

# COUNCIL

14 JULY 2005

## PROVISIONAL LOCAL TRANSPORT PLAN

Portfolio holder: Councillor Phil Filmer, Highways and Transport

Report from: Robin Cooper, Director of Regeneration and Development

Author: Steve Hewlett, Integrated Transport Manager

### 1. Summary

1.1 This report details the review of the Local Transport Plan (LTP) and seeks approval for the provisional new one.

### 2. Decision Issues

2.1 The LTP is a statutory document and forms part of the council's policy framework. The Council's first LTP expires on 31 March 2006 and the Government requires it to be replaced, with the submission of an interim provisional LTP by 29 July 2005, followed by a full LTP prior to expiry of the current plan.

2.2 By agreeing the recommendations set out in paragraph 8 the Council would not be agreeing a change of policy at this time. However, the submission of the provisional LTP to Government will influence the council's financial settlement and the make-up of transport schemes delivered for the 2006/2007 financial year.

### 3. Background

3.1 The production of LTPs became a statutory requirement as a result of the Transport Act 2000. Medway's first LTP was published in 2000 and is due to be replaced by March 2006.

3.2 The LTP undertakes the following functions:

- A statement of transport policy
- An implementation plan which is target and priority led
- A bidding document for capital funds

3.3 The Government issued final guidance on the preparation of the second round of LTPs in December 2004. The guidance introduces the following additional requirements:

- Links to shared priorities (agreed between Government and the LGA)
- Transport authorities to take the lead on accessibility planning
- Bus Strategy
- Transport Assessment Management Plan
- Strategic Environmental Assessment
- Air Quality Action Plan
- Public Rights of Way Improvement Plan

3.4 The overall assessment of the new LTP will be based on three separate scores, which will be weighted and added to produce a final score and ranking. The Government proposes the following weighting:

- 50% for plan quality, assessed on the basis of the provisional LTP;
- around 30% for the impact of LTP targets; and
- around 20% for deliverability, based on previous Annual Progress Reports.

3.5 The LTP review process breaks down into three stages:

- Stage 1 – Review process and framework.

The Environment and Front Line Services Overview and Scrutiny Committee considered the review and consultation process at a meeting on 27 May 2004, and at a subsequent meeting on 19 January 2005 considered the LTP framework document. The framework document was then the subject of consultation.

- Stage 2 – Publication of provisional LTP.

This is the current stage of the process. The approved provisional plan will be submitted to Government for assessment by 29 July and in the autumn consultation will take place.

- Stage 3 – adoption of Final LTP.

The final stage involves the consideration of amendments to the provisional LTP, taking into account comments received through the consultation process. This stage will commence in November 2005, when the plan will pass through the Environment and Front Line Service Overview and Scrutiny Committee, Cabinet and Full Council. Adoption of the plan will be complete by 31 March 2006.

## **4 Options**

- 4.1 The realistic options for the LTP do link closely to the Comprehensive Performance Assessment (CPA) process. The quality of the new LTP will make a major contribution to the transport CPA score and it is therefore essential that guidance is followed as closely as possible without compromising the ability to deliver. The CPA score for the current LTP document is 2.5.
- 4.2 The environment 'block' that contributes to the overall CPA score includes three sub-blocks covering transport, waste and planning. Medway's transport CPA sub-block for 2003/04 showed a deterioration to level 1 (poor), compared to the previous year of level 2. At a meeting on 10 May 2005, members of the Environment and Frontline Service Overview and Scrutiny Committee accepted that the score had reduced for a number of reasons, acknowledged the need to improve the transport sub-block score and agreed an improvement plan. In the context of the new LTP document, the improvement plan included:
- a) adopting a smaller number of realistic and achievable targets capable of being regularly monitored and delivered.
  - b) developing a more robust and co-ordinated method of monitoring scheme outcomes to ensure better linkage to the delivery of adopted plan priorities, targets and objectives.
  - c) setting realistic targets for highway maintenance in the new LTP based on the existing condition of Medway's highways and the budget available.
- 4.3 The Audit Commission will consider evidence about the quality of LTPs as part of its corporate assessment. LTPs that demonstrably contribute to wider authority policies for delivering sustainable communities are expected to improve CPA results.

