Wiltshire Local Transport Plan 2011

Consultation Issues Paper

Wiltshire Council

Where everybody matters

CONTENTS

1.0 INTRODUCTION

1.1 Transport Today

It is no exaggeration to say that modern transport has transformed our society and economy. For instance, the private car has enabled us to take advantage of a wide range of dispersed opportunities and to more easily keep in face-to-face contact with family and friends. And, advances in road haulage and distribution methods have stimulated economic growth by helping to provide us with unparalleled consumer choices, 24-hour shop opening hours and just-in-time deliveries.

At the same time, however, our reliance on the private car and the lorry has led to busier and more congested roads. This in turn has resulted in fewer people keeping healthy through walking and cycling, increased concerns with regard to noise and other community aspects, accessibility issues for people who rely on public transport, and environmental impacts such as air pollution and the threat of climate change.

In view of the above, our transport system needs to:

• support our economic prosperity;

• benefit all members of society; and

• reduce its adverse impacts.

In essence, it needs to be a sustainable transport system (i.e. a system that supports and benefits our economy, society and environment). Quite a tall order!

In view of the above, it won't be possible to deliver a sustainable transport system overnight, particularly in a predominantly rural area like Wiltshire. Even moving further towards a sustainable transport system will require very careful consideration and planning. As a first step, we need to agree on what unsustainable transport issues there are currently in Wiltshire and what it is we want a sustainable transport system to look like and achieve. Consideration of these factors will help the Council develop its long-term transport strategy for Wiltshire.

This paper is the first stage in developing a long-term transport strategy; it will eventually lead to the publication of a new Wiltshire Local Transport Plan (LTP) in early 2011.

1.2 The Local Transport Plan

The Government's 1998 White Paper on transport, 'A New Deal for Transport: Better for Everyone', introduced the concept of LTPs to steer the development 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 first Wiltshire LTP was published in July 2000 and covered the five year period 2001/02-2005/06. The second and current Wiltshire LTP, published in March 2006, covers the five year period 2006/07-2010/11. In addition, we have produced annual progress reports – our 2008 LTP Progress Report is available from www.wiltshire.gov.uk/transport-publications.

At the same time as reiterating the statutory position of LTPs, the Local Transport Act 2008 has provided local authorities with greater flexibilities in how they develop and review their LTPs. For instance, the next LTP:

• can be reviewed as required by the local transport authority and not necessarily every five years as with the first two LTPs;

• will need to include a distinct long-term strategy with details of transport challenges, trends, vision, objectives and approaches etc.; and

• should provide details of a shorter duration implementation plan showing how the long-term strategy will be delivered over a three to five year time period.

Further details on these and other relevant matters have been included in the draft LTP guidance recently issued by the Department for Transport (DfT)[1].

In view of the above, it is proposed that the long-term transport strategy of the next Wiltshire LTP will cover the period 2011

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1 Available from www.dft.gov.uk/consultations/open/draftguidanceltp/

to 2026 to tie in with the timescale of the emerging South West Regional Spatial Strategy (see section 3.3). Implementation plans will then be produced every three years (starting with the period 2011 to 2014) to align with local government funding settlements and the Local Area Agreement timescale (see section 3.5). Reviews of the LTP's long-term transport strategy will then be considered every five years.

1.3 Purpose of Document

While the submission of the third Wiltshire LTP to Government is some time away (March 2011), the Council needs to start thinking about it now. Hence, and with the understanding that a good LTP cannot be developed and produced without consultation with stakeholders, partners and the public, we have produced this LTP Consultation Issues Paper. In essence, this provides an early opportunity for you to tell us your thoughts on transport in Wiltshire and in particular, what you would like the transport system in Wiltshire to look like in 20 years time. We will then use your responses to help inform the production of a draft third Wiltshire LTP in the spring/summer of 2010.

