

CABINET – 16 MARCH 2010

LOCAL TRANSPORT PLAN 2011-2030 DRAFT POLICIES

Report by Head of Transport

Introduction

1. The purpose of this report is to outline progress being made in developing the new third Local Transport Plan (LTP3) and inform members of the results of a Stakeholder consultation on the draft policies for inclusion in the Plan. These policies will form the basis on which a draft Plan will be prepared for public consultation later in the year.
2. Oxfordshire County Council is required to produce an LTP by April 2011. LTP3 will help shape Oxfordshire for the long term, with a 20 year horizon rather than 5 years as in previous LTPs. This will enable the Plan to encompass the 2026 regional planning horizon and also bring the LTP into line with the county's Sustainable Community Strategy, '*Oxfordshire 2030*'.
3. The plan will focus on attracting and supporting economic investment and growth and delivering transport infrastructure and services to tackle congestion and improve quality of life. In September 2009 Cabinet approved the goals and objectives for the LTP. The goals of LTP3 are:
 - To support the local economy and the growth and competitiveness of the county;
 - To make it easier to get around the county and improve access to jobs and services for all by offering real choice;
 - To reduce the impact of transport on the environment and help tackle climate change;
 - To promote healthy, safe and sustainable travel.
4. Annex 1 shows the LTP Objectives and also sets out how the LTP will contribute to delivering the council's strategic objectives of the economy, community, climate change and the cross-cutting theme of breaking the cycle of deprivation.
5. Whilst the objectives apply countywide, the priority given to each will depend to an extent on which of the four settlement types (Oxford, larger towns, smaller towns and rural Oxfordshire) they apply to, as the LTP objectives have been prioritised for each.
6. In November and December 2009 stakeholders were consulted upon a "long list" of potential schemes which should be considered for inclusion in the Plan. A total of 226 responses were received to this consultation. These responses are currently being compiled and an updated long list of schemes will be

produced soon. These schemes will then be assessed on a value for money basis against their ability to contribute to the approved LTP objectives. A prioritised list of schemes, including those received as a result of this consultation, will then be included in the draft Plan which will be subject to further public consultation later this year.

Draft Plan Policies

7. While not explicitly required in the LTP guidance, it was considered that a set of explicit transport policies would significantly increase the value of the Plan. These policies would help in taking and justifying investment decisions, responding to external consultation (for instance on government policies and Local Development Frameworks), as support for making recommendations on planning matters and in the preparation of evidence for public inquiries. These were not required in previous LTPs because transport policies were included in the Structure Plan. Since the introduction of the new development planning system this gap has become an increasing issue.
8. A list of 19 topics was identified as the basis for the development of policies. This list was designed to include the full range of transport issues that the LTP would need to cover. A policy statement was prepared setting out the background to each topic, how the topic is likely to affect, or be affected by, LTP and other objectives, and what problems and/or challenges are likely to occur over the course of the LTP period. Copies of the original full policy statements have been placed on deposit in the Members' Resource Centre. As part of these, a set of draft policies for each topic were agreed in consultation with Members and the County Council and Transport Management Teams. These were then consulted upon and a revised set of draft policies produced taking into account comments and recommendations made by the LTP Working Group of the Growth & Infrastructure Scrutiny Committee and the Council's Capital Investment Board. These revised draft policies are set out in Annex 2.
9. At the time of writing consultation on the policies was still taking place. Consultation took place from 11 January to 21 February 2010, although responses received up until 1 March were accepted. All Parish Councils and identified stakeholders were advised of the consultation and invited to take part. This included the stakeholders who were consulted on objectives plus additional stakeholders identified through an Equality Impact Assessment process and those who had contributed to the previous consultations. As of 22 February, 135 responses had been received.
10. Following the completion of the consultation, an addendum to this report will be prepared outlining the comments received on the policies and any changes considered appropriate to be made in the light of these comments.
11. As Annex 1 suggests, there is an opportunity to present the draft Policies in terms of how they directly contribute towards meeting LTP and Corporate objectives.