## **5 Proposed document**

- 5.1 The implementation process for the provisional LTP adopts a plan-led approach; incorporating overarching priorities, transport specific objectives and targets.
- 5.2 The document proposes the following overarching plan priorities, which reflect Government guidance:

LTP priorities		Priority type
1	Tackling congestion	National shared
2	Delivering improved accessibility	National shared
3	Safer roads	National shared
4	Better air quality	National shared
5	Sustainable regeneration	Local
6	Improving health	Local

5.3 Schemes and initiatives are promoted in the provisional LTP that deliver the priorities of the plan and are ordered in the document under the following transport objective headings:

- |                              |                             |
|------------------------------|-----------------------------|
| <i>1: Movement in Medway</i> | <i>7: River movement</i>    |
| <i>2: Public transport</i>   | <i>8: Active travel</i>     |
| <i>3: Accessibility</i>      | <i>9: Freight</i>           |
| <i>4: New development</i>    | <i>10: Travel plans</i>     |
| <i>5: Road casualties</i>    | <i>11: Public realm</i>     |
| <i>6: Regeneration</i>       | <i>12: Road maintenance</i> |

5.4 The Government has set out a number mandatory indicators against which the council must set targets and for some of these the Government has set minimum standards. In addition, there is an expectation that a number of local targets and indicators are adopted. The provisional LTP incorporates:

- 14 mandatory targets
- 1 optional target
- 9 local targets

5.5 11 of the mandatory targets will be judged against minimum standards. Of the relevant provisional targets set out in Medway's draft LTP, five conform to the satisfactory standard, five exceed the satisfactory standard and one conforms to the stretching standard. Government also requires targets to be set out in a target hierarchy. The provisional targets, together with the mandatory status of each target and their position in the target hierarchy, are set out at Appendix A. The table below provides an overview of the number of targets for each target hierarchy level and whether targets are mandatory, optional or local.

Target level	No. of targets	Type of indicator		
		Mandatory	Optional	Local
1	11	11		
2	4	3		1
3	4	-	1	3
4	5	-		5
<b>Total</b>	<b>24</b>	<b>14</b>	<b>1</b>	<b>9</b>

5.6 The success of the plan will be judged against the achievement of targets and overarching priorities. Therefore, value for money will be

determined by apportioning capital funding to each objective heading, and sub-objective heading, based on the:

- number of plan priorities delivered;
- contribution to and hierarchy level of targets delivered;
- assessment in the Strategic Environmental Assessment; and
- support through consultation, measured after the publication of the provisional LTP.

5.7 In submitting the provisional LTP to Government, it needs to be supported by a number of technical documents, including:

- Strategic Environmental Assessment
- Bus Strategy
- Accessibility Strategy framework
- Transport Assessment Management Plan summary
- Air Quality Action Plan
- Public Rights of Way Improvement Plan progress report
- Annual Progress Report for the financial year 2004/2005
- Traffic Manager Statement
- Finance tables

5.8 In addition, to enable more clarity in the delivery of the LTP, it is proposed to produce and submit a number of other supporting transport strategies covering the following topics:

- Road safety
- Public transport information
- Cycling
- Walking
- School travel plans

5.9 The mandatory and discretionary supporting documents should conform to the priorities, objectives and targets of the provisional LTP where appropriate. They will provide additional background information and more detail under appropriate LTP objective headings. It is proposed for officers to develop these documents in consultation with the portfolio holder. Consultation on the supporting transport strategies will be undertaken as part of the LTP consultation.

## 6 LTP consultation

6.1 Any decisions that the council makes regarding transport policy must take into account the views and priorities of a broad spectrum of public and private stakeholders. Furthermore, the council needs to take account of the predicted additional demands for travel arising from regeneration and increased economic activity.