In explaining how the Council intends to develop its next LTP, this document briefly sets-out:

• key trends in Wiltshire;

• national, regional and local objectives;

• an overall vision and strategic transport objectives;

• approaches to a long-term transport strategy;

• comments relating to key transport themes; and

• next steps.

At various points in the document we have posed questions on key issues where we would like to receive your comments. In addition, or alternatively, you can complete the short questionnaire included within the document. The document and questionnaire can also be downloaded from the Council's website (www.wiltshire.gov.uk/transport-publications). The closing date for receipt of your comments on the questions posed and completed questionnaires is 29th May 2009 (see back cover for contact details). Please note that all responses will be publically available and cannot be treated as confidential.

2.0 The Wiltshire Context

2.1 A Brief Profile of Wiltshire

Wiltshire is a large and predominantly rural county in the south-west of England covering some 3,255 square kilometres. It is an agricultural county with an exceptional landscape.

The population of Wiltshire is approximately 452,600 nearly half of whom live in towns or villages with fewer than 5,000 people; a quarter of the county's inhabitants live in settlements of fewer than 1,000 people. Larger concentrations of population are found in the cathedral city of Salisbury, the county town of Trowbridge, Chippenham, and Wiltshire's many market towns, including Amesbury, Devizes, Marlborough, and Wootton Bassett.

Wiltshire has a rich and unique heritage including the world heritage sites of Stonehenge and Avebury, and about 20,000 sites of archaeological or wildlife interest. About three quarters of the land in the county is protected as an Area of Outstanding Natural Beauty, special landscape or green belt. Salisbury Plain, the largest remaining expanse of chalk grassland in England, divides the county from north to south.

The Wiltshire economy benefits from the M4 motorway 'corridor effect' and from its proximity to the south-east region and the greater Bristol conurbation. Overall, the northern part of the county is relatively more

economically dynamic than the southern part. The latest unemployment rate in Wiltshire is 4.2% compared to the national average of 5.4%. The armed forces have a significant presence and there are a number of major civilian employers in several market towns.

2.2 Key Transport Trends and Unsustainable Aspects

While Wiltshire is generally a good place to live, work or visit, there are a number of key trends which are resulting in a number of unsustainable aspects. The document, 'A Sustainable Community Strategy for Wiltshire' (see section 3.5 for further details), has set out these key trends and unsustainable aspects, and those which have transport-related impacts are summarised below.

Key Trends:

- Generally increasing levels of wealth.
- Poverty often a hidden problem with a more dispersed incidence throughout the rural parts of the county.
- Continuing growth in out-commuting to surrounding towns and cities.
- Future expansion and role of Swindon.
- Continuing military restructuring.
- Planned population growth particularly focussed on Chippenham, Trowbridge and Salisbury.
- Current drive towards healthier lifestyles.
- Higher levels of economic participation resulting in more time spent commuting and working.
- High and increased car ownership and use resulting in the closure/reorganisation of local services and more traffic congestion.
- Increased mobility of people which has led to more dispersed lifestyles and weakened people's links to local communities.
- The threat of climate change.

Unsustainable Aspects:

- Current Wiltshire business base has not restructured.

- Financial pressures to reduce rail services.
- Increases in out-commuting.
- Difficulties in maintaining and expanding community and voluntary transport services.
- Road and pavement maintenance backlog.
- Lack of resources to significantly invest in sustainable transport solutions.
- Bus services operating costs increasing significantly which are leading to reductions in services and higher fares.
- Government policies for the delivery of services such as education and health that promote choice, flexibility and specialised provision, leading to longer journeys and dispersed travel patterns that do not favour the use of sustainable transport modes.
- Increased pressure on existing transport infrastructure from population growth and new development.
- Increasing and more widespread impact of traffic, particularly Heavy Goods Vehicles, on some communities.
- Current and projected levels of air pollution (nitrogen dioxide) and greenhouse gas (carbon dioxide) emissions.
- A persistent level of road casualties on Wiltshire's roads despite recent good progress reducing the number of collisions involving personal injury.
- Employers facing recruitment difficulties amongst the low skilled and school leavers.
- Investment being disproportionately focused on the region's largest settlements leading to an infrastructure deficit in Wiltshire.

