around the following key measures:
 - (i) Freight routing – promotion of advisory freight routes including the development of access routes.
 - (ii) Freight management – the use of an assessment mechanism and hierarchy of responses to deal with local lorry issues.
 - (iii) Freight parking – the identification of adequate parking and stopping facilities.

- (iv) Freight information – providing information and raising awareness through a variety of measures (e.g. signs, mapping and dedicated web portal)
 - (v) Freight consolidation – liaison with businesses and freight operators to explore opportunities for shared deliveries.
 - (vi) Rail freight – encouraging the modal shift of freight on to rail.
32. The freight strategy will be progressed in associated with the Wiltshire and Swindon Freight Quality Partnership.

Public Transport Strategy

33. The public transport strategy has been developed in light of the findings of a fundamental review of passenger transport policy and provision carried out in 2009/10. The context for this review was the significant challenges now faced by the Council and in particular, the tension between increasing demands, rising costs and diminishing funding.
34. The long-term public transport strategy focuses on making best use of resources, working in partnership, and setting in place procedures that will allow decisions on what services should be supported to be made in the light of availability of funding.
35. The public transport delivery plan sets out the actions that will be taken to progress the long-term strategy. This includes an action to produce a community transport development strategy to expand the role played by community and voluntary transport in meeting local transport needs.
36. The priorities and criteria used by the Council to guide spending on non-commercial bus services have been reviewed to make sure they are aligned to local objectives, and to allow services to be prioritised more robustly according to the functions they perform and their value for money.

Road Safety Strategy

37. The Council works closely with its road safety partners in the Wiltshire and Swindon Road Safety Partnership to maximise the effectiveness of resources committed to promote, educate and improve road safety and reduce casualties across the county.
38. The road safety strategy is fundamentally based on the proven approach of the 3E's: education, enforcement and engineering as identified in the Audit Commission report 'Changing Lanes' (2007):
- **Education** – road safety education, training and publicity covers a range of transport modes from motorised vehicles to sustainable modes such as walking and cycling. Vulnerable groups are offered road safety education programmes targeted to their particular needs.

- **Enforcement** – the speed management strategy, which includes the Community Speed Watch initiative, assigns a level of intervention based on evidence of speeding and collision history.
- **Engineering** - the resources available for collision reduction, local safety schemes, which involve engineering measures are targeted at the sites identified through the speed management strategy as having a speed and collision problem.

Car Parking Strategy

39. A draft car parking strategy was subject to public consultation during the summer and following feedback to all the Area Boards was considered and approved by Cabinet at its meeting on 14 December 2010.

Environmental and Climate Change Considerations

40. The LTP3 is subject to a Strategic Environmental Assessment (SEA) as part of its development. The SEA Environmental Report was subject to public consultation from 4 October to 26 November 2010.
41. Table 5 below provides summary details on the performance of the draft LTP3 against each SEA topic (further details are provided in Appendix D of the SEA Environmental Report available from <http://wiltshire.limehouse.co.uk/portal/ltp/ltp3>).

Table 5 Summary of Strategic Environmental Assessment

SEA Topic	Summary
Biodiversity	No significant positive or negative effect
Land, soil and water resources	No significant positive or negative effect
Air quality and environmental pollution	No significant positive or negative effect
Climatic factors	No significant positive or negative effect
Historic environment	No significant positive or negative effect
Landscapes (and townscapes)	No significant positive or negative effect
Population	No significant positive or negative effect
Healthy communities	Significant positive effect
Inclusive communities	Significant positive effect
Transport	Minor positive effect
Economy and enterprise	Significant positive effect

42. Currently, carbon emissions from road transport sources account for approximately 27% of the overall total for the county, with the Wiltshire Environmental Alliance tasked with achieving a reduction. There are also a number of cross-cutting issues that have the potential to affect the level of carbon emissions from the transport sector. To successfully achieve the LTP3 goal of reducing carbon emissions, a mixture of measures will need to be considered and implemented in liaison with the Council's ECO team.

43. The comments made by the statutory consultees and others on the SEA Environmental Report have been considered by officers in the development of the draft final LTP3.
44. The LTP3 is also subject to a Habitats Regulation Assessment (HRA) as part of its development. The HRA Screening report was undertaken by consultants ENVIRON in consultation with Natural England (available from <http://wiltshire.limehouse.co.uk/portal/ltp/ltp3>). Following further liaison by the Council's County Ecologist with Natural England, the revised summary of the screening conclusions is as follows:

Table 6 Conclusions of Habitats Regulation Assessment

Site name	Likely significant effect?	Likely in-combination effect?	What appropriate and sufficient mitigation is available that would remove the likely significant effect?
Salisbury Plan SPA	x	x	Not required
New Forest SPA	x	x	Not required
Bath and Bradford on Avon Bats SAC	✓	✓	Lighting constraints to be agreed in consultation with Natural England
Kennet and Lambourn floodplain SAC	✓	✓	A robust construction method statement for all roadworks within the possible zone of impact, approved by the Council's County Ecologist
River Lambourn SAC	x	x	Not required
North Meadow and Clattinger Farm SAC	x	x	Not required
River Avon SAC	✓	✓	A robust construction method statement for all roadworks within the possible zone of impact, approved by the Council's County Ecologist