Timetable for completing the Plan

12. Annex 3 shows an outline programme for work required to complete the Plan. This has been developed to avoid any potential conflict with the elections to be held in May and also to tie in with work to be carried out on the Access to Oxford and Science Vale UK projects. It should be noted that the programme as outlined does mean that there is likely to be a short gap between the end of the current LTP and the formal adoption of the new Plan by Council. It is not considered that this will present any serious problems but officers will be consulting with the Government Office for the South East on this matter and will report verbally on the outcome at the meeting.
13. There will be two further consultations as part of this process. In May it is proposed that a stakeholder consultation takes place on “scenarios” – alternative strategies for meeting the Plan’s goals and objectives in the four settlement types. An innovative model developed to assess the overall transport impacts of different strategies on accessibility, climate change, economy (congestion), the local environment (air quality) and road safety will inform this consultation, together with an assessment of the environmental impact of the strategies in line with the Strategic Environmental Assessment requirements.
14. In the autumn it is proposed that a full public consultation is carried out on a draft LTP. This will include the objectives and policies along with draft area strategies, which will take into account the work currently being undertaken for the district councils’ Local Development Frameworks, the results of the scenarios consultation and the draft prioritised list of schemes which will form the basis of the first implementation programme for the Plan.

Financial and Staff Implications

15. A team has been established to oversee the development of LTP3, drawn from existing staff within the Transport Service. In addition staff from across Environment & Economy and the Council have been contributing to the development of the Plan.
16. Halcrow has been commissioned to undertake the work required for the Strategic Environmental Assessment and the Habitats Regulation Assessment. Their costs are being met from within existing budgets.
17. There are no financial implications directly associated with this report.

Risks

18. It is important that the approved policies are considered to be appropriate in order to avoid the risk of developing a draft Plan which is not supported at a later stage. This risk has been mitigated by involving stakeholders at this early stage but cannot be wholly eliminated.

19. There is a risk of raising expectations of how much can be achieved through the Local Transport Plan, particularly in the early years. It is likely that the funding situation for LTP funded improvements will be very tight in the first years of the Plan. The relatively long-term nature of this Plan will mitigate against this risk but this limitation will need to be made explicit in the final document.

RECOMMENDATIONS

20. **The Cabinet is RECOMMENDED to**
- (a) approve the list of policies set out in Annex 2 to this report, as amended in the light of any further changes agreed resulting from comments made by Stakeholders (as identified in the addendum to this report), as the basis for the development of a draft Local Transport Plan; and**
 - (b) note the timetable for the completion of the Plan.**

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Background papers: LTP Policy Statements (19)
These documents will be placed on deposit in the
Members' Resource Centre.

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LTP Objectives & Policies

Council Strategic Objectives	Local Transport Plan Objective	LTP Policies
Better Public Services Environment & Climate Change	Improve the condition of local roads, footways and cycleways, including resilience to climate change	<ul style="list-style-type: none"> • Highways Asset Management
World Class Economy Healthy and Thriving Communities	Reduce congestion	<ul style="list-style-type: none"> • Network Management • Highway Network Development • Travel Planning (TP1) • Parking • Freight & Distribution
Healthy and Thriving Communities	Reduce casualties and the dangers associated with travel	<ul style="list-style-type: none"> • Road Safety • Motorcycling
Better Public Services Breaking the Cycle of Deprivation	Improve accessibility to work, education and services	<ul style="list-style-type: none"> • Public Transport Services (PTS2, 10) • Disability • Taxis / Private Hire
World Class Economy Healthy and Thriving Communities	Secure infrastructure and services to support development	<ul style="list-style-type: none"> • Public Transport Infrastructure (PTI 4) • Highway Network Devel't (ND1) • Travel Planning (TP2) • Air Travel (AT1)
Environment & Climate Change	Reduce carbon emissions from transport	<ul style="list-style-type: none"> • Travel Planning (TP3) • Air Travel (AT2)
Environment & Climate Change Healthy and Thriving Communities	Improve air quality, reduce other environmental impacts and enhance the street environment	<ul style="list-style-type: none"> • Street Environment & Public Realm • Public Transport Services (PTS11)
World Class Economy Environment & Climate Change	Develop and increase the use of high quality, welcoming public transport	<ul style="list-style-type: none"> • Public Transport Infrastructure & Services • Rail • Network Management (NM2)
Environment & Climate Change Healthy and Thriving Communities	Develop and increase cycling and walking for local journeys, recreation and health	<ul style="list-style-type: none"> • Cycling • Walking • Public Rights of Way • Waterways