Question 1

Are there any key transport trends or unsustainable aspects that haven't been included above? Which key trends and unsustainable aspects need to be addressed first and how would you tackle them?

3.0 WIDER OBJECTIVES

3.1 Introduction

It is recognised that transport, perhaps more than any other issue, needs to be 'joined up' with wider economic, social and environmental objectives. To this end, the Wiltshire LTP needs to be developed within the context provided by a number of national, regional, corporate, community and local policy documents.

3.2 National Context

In its document entitled 'Delivering a Sustainable Transport System' (November 2008), the Government has set out its five broad transport goals:

- to **support** national **economic** competitiveness and **growth**, by delivering reliable and efficient transport network;

- to reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of **tackling climate change**;

- to **contribute to better safety, security and health** and longer life-expectancy by reducing the risk of death, injury or illness arising from transport, and by promoting travel modes that are beneficial to health;

- to **promote** greater **equality of opportunity** for all citizens, with the desired outcome of achieving a fairer society; and

- to **improve quality of life** for transport users and non-transport users, and to promote a **healthy natural environment**.

> **Question 2**
>
> **Which of these national transport goals do you consider to be the most and least important in relation to transport in Wiltshire? Are some of these goals more or less important for different parts of Wiltshire (e.g. in large market towns, rural areas, south Wiltshire etc.)?**

3.3 Regional Context

The objectives and policies of the south west region are set out in several strategy and policy documents.

The Integrated Regional Strategy (IRS) 2004 – 2026 provides an overarching strategy setting for all the other regional strategies in the south west including the South West Regional Economic Strategy (RES) 2006-2015 and the emerging South West Regional Spatial Strategy (RSS) 2006-2026 which includes the Regional Transport Strategy (RTS).

The following main aim and objectives have been included in the revised draft RTS published in the July 2008 (the final RSS is expected to be adopted in spring 2009 - the Wiltshire and Swindon Structure Plan 2016 will be superseded when the RSS is adopted):

The main aim of the RTS is to support the RSS and reduce the rate of road traffic growth through the following objectives:

- Supporting economic development (identified in the RES) by maintaining and improving the reliability and resilience of links from the region's Strategically Significant Cities and Towns (SSCTs) to other regions (particularly the South East and London), international markets and connectivity within the region;

- Addressing social exclusion by improving accessibility to jobs and services;

- Making urban areas work effectively and creating attractive places to live by developing the transport network in support of the strategy to concentrate growth and development in the SSCTs; and

- Reducing negative impacts of transport on the environment including climate change.

> **Question 3**
>
> **Which of these regional transport objectives do you consider to be the most and least important in relation to transport in Wiltshire?**

As part of the Government's 'Sub National Review of Economic Development and Regeneration', in the future a single regional strategy will be prepared and agreed jointly by local authorities and the Regional Development Agency, setting out how the region will grow economically, spatially and sustainably.

3.4 Local Context

As a result of the move to 'One Council', work has begun to move to a single Wiltshire Local Development Framework (LDF) for spatial planning (the emerging Minerals and Waste LDF is being prepared in partnership with Swindon Borough Council). The LDF is a portfolio of documents designed to present a spatial planning policy context to guide development and the decision making process for an area. Together with the RSS, the LDF makes up the 'development plan'; it will be important that the LTP is closely aligned with both the RSS and LDF as they emerge.

3.5 Community Context

The Local Government Act 2000 made it a statutory duty for councils to produce a community strategy for their areas – the Government sees these strategies acting as the 'strategy of strategies' for an area.