Equalities Impact of the Proposal

45. The draft LTP3 was subject to an Equalities Impact Assessment (EqIA) as part of its development. The EqIA was subject to public consultation from 4 October to 26 November 2010.
46. The summary findings of the EQIA (available from <http://wiltshire.limehouse.co.uk/portal/ltp/ltp3>) included the following:

Table 7 Summary of Equality Impact Assessment

LTP3 Section	EqIA Assessment
Strategy	The strategic transport options were assessed as having between a negligible and a major beneficial effect on issues of equality.
Freight Strategy	The strategy does not impact adversely on any particular equality groups. However, there are negative

	<p>impacts of the strategy on local freight businesses and communities that are located on the advisory freight route. Mitigation is provided through the promotion of the advisory freight network and the provision of parking areas.</p>
Public Transport Strategy	<p>A key aim of the strategy is to improve options for accessibility for all members of the community. Therefore, the overall impact on equality issues should be positive.</p> <p>The specific needs of different groups have been identified through consultation and the strategy looks to address these by, for example, maintaining an adequate coverage and frequency of public transport service and encouraging the introduction of low floor buses.</p> <p>Providing services and improvements that meet the needs of all users is restricted by financial resources and the rural nature of the county. The strategy seeks to mitigate this situation by supporting the development of community and voluntary transport services.</p>
Road Safety Strategy	<p>The strategy is informed by an ongoing evidence base of data and consultation with relevant equality groups.</p> <p>Education and enforcement schemes are inclusive of all equality groups, and engineering schemes are DDA compliant. In addition, issues of equality and diversity are also considered as part of the statutory processes for any procurement procedures undertaken relating to the strategy.</p>

47. Details of the EqlA assessment on the car parking strategy were included in the report to Cabinet at its meeting on 14 December 2010.
48. The comments made by consultees and others on the EqlA have been considered by officers in the development of the draft final LTP3.

Risk Assessment

49. A risk register has been set-up to inform the LTP3 Project Board. In addition, the risk 'Failure to deliver the LTP3 on time and at the required quality' has been added to the Council's corporate risk register.

Financial Implications

50. The primary funding sources to support the LTP are now:
- Block funding for highways maintenance (capital)
 - Block funding for small (integrated) transport improvement schemes (capital)
 - Major scheme funding (capital)
 - Local sustainable transport fund (capital and revenue)
 - Wiltshire Council capital and revenue funding
 - Regional growth fund
 - Developer contributions
 - Other third party contributions.
51. The DfT has allocated the Council the following integrated transport block and highways maintenance allocations:

Table 8 Capital funding allocations

	2011/12 (£000s)	2012/13 (£000s)	2013/14 (£000s)	2014/15 (£000s)
Maintenance	14,431	13,813	13,020	12,262
Integrated	2,501	2,668	2,668	3,752
Total	16,932	16,481	15,688	16,014

52. These allocations are calculated through a needs-based formula and are final allocations for 2011/12 and 2012/13, and indicative allocations for 2013/14 and 2014/15. Significantly, these allocations are now provided as grant.
53. Details of the local sustainable transport fund were recently released in January. A decision on a bid will need to be made in due course and will be required to be submitted in the spring of 2011.

Legal Implications

54. The publication of a new LTP by 31 March 2011 is a statutory requirement. Failure to approve and publish the LTP3 by this date would risk not meeting the requirement set out in the Transport Act 2000 as amended by the Local Transport Act 2008.

Options Considered

55. The LTP3 needs to be developed in line with the DfT's guidance which advises local transport authorities to follow the process recommended by Eddington (see paragraph 20).

Conclusions

56. The LTP3 is a key policy document that should influence many areas of the Council's business.
57. As presented in this report, development of Wiltshire's third LTP has been the result of a lengthy exercise, involving wide ranging consultation, and a careful reflection on the economic, environmental and social factors that are distinctive to the county.
58. The preceding sections illustrate the many factors that have to be considered in order to achieve a balanced and coherent strategy, made all the more complex due to the uncertainties with spatial planning and national funding allocations.
59. In summary, whilst road safety, social exclusion and health will remain areas where we will look for continued improvement, enabling economic recovery and reducing carbon emissions emerge as the headline priorities.

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Date of report: January 2011

Background Papers:

The following unpublished documents have been relied on in the preparation of this Report: None

Appendices

Appendix 1 – Main changes made to consultation draft LTP3.

Appendix 2 – Report to Environment Select Committee meeting 11 January 2011.

Due to the size of the Local Transport Plan and related Strategies, the documents have been provided to Cabinet members only and available on the Council's website on the following link. Hard copies are available on request from Democratic Services on 01225 713018 or by emailing committees@wiltshire.gov.uk

<http://cms.wiltshire.gov.uk/ieListDocuments.aspx?CId=141&MId=512&Ver=4>