6.2 The Environment and Front Line Services Overview and Scrutiny Committee agreed on 27 May 2004 to the establishment of a LTP member task group. The agreed terms of reference of the task group were agreed as:

*The member task group will take evidence from six to ten groups of key stakeholders. This stage is aimed at achieving a consensus of opinion from the groups involved prior to the production of the draft Local Transport Plan.*

6.3 'Accessibility' was chosen by the task group as a key area for investigation. During the autumn of 2004, the group sought information from 19 persons representing a cross-section of organisations on the issue of how to improve accessibility to services. The group reported its findings to a meeting of the Environment and Front Line Services Overview and Scrutiny Committee on 19 January 2005, when members endorsed the 18 recommendations (as set out in appendix B) and agreed that offices report on their feasibility to the meeting of the committee in November 2005.

6.4 The majority of the recommendations from the Environment and Front Line Services Overview and Scrutiny Committee have been incorporated in the provisional LTP. Where recommendations have not been included, this is because either the recommendation has already been actioned, will be subject of a separate report or is a member action. Details of where the recommendations have been incorporated in the provisional LTP, together with the actions for the remaining recommendations, are detailed at appendix B.

6.5 At the same meeting, members considered a framework document for the LTP and agreed the framework be developed to a provisional stage in partnership with key stakeholders. Subsequently, consultation on the LTP framework document was undertaken, which included:

- Mail-shot to over 400 stakeholder organisations
- Full framework sent to 23 organisations
- Summary document sent to all parish councils
- Presentations to six organisations

The feedback from the consultation was to support the framework, including an offer from Medway NHS to participate on any working group associated with the development of the LTP.

- 6.6 Throughout the development of the framework document and the provisional LTP there has been close working with the appropriate portfolio holders and the Government Office for the South East.
- 6.7 Officers will seek to ensure that the provisional LTP is accessible to the widest possible audience. The period of consultation is planned to run from September to November 2005, and will include:
- publication of the document in hard copy and on CD;
  - information on Medway Council's web site;
  - production of a summary leaflet made available at a number of local outlets;
  - presentations to key stakeholders, including the Local Strategic Partnership, disadvantaged groups, parish councils and other organisations;
  - use of the Citizens' Panel
  - encouragement in the participation of a working group or workshop;
  - direct mail-shot to over 400 organisations; and
  - promotion in *Medway Matters* and other local media.
- 6.8 As part of the consultation, it is proposed to produce a short questionnaire, which will be designed to establish:
- the relative importance of the 12 transport objectives; and
  - the focus for local targets.
- 6.9 Consultation for the *Transport for Medway(TfM)* project will be running parallel to the LTP consultation. As a result, there are real opportunities for shared use of resources and consultation results. Undertaking consultation in partnership with *TfM's* consultant should also limit the possibility of sending mixed or conflicting messages and will provide very useful input into the LTP review process.
- 6.10 The Cabinet considered this report on 28 June 2005 and made a number of decisions set out below.
- 6.10.1 The Cabinet agreed to recommend to Full Council that:
- a) the provisional Local Transport Plan be agreed for the purposes of consultation and submission to Government in accordance with statutory requirements.
  - b) the Director of Development and Environment, in consultation with the Portfolio Holder for Highways and Transport, may make minor amendments to the provisional LTP, subject to the amendments not adversely altering the overall policies and

programmes set out in the draft document (decision no. 142/2005)

6.10.2 The recommendations of the Member task group reported to a meeting of the Environment and Front Line Services Overview and Scrutiny Committee on 19 January 2005 be incorporated in the provisional LTP as detailed in Appendix B to the report (decision no. 143/2005).

6.10.3 The Director of Development and Environment, in consultation with the Portfolio Holder for Highways and Transport may:

- a) consult on the provisional LTP in accordance with the details set out in the report and report back to a future meeting.
- b) produce supporting documentation, analysis and transport strategies that conform to the priorities, objectives and targets of the provisional LTP and where appropriate consult on the supporting transport strategies as part of the LTP consultation and report back to a future meeting.
- c) produce an Annual Progress Report for the period 2004/2005 in keeping with Government guidance (decision no. 144/2005).