The document 'A Sustainable Community Strategy for Wiltshire 2007-2016' was endorsed by the Wiltshire Strategic Board in September 2007. Its vision is:

'Strong and Sustainable Communities in Wiltshire'

The new Local Agreement for Wiltshire (LAW), which includes the Local Area Agreement (LAA), effectively acts as the delivery mechanism for the Sustainable Community Strategy over the next three years. The LAW and LAA were approved by the Wiltshire Strategic Board in June 2008. The following transport-related actions are included in the LAW:

Ambition – Build 'resilient communities' with high social capital through people feeling socially included, enabling people and communities to build skills, abilities, knowledge and confidence to take effective action and play leading roles in the development of their communities and thereby enhancing their quality of life.

- Consult with local communities to seek local solutions to ensure improved access to essential services.

- Improve access to goods, services, education and employment opportunities for all sections of the community, but particularly those people without access to a car.

Ambition – Wiltshire exhibiting a positive and sustainable environment for economic growth.

- Improve journey time reliability on the A350 corridor in Wiltshire, including construction of the Westbury Bypass, and improve the condition and management of Wiltshire's principal road network.

Ambition – Reduce particular crimes, change behaviours and inform the public to bring about communities that are safe and feel safe.

- Reduce road traffic collisions in Wiltshire by working in partnership with the police and Highways Agency to promote education, training and publicity initiatives, and targeted engineering measures and speed limit enforcement.

Ambition – Tackle climate change and promote a high quality, natural environment that enriches the lives of people.

- Reduce carbon emissions from transport through more balanced development, sustainable transport, demand and traffic management, and new technology.

To deliver the Community Strategy and LAW/LAA 'Ambitions', a new 'family of partnerships' are being introduced as follows:

- the Wiltshire Assembly – the Local Strategic Partnership with a wide and inclusive membership that hosts the 'State of Wiltshire' debate;

- the Wiltshire Coordinating Group – a small cross-sector working group coordinating action and strategy;
- the Accountable Bodies Group – brings together key public sector organisations;
- Thematic Delivery Partnerships – responsible for developing and delivering action to achieve the 'Ambitions'; and
- Community Areas Partnerships/Boards – link county strategies and action with local priorities and action.

A Transport Alliance will be one of the Thematic Delivery Partnerships and it is envisaged that this body will play a central role in the development of the third Wiltshire LTP.

3.6 Corporate Context

The Community Strategy provides a useful context for the Council's Corporate Plan. The 'Corporate Plan 2007' sets out the Council's goals to 2009 and in the longer term. Overall, the Council's aims are: "Making Wiltshire a better place for people to live and work"; and achieving "A sustainable future for Wiltshire". The Corporate Plan will be reviewed after Wiltshire Council comes into being on the 1st April 2009.

4.0 VISION AND STRATEGIC OBJECTIVES

4.1 Vision

As stated in section 3.5, the Sustainable Community Strategy's vision is of 'Strong and Sustainable Communities in Wiltshire'. But what does this mean in reality and what can the role of the LTP be in helping to achieve this vision? To answer the first question, the Sustainable Community Strategy sets out the features such communities would have (see paragraphs i to vii below). Then, in answer to the second question, we have suggested how

the LTP might help support communities with these features.

i) Communities where people want to live and work. People are there by choice, and take pride in the distinctiveness of their towns and villages.

How can the LTP support communities with these features?

- By providing, supporting and promoting a choice of sustainable transport alternatives to a variety of local destinations.
- By reducing the impact of traffic on the built and natural environment.
- By implementing high quality streetscene improvements.
- By ensuring that, through the planning system, developments adequately provide for their sustainable transport requirements and mitigate their traffic impacts.

ii) Communities which are inclusive. People of different backgrounds, ages and beliefs feel a valued part of the community, not separate, marginalised or disadvantaged by, amongst other things, a lack of transport or affordable housing.

How can the LTP support communities with these features?