Draft LTP3 Transport Policies

Network Management

- Policy NM1 Oxfordshire County Council will manage the road network efficiently to reduce congestion and minimise disruption and delays to the travelling public, whilst balancing the needs of different user groups.
- Policy NM2 Oxfordshire County Council will ensure that public travel information is timely, accurate and consistent.
- Policy NM3 Junctions and crossings on the network will be designed to operate as effectively as possible, taking into account the location, best use of shared space and the potential need to prioritise particular movements or type of users.
- Policy NM4 Oxfordshire County Council will extend network management systems across the county over the course of the Plan.

Highways Asset Management

- Policy HAMP1 Oxfordshire County Council will use a whole life approach in assessing its programmes and schemes for maintaining Oxfordshire's transport networks. *(A whole life approach looks at the overall costs of a scheme over its lifetime, rather than just the initial cost of construction.)*
- Policy HAMP2 The annual programmes of schemes will be determined by using a system of prioritisation based on the whole life approach, together with a programme of community-led schemes (which would be subject to funding and assessment against agreed Council criteria). *(Community-led schemes are those identified by local people rather than the County Council's monitoring processes.)*
- Policy HAMP3 Oxfordshire County Council will use best practice in developing drainage systems for roads and other transport assets including the use of Sustainable Drainage Solutions systems where appropriate.

Highway Network Development

- Policy ND1 Oxfordshire County Council will work to ensure that the road network can meet the requirements of a growing county, and will put forward improvement proposals where these are needed.
- Policy ND2 Where network development is identified as being required, Oxfordshire County Council will apply a sequential test in identifying the appropriate form of improvement. *(In a sequential test all types of solution are considered for a problem, with non-road building*

solutions considered first, followed by small scale and then large scale improvements.)

Public Transport Services

- Policy PTS1 Oxfordshire County Council will create the conditions for effective and successful commercial bus operation, particularly on routes in and between Oxford and the larger towns, with the result that any available subsidy can then be focused on areas where commercial operation is much more unlikely.
- Policy PTS2 Oxfordshire County Council will establish a three-tier hierarchy of bus services as the basis for the development of an appropriate network of services. This hierarchy will consist of:
- *Premium Routes* operating at turn up and go frequencies,
 - *Hourly+* services operating at frequencies of at least once an hour during weekdays, and
 - *Local Services* meeting local accessibility needs only.
- Policy PTS3 Oxfordshire County Council will publish, and keep up-to-date, a separate Bus Services Funding Strategy. (*Publication of a Bus Services Funding Strategy is a legal requirement for transport authorities which they can choose to either include within their Local Transport Plan or publish separately.*)
- Policy PTS4 Oxfordshire County Council will support the development of a network of community transport schemes to complement and supplement the county's network of scheduled bus services.
- Policy PTS5 Oxfordshire County Council will work to ensure that all new developments in Oxfordshire are served by high quality public transport services.
- Policy PTS6 Oxfordshire County Council will work with public transport operators and other partners, including meeting its commitments as part of the agreed Quality Bus Partnership, to:
- (i) improve ticketing arrangements to make travel easier, particularly where these reduce boarding times.
 - (ii) ensure that good quality information is publicly available and that this contributes to increasing the attractiveness of public transport
- Policy PTS7 Oxfordshire County Council will develop and manage a policy for managing the national Concessionary Fares scheme in Oxfordshire.
- Policy PTS8 Opportunities for expansion and improvement of Park & Ride services and sites will be investigated across the county.

- Policy PTS9 Oxfordshire County Council will assist in the development of coach services by providing facilities where justified by actual or potential demand, and will consider pump-priming funding for these where appropriate. (*Pump-priming is the use of subsidy support for a new bus service in order that it can build up sufficient passenger numbers for it to become commercially viable.*)
- Policy PTS10 Oxfordshire County Council will work with the Health Trusts to identify how access to healthcare by bus can be improved.
- Policy PTS11 Oxfordshire County Council will encourage the use of buses that meet high emissions standards, particularly on services passing through designated Air Quality Management Areas (AQMA).