6.11 Subsequent to Cabinet considering the document, officers have made the following minor amendments to the document:

- a) Section 5: Renumbering paragraphs. Car ownership by household chart moved to 5.4.4 and replaced at 5.3.4 with chart detailing overall increase in car ownership.
- b) Section 7: Tables at 7.6.7 and 7.6.8 repeated at the start of Appendix A for clarity.
- c) Section 10: Additional and amended paragraphs 10.2.9 to 10.2.20 to take account of comments from GOSE.
- d) Appendix B, item 6.1: Additional estimates for major schemes included. This addition has no impact on the LTP spend profile at paragraph 11.3.3 in the main LTP document.
- e) Minor typographical amendments.

6.12 Environment and Front Line Services Overview and Scrutiny Committee will consider the provisional LTP in November 2005, near the end of the consultation period. This will enable officers to feed back comments received from consultees up to the date of the meeting.

## **7 Financial and legal implications**

- 7.1 The LTP is an important bidding document to Government for capital funds. The quality of the new LTP will influence the level of funding allocation, which is split into three categories:
- Integrated transport block, funding accident reduction measures, traffic management, cycling and walking schemes, public transport infrastructure improvements and safer routes to schools projects.
  - Capital maintenance allocation, funding the maintenance of carriageways, footways, bridges, highway drainage and traffic signals.
  - Major schemes, relating to projects valued above £5m. The improvement to the A228 between Main Road and Ropers Lane was part funded from this category. At present there are no other major schemes being promoted, although *Transport for Medway* study is likely to result in a major scheme bid.
- 7.2 The Government will also consider providing additional support for capital integrated transport and maintenance schemes costing less than £5m, through an 'exceptional schemes' bidding process.
- 7.3 The guidance requires that LTPs be drawn up based on a realistic view of the funding available. The Government has published indicative allocations to help inform the LTP process, but these will be replaced in December 2005 when a new funding allocation formula is implemented. The current indicative allocations for Medway are set out in the table below, but these do depend on the assessed quality of the plan and delivery mechanisms:

<b>Indicative financial allocations 2006/2011</b>					
	<b>2006/07</b>	<b>2007/08</b>	<b>2008/09</b>	<b>2009/10</b>	<b>2010/11</b>
	£000's	£000's	£000's	£000's	£000's
Integrated Transport block	2,134	2,134	2,241	2,353	2,471
Capital maintenance allocation	1,702	1,736	1,823	1,914	2,009
Major schemes: Transport for Medway	<i>Bid to be developed following conclusion of study</i>				
<b>Total</b>	<b>3,836</b>	<b>3,870</b>	<b>4,064</b>	<b>4,267</b>	<b>4,480</b>

- 7.4 The Government intends that over the course of the second LTP period a significant proportion of the Integrated Transport block financial allocation will be made according to the results of the LTP assessment.

- 7.5 Medway's financial bid is proposed to be in accordance with the indicative financial allocation. The make-up of the bid is detailed in the provisional LTP, which includes apportionment of funds taking into account value for money considerations.
- 7.6 The financial implication of the LTP allocation is that the Secretary of State for Transport will issue Medway Council with Credit Approvals. The value of the approvals will be based on the Government's assessment of the submission.

## **8 Recommendation**

- 8.1 The Cabinet recommends to Council that:
- f) the provisional LTP be agreed for the purposes of consultation and submission to Government in accordance with the statutory requirement.
  - g) the Director of Regeneration and Development, in consultation with the portfolio holder for Highways and Transport, may make minor amendments to the provisional LTP, subject to the amendments not adversely altering the overall policies and programmes set out in the draft document.

### **Lead officer contact**

Steve Hewlett, Integrated Transport Manager, Compass Centre  
Telephone: 01634 331103  
Email: steve.hewlett@medway.gov.uk

### **Background papers**

- a) Medway's Provisional Local Transport Plan. (Supplementary agenda paper).
- b) Full Guidance on Local Transport Plans – Second Edition (December 2004), Department for Transport. (Available from Integrated Transport team, Development and Environment Directorate).
- c) Medway's Local Transport Plan (2000), Medway Council. (Available from Integrated Transport team, Development and Environment Directorate).
- d) Environment and Front Line Services Overview and Scrutiny Committee (19 January 2005) *Local Transport Plan Framework and Review*. (Available from Overview and Scrutiny Office).