- By improving access to a full range of facilities and services particularly for those people without access to a car.
- By considering where transport improvements can help reduce social exclusion in communities.
- By removing barriers to access and mobility for people with disabilities or mobility impairment.

iii) Communities which are lively, busy places. People get together to tackle local concerns, to organise cultural events, and to socialise. People readily volunteer and feel encouraged to do so. There are many social 'networks' between individuals and families, which allow people to live active, varied and independent lives.

How can the LTP support communities with these features?

- By ensuring that transport supports the vitality and viability of communities.
- By supporting public realm improvements in the centre of market towns.
- By encouraging local people to help provide community and/or voluntary transport services, and to work together to tackle local transport and access issues.

iv) Communities where people feel safe, and are treated with respect.

How can the LTP support communities with these features?

- By reducing road casualties.
- By protecting vulnerable road users.
- By reducing the impact of excessive traffic speeds.
- By helping to reduce crime and antisocial behaviour on transport services.
- By ensuring transport schemes are 'safer by design'.

v) Communities which possess the skills and businesses to remain competitive, and generate enough jobs to meet local employment needs.

How can the LTP support communities with these features?

- By improving access to employment, education and training particularly for those people without access to a car.
- By ensuring that goods vehicles have a reasonable level of access to commercial properties.
- By improving journey time reliability on Wiltshire's strategic road network.
- By dealing with traffic congestion 'hot spots' and other delays and disruption on the highway network.
- By supporting and lobbying for improvements on the rail network.

vi) Communities where children and young people enjoy life, and achieve their potential in and out of school.

How can the LTP support communities with these features?

- By encouraging and supporting sustainable ways for children and young people to travel to school and further education.
- By supporting public and community transport services so that children and young people can take part in social and out-of-school activities.
- By reducing the number of child casualties on the roads.
- By cutting the emissions of carbon dioxide from transport.
- By making residential streets places where children feel safe.

vii) Communities which have effective political processes, characterised by trust and openness, high political participation, and effective working relations between public, voluntary and business sectors.

How can the LTP support communities with these features?

- By ensuring that decisions made on transport plans, schemes and measures are transparent and robust.
- By consulting appropriately and effectively with stakeholders, partners and the public.

viii) Communities which actively promote the health of residents, and seek to reduce local health inequalities.

How can the LTP support communities with these features?

- By encouraging and supporting cycling and walking.
- By reducing the impact of traffic on people's quality of life.
- By improving traffic-related air quality.
- By working with health providers to improve access to health facilities and services particularly for those people without access to a car.

4.2 Strategic Objectives

So far we've outlined a number of the key trends and unsustainable aspects in Wiltshire (section 2), identified the wider objectives we need to consider (section 3) and described the Community Strategy's vision (section 4.1). We have therefore, in effect, a 'context mix' made up of a number of factors.

While we have broadly shown in section 4.1 how the LTP might help achieve the Sustainable Community Strategy's vision, we need to make better sense of the 'context mix' and be more explicit in stating what the LTP will aim to do and how it will do it. The first step in this process is to outline the key objectives of the LTP (i.e. what the LTP will broadly aim to do). Table 1 (see over) therefore sets out the proposed strategic objectives for the third Wiltshire LTP and how they relate to the Department for Transport's 'goals', the Regional Transport Strategy 'objectives', and the 'features' of the Sustainable Community Strategy.

In working towards these objectives, the Council will:

• ensure that there is a 'whole authority' approach to transport and access issues;

• work in partnership with other service providers; and

• make transparent decisions and consult appropriately with stakeholders, partners and the public.