Public Transport Infrastructure

- Policy PTI1 A network of attractive, frequent, and reliable bus services will continue to be developed, operating on routes where delays are minimised by providing sections of segregated road and/or through giving priority to the movement of buses through congested junctions.
- Policy PTI2 High quality, welcoming infrastructure for bus passengers at key interchanges, Park & Ride sites, main railway stations and other places where people might change from one mode of transport to another will be pursued.
- Policy PTI3 Up-to-date, comprehensive information about bus services and links to ticketing technology will be made available at interchanges, bus stops and other places.
- Policy PTI4 The location and layout of new developments will be influenced so that attractive, frequent and reliable bus services can be provided offering new residents and employees a real choice of using public transport.

Rail

- Policy R1 Oxfordshire County Council will work with the rail industry and other partners to deliver improvements or upgrades to stations, possible new stations and rail services both within the county and linking Oxfordshire to a wider range of destinations.
- Policy R2 Oxfordshire County Council will support the establishment of an Oxfordshire Quality Rail Partnership and support community involvement in rail issues through the development of Community Rail Partnerships.

- Policy R3 Oxfordshire County Council will seek opportunities to integrate rail improvements with other local transport improvements to increase the use of rail for locally based journeys.
- Policy R4 Oxfordshire County Council will generally support proposals for strategic enhancements to the rail network, and will work with the rail industry to facilitate these and secure funding as required, including:
- (i) the East West rail scheme
 - (ii) the Chiltern Railways Evergreen 3 project
 - (iii) electrification of the Great Western Line.

Cycling

- Policy CY1 Journey origin and destination and other survey data will be used to identify where the greatest potential for increasing cycle use exists, to ensure that an effective, targeted and value for money approach is adopted.
- Policy CY2 Oxfordshire County Council will develop programmes to improve facilities for cycling where this will effectively encourage more cycling trips.
- Policy CY3 Oxfordshire County Council will ensure that the design of all transport improvements considers the needs of cyclists and helps to encourage more cycling.
- Policy CY4 Oxfordshire County Council will promote responsible cycling as a healthy, convenient and mainstream mode of travel.
- Policy CY5 Oxfordshire County Council will work closely with other interested groups to encourage greater levels of cycling

Walking

- Policy W1 Oxfordshire County Council will promote walking as a healthy, attractive and fun mode of transport.
- Policy W2 Oxfordshire County Council will develop networks of high quality pedestrian routes across Oxford and Oxfordshire's towns.
- Policy W3 Oxfordshire County Council will use street audit processes to determine the nature of improvements to walking facilities. (*Street audits use the knowledge of local communities to evaluate the quality of the local area and propose improvements.*)
- Policy W4 Improvements to walking facilities in rural areas will be investigated where this could lead to improved safety, encourage walking to school, provide better access to public transport or better integration with the Public Rights of Way network.

Road Safety

- Policy RS1 Oxfordshire County Council will adopt the national casualty reduction targets and develop local indicators to reflect any additional local priorities.
- Policy RS2 Road safety activity will continue to focus on analysing accident statistics and using key demographic analysis to identify and implement improvements to the highway network and effective means of influencing road user behaviour.
- Policy RS3 Oxfordshire County Council will use a range of measures to reduce the number of casualties in road accidents, including engineering, speed management, education and training.

Motorcycling & Motorcycle Safety

- Policy MCS1 Oxfordshire will be promoted as a safe and welcoming county for responsible motorcycling.
- Policy MCS2 Reducing the current high casualty rate will be the main focus of motorcycle activities.

Travel Planning

- Policy TP1 Oxfordshire County Council will continue working with and supporting schools to focus on reducing car use on the school run and congestion at and around schools by promoting alternatives such as walking.
- Policy TP2 Oxfordshire County Council will extend travel planning to include working with local communities, key destinations (e.g. towns) and major developments.
- Policy TP3 Oxfordshire County Council will develop workplace travel planning services which can be offered to external customers.