## APPENDIX A - SUMMARY OF PROVISIONAL LTP TARGETS

Level 1 - Key outcome targets		Target type		
	Notes on level 1 provisional targets:	Mandatory	Optional	Local
	<ol style="list-style-type: none"> <li>1. Negative residual life</li> <li>2. Target to be set when revised baseline data for 2005/2006 is available in accordance with guidance from DfT dated 9 June 2005.</li> </ol>			
1.1	To reduce the total number of people killed or seriously injured in road accidents by 40% by 2010/2011 compared to a baseline of the 1994/98 average.	✓		
1.2	To reduce the total number of children killed or seriously injured in road accidents by 50% by 2010/2011 compared to a baseline of the 1994/98 average.	✓		
1.3	To achieve a reduction in the total number of slightly injured casualties by 10% by 2010/2011 compared to a baseline of the 1994/98 average.	✓		
1.4	To reduce the percentage of the principal road network in need of repair due to the structural integrity of the road being beyond local repair <sup>(1)</sup> to a value of 30% of the network by 2010/2011 compared to an estimated baseline at 2004.	✓		
1.5	Target theme: To reduce the percentage of the non-principal classified road network in need of repair due to the structural integrity of the road being beyond local repair <sup>(1)</sup> . No provisional target set <sup>(2)</sup> .	✓		
1.6	To reduce the percentage of the unclassified road network in need of repair due to the structural integrity of the road being beyond local repair <sup>(1)</sup> to a value of 2.3% of the network by 2010/2011 compared to an estimated baseline at 2004.	✓		
1.7	To reduce the percentage of the footway network in need of repair due to the structural integrity of the footway being beyond local repair <sup>(1)</sup> to a value of 27% of the network by 2010/2011 compared to an estimated baseline at 2004.	✓		
1.8	To ensure that 80% of all bus stops in Medway area are accessible to people with disabilities and have bus boarders by 2010/2011.	✓		
1.9	To increase bus patronage by 10% by 2010/2011 compared to a baseline of 2003/04.	✓		
1.10	To seek to ensure that the declaration of the Medway Air Quality Management Area (AQMA) be revoked by 31 December 2010 from a base line of making the declaration of the Medway AQMA in May 2004.	✓		
1.11	No reduction in the percentage of students walking to school by 2010/2011 compared to 2006/2007 levels at those schools with a school travel plan in place by 2005.	✓		
<b>Level 2 - Intermediate outcome targets</b>				
2.1	To increase the percentage of bus passengers satisfied with local bus services to 50% by 2009/2010 from a baseline of 47% in 2003/04.	✓		
2.2	To aim that 90% of buses run on time by 2014/2015.	✓		
2.3	To increase the level of cycling on the primary cycle route network in Medway by 5% by 2010/2011 compared with 2003/04 levels	✓		
2.4	To manage Medway's road network proactively to reduce predicted congestion through a comprehensive Urban Traffic Management Control System by 2010.			✓

	Level 3 - Contributory output targets	Target type		
		Mandatory	Optional	Local
3.1	To increase the length of Medway's cycle network from 70km in 2003/04 to 100km by 2010/2011			✓
3.2	To set up a system for monitoring existing traffic levels in Urban Medway through journey time measurement to enable base line data to be established and trends forecast for future years.			✓
3.3	To ensure that no more than 10% of all major planning applications for residential development granted by Medway Council exceed Medway's adopted parking standards		✓	
3.4	By 2007 enter into a partnership with a key public service provider to deliver improvements to accessibility			✓
	<b>Level 4 - Other outcome or output targets</b>			
4.1	To achieve a reduction in the total number of young pedestrian casualties (aged 0 – 15) by 50% by 2010/2011 compared to a baseline of the 1994/98 average.			✓
4.2	To ensure that all new and existing controlled pedestrian crossings have facilities to assist pedestrians with mobility disabilities by 2008			✓
4.3	To increase the accessibility of footpaths and public rights of way from 42% in 2003/2004 to 70% by 2010/2011			✓
4.4	To increase cycling by 25% at 2 pilot schools by 2010 compared to cycling levels prior to the commencement of the initiative at each school			✓
4.5	To increase the number of rail passengers cycling to one major railway station in Medway by 15% by 2010 measured against a base line of 2004			✓