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Table 1: Strategic Transport Objectives

Ref.	Strategic Objectives	Department for Transport 'Goals'	Regional Transport Strategy 'Objectives'	Sustainable Community Strategy 'Features'
SO1	To support and help improve the vitality, viability and resilience of Wiltshire's economy and market towns.	Support economic growth. Improve quality of life.	Supporting economic development. Making urban areas work.	Communities where people want to live and work. Communities which are lively, busy places. Communities which remain competitive.
SO2	To provide, support and promote a choice of sustainable transport alternatives.	Support economic growth. Tackle climate change. Contribute to better safety, security and health. Promote equality of opportunity. Improve quality of life.	Supporting economic development. Addressing social exclusion. Making urban areas work. Reducing transport's negative impacts.	Communities where people want to live and work. Communities which are inclusive. Communities which are lively, busy places. Communities which remain competitive. Communities where children and young people enjoy life. Communities which promote the health of residents.
SO3	To reduce the impact of traffic on people's quality of life and Wiltshire's built and natural environment.	Improve quality of life.	Making urban areas work. Reducing transport's negative impacts.	Communities where people want to live and work. Communities which are lively, busy places. Communities where children and young people enjoy life.
SO4	To minimise traffic delays and disruption, and improve journey time reliability on key routes.	Support economic growth. Improve quality of life.	Supporting economic development. Making urban areas work.	Communities which remain competitive.
SO5	To improve sustainable access to a full range of opportunities particularly for those people without access to a car.	Support economic growth. Promote equality of opportunity. Improve quality of life.	Supporting economic development. Addressing social exclusion.	Communities where people want to live and work. Communities which are inclusive. Communities where children and young people enjoy life.
SO6	To make the best use of the existing transport infrastructure through effective design, management and maintenance.	Support economic growth. Contribute to better safety, security and health. Improve quality of life.	Supporting economic development. Reducing transport's negative impacts.	Communities where people want to live and work. Communities where people feel safe. Communities which remain competitive.
SO7	To enhance Wiltshire's public realm and streetscene.	Contribute to better safety, security and health. Improve quality of life.	Making urban areas work. Reducing transport's negative impacts.	Communities where people want to live and work. Communities which are lively, busy places. Communities where children and young people enjoy life.
SO8	To improve safety for all road users and to reduce the number of casualties on Wiltshire's roads.	Contribute to better safety, security and health.	Reducing transport's negative impacts.	Communities where people feel safe. Communities where children and young people enjoy life.

Ref.	Strategic Objectives	Department for Transport 'Goals'	Regional Transport Strategy 'Objectives'	Sustainable Community Strategy 'Features'
SO9	**To reduce the impact of traffic speeds in towns and villages.**	Contribute to better safety, security and health. Improve quality of life.	Making urban areas work. Reducing transport's negative impacts.	Communities where people want to live and work. Communities where people feel safe. Communities where children and young people
SO10	**To encourage the efficient and sustainable distribution of freight around Wiltshire.**	Support economic growth. Tackle climate change. Contribute to better safety, security and health. Improve quality of life.	Supporting economic development. Making urban areas work. Reducing transport's negative impacts.	Communities which are lively, busy places. Communities which remain competitive.
SO11	**To reduce the level of air pollutant and climate change emissions from transport.**	Tackle climate change. Contribute to better safety, security and health.	Reducing transport's negative impacts.	Communities where people want to live and work. Communities where children and young people enjoy life. Communities which promote the health of residents.
SO12	**To support planned growth in Wiltshire and ensure that new developments adequately provide for their sustainable transport requirements and mitigate their traffic impacts.**	Support economic growth. Tackle climate change. Promote equality of opportunity. Improve quality of life.	Supporting economic development. Making urban areas work. Reducing transport's negative impacts.	Communities where people want to live and work. Communities which are inclusive. Communities which are lively, busy places. Communities where children and young people enjoy life. Communities which promote the health of residents.
SO13	**To reduce reliance on the private car.**	Tackle climate change. Improve quality of life.	Reducing transport's negative impacts.	Communities where children and young people enjoy life. Communities which promote the health of residents.
SO14	**To encourage people to improve their health by walking and cycling.**	Contribute to better safety, security and health.	Reducing transport's negative impacts.	Communities which are lively, busy places. Communities where children and young people enjoy life. Communities which promote the health of residents.
SO15	**To reduce barriers to transport and access for people with disabilities and mobility impairment.**	Support economic growth. Promote equality of opportunity. Improve quality of life.	Supporting economic development. Addressing social exclusion. Reducing transport's negative impacts.	Communities which are inclusive. Communities where people feel safe. Communities which promote the health of residents.

5.0 LONG-TERM TRANSPORT STRATEGY

5.1 Introduction

The strategic objectives shown in Table 1 identify what the LTP will broadly aim to do. The next stage is to show how the LTP will achieve these strategic objectives by identifying the general nature and degree of our actions. This is done by developing a long-term transport strategy (being an 'overall' strategy, this only seeks to consider the most significant transport aspects – more detailed and/or local issues will be considered in a number of theme and area strategies which will be developed at a later date).

Having a long-term transport strategy will provide us with a good foundation on which to develop and implement our third Wiltshire LTP. However, formulating such a strategy is not an easy thing to do because it needs to resolve or at least reconcile some of the inherent tensions found in and between the strategic objectives. For example, while the 'credit crunch' is severely affecting the economy at the moment, the eventual return to a growing, prosperous and dynamic economy is likely to lead to increased traffic and personal mobility which in turn is likely to produce a number of adverse impacts (e.g. the further centralisation of essential services, increased congestion, lower demand for public transport services and higher climate change emissions).

5.2 Long-Term Transport Strategy

Three approaches to a long-term transport strategy (see Table 2 on page 14) have been put forward which group appropriate actions in line with an underlying premise (see below).

While the underlying premise of each approach is very different, some of the differences

between the actions shown in Table 2 may seem quite subtle in nature. There are two reasons for this. Firstly, in some cases, the change of just a few words can in fact be very significant in terms of how the strategy is implemented. Secondly, while each approach would lead to quite pronounced differences in how the transport system functions in Wiltshire, an attempt has nevertheless been made to keep the approaches within a broadly realistic spectrum (e.g. a workplace parking levy or road user charging scheme have not been included in any of the approaches).

The '**Established Approach**' is largely based on the way transport is currently dealt with in Wiltshire, and has the following underlying premise:

'Support essential sustainable transport services and measures, but accept that the private motor vehicle will be the predominant mode of transport for the foreseeable future'.

The second approach, termed the '**Balanced Approach**', seeks to support a more sustainable future by encouraging the most 'fit for purpose' transport mode for journeys. Its underlying premise is:

'Improve sustainable transport services and measures, and help to reduce reliance on the private motor vehicle in urban areas'.

The third approach, termed the '**Radical Approach**', would seek to move Wiltshire much more fully towards a future based on sustainable mobility. Its underlying premise is:

'Prioritise sustainable transport services and measures, and discourage the use of the private motor vehicle in urban areas'.

Overall, it is considered that the 'Established Approach' would not fully support the Sustainable Community Strategy's vision and would not be a wholly responsible or appropriate response to some of the current pressing transport issues like increasing congestion, worsening accessibility and the threat of climate change. Conversely, while the 'Radical Approach' would more readily

address these types of issues, in doing so it may adversely affect Wiltshire's economy, it would lead to a significant strain on the Council's budgets in the short-to-medium term and it would probably be generally unpopular especially given the current 'credit crunch'. The 'Balanced Approach' is therefore put forward as the 'preferred option' as it would both help to fully deliver the Community Strategy's vision and be a more appropriate response, considering Wiltshire's profile, to dealing with current pressing transport issues.

Question 6

Which of the approaches do you support and why? If you support the 'Radical Approach', how does the Council pay for some of the suggested measures (e.g. significant public transport enhancements) without damaging the local economy (e.g. by having to impose high parking charges)? Have we omitted anything significant from the three approaches?