Parking

- Policy P1 Oxfordshire County Council will manage the parking under its control in order to both maximise the transport and wider economic benefits in the local area.
- Policy P2 Oxfordshire County Council will seek to control off-street parking to appropriate levels, taking into account the needs of development, congestion reduction and sustainability.

Policy P3 Oxfordshire County Council will introduce residents' parking schemes where these will contribute to meeting the Council's strategy for an area.

Street Environment and the Public Realm

Policy SEPR1 The street environment and public realm in urban areas will be improved by a programme of schemes developed by Oxfordshire County Council in association with District and local councils and other partners.

Policy SEPR2 Oxfordshire County Council will carry out a de-cluttering of the street environment, either as part of specific improvement schemes or in association with other improvement or maintenance schemes. *(De-cluttering is the removal of unnecessary street signs, traffic control equipment and other street furniture in order to produce a more attractive and efficient local environment.)*

Policy SEPR3 Street audit processes will be used to determine the nature of street environment and public realm improvements. *(Street audits use the knowledge of local people to evaluate the quality of the local area and propose improvements.)*

Disability

Policy D1 Consultation with disabled people and their representatives will take place at the earliest stage in the development of schemes and initiatives so that the needs of all groups are considered.

Policy D2 Oxfordshire County Council will provide disability awareness training for all appropriate staff.

Freight and Distribution

Policy FD1 Oxfordshire County Council will support moves to transfer freight movements from roads to rail or water, where this would not cause unacceptable local problems.

Policy FD2 Oxfordshire County Council will identify a network of routes suitable for freight movement into, out of, through and within the county and will ensure that this network remains suitable for freight movements.

Policy FD3 Oxfordshire County Council will support local strategies to ensure that businesses can make and receive necessary deliveries efficiently and effectively while balancing this with protection of the local environment.

Policy FD4 Oxfordshire County Council will generally support applications for the provision of new rest facilities for lorries, particularly overnight facilities, provided that they are located on or adjacent to major

routes and they do not cause unacceptable problems to local communities, the environment or road networks.

Policy FD5 Oxfordshire County Council will not support any increase in overall permitted size or weight of lorries.

Public Rights of Way and access to natural green space

Policy PROW1 Oxfordshire County Council will promote a Public Rights of Way network which enables access for all taking into account location and the potential need to prioritise particular users.

Policy PROW2 Public Rights of Way will be protected and well maintained.

Policy PROW3 Oxfordshire County Council will develop a more joined-up Public Right of Way network that meets the needs and demands of users whilst accommodating the interests of land managers, the natural environment and our cultural heritage.

Policy PROW4 The Rights of Way network will contribute towards a thriving countryside where residents and visitors are able to understand and enjoy their rights, in a responsible way.

Taxis and Private Hire Vehicles

Policy TPHV1 Oxfordshire County Council promotes the continued use and growth of taxis in order to meet local transport and accessibility needs.

Policy TPHV2 Oxfordshire County Council will liaise with licensing authorities on the provision of taxi rank capacity and minimising conflicts between taxis and buses.

Policy TPHV3 Oxfordshire County Council will keep the use of bus priority lanes by taxis under review.

Air Travel

Policy AT1 Oxfordshire County Council will encourage airfield and airport operators within the county to develop services and facilities which support the economic development of the County, whilst encouraging best use to be made of existing site, runway and terminal capacity before considering expansion proposals.

Policy AT2 Oxfordshire County Council will promote the use of more sustainable transport modes to access air travel.

Waterways

Policy WW1 Oxfordshire County Council will encourage the continued and increased use of the county's waterways, as well as support

opportunities for expanded freight transport on the waterways network where this would not cause unacceptable local problems.

Policy WW2 Oxfordshire County Council will seek opportunities for external funding for waterway schemes and improvements to the connecting networks.

Timetable for completion of the Local Transport Plan

10 May – 20 June	Consultation on scenarios
20 July	Cabinet approval of preferred scenarios
July – September	Preparation of draft Plan for consultation (including area strategies)
21 September	Cabinet approval of draft Plan for consultation
1 October 2010 – 2 January 2011	Consultation on draft Plan
January – March 2011	Preparation of final Plan
15 March 2011	Cabinet Approval of final Plan
April 2011	Adoption of final Plan by Council