**APPENDIX B – RECOMMENDATIONS OF THE MEMBER TASK GROUP AND RECOMMENDED ACTIONS IN THE PROVISIONAL LTP**

<b>Recommendations from the Member task group</b>		<b>Recommended actions in the LTP</b>
“That officers work on the feasibility of the following and report their findings to the November 2005 meeting of this committee.		
<b>Access to work</b>		
a)	A fully costed proposed Transport for Medway (TfM) be developed by the Transport for Medway Programme Manager and Public Transport Manager, working with bus companies, setting out options for improving the bus service to areas of employment, in particular Medway City Estate, Knight Road estate and Gillingham business park.	Noted in Section 8 (2.4), but will be the subject of separate report.
b)	Partnerships be built with major local employers to promote alternatives to private cars for journeys to work and develop work place travel plans.	Partnership noted in Section 9 (9.2.8)
c)	The introduction of a Travelsmart scheme in an area in Medway, working in partnership with Sustrans, suggesting ways of attracting funding for such a scheme.	Action included in Section 8 (10.3)
<b>Access to health care and leisure</b>		
a)	A proposal for working in partnership with bus companies, the voluntary sector and the health service on the issue of access to healthcare with a view to responding more adequately to patients’ transport needs.	Action included in Section 9 (9.3.2)
b)	The Ambulance Service is being afforded the same access to planning applications as other emergency services in order that they may make their own comment on them.	Actioned.
c)	A partnership being set up with further education providers and the bus companies to assess the transport needs of students and develop proposals to address those needs.	Action included in Section 9 (9.2.4)
<b>Access to education</b>		
a)	Working in partnership with schools to draw up a plan to extend the walking bus scheme to schools, publicising the benefits more widely. Also to consider the continuance of the yellow bus scheme;	Action included in Section 8 (10.4 and 10.5)
b)	Asking the School Travel Plan Advisers to work with schools to produce a programme of awareness of the social and environmental benefits of pupils walking to school.	Action included in Section 8 (10.4)

c)	All secondary schools in Medway having travel plans in place by 2010.	Action included in Section 8 (10.1)
d)	Working with a secondary school on a pilot to encourage cycling to school, including the provision of appropriate storage and facilities at the school to assess the impact on journeys to school.	Action included in Section 8 (10.6) Target in Section 7 (4.4)
e)	Creating partnerships with further education establishments to work with the council to deliver improvements to encourage walking, cycling and public transport initiatives.	Action included in Section 9 (9.2.4)
f)	Requesting all councillors involved in school governing bodies in Medway promote with their governing body the development of School Travel Plans.	Member action
<b>Access to shopping</b>		
a)	As part of the review of the council's transport information strategy that proposals be brought forward to positively promote the dial-a-ride and shopmobility services.	Action included in Section 8 (2.8)
b)	The council working in partnership with the Learning and Skills Council to develop life skills training to assist vulnerable groups to access transport in the area.	Action included in Section 9 (9.4.1)
<b>Other issues</b>		
a)	The Transport for Medway Programme Manager and Head of Traffic Management, Parking and Safety reporting to the committee on the implications of increasing the price of long-stay car parking in Chatham at the same time as implementing an adequate and quality park and ride system to serve that area.	Part action in Section 8 (6.5). Further report required.
b)	Developing a proposal for extending the bus priority measures, and the inclusion of bus lanes at peak times across Medway.	Action included in Section 8 (2.1)
c)	Developing the Urban Traffic Management Control systems to improve congestion and aid the public to know where car parking spaces are still available.	Actions included in Section 8 (1.2 and 6.2)
d)	Putting measures in place to ensure that when the council's staff and contractors are undertaking highways work they adhere to the same standard expected of statutory undertakers in the way that they carry out their work."	Operational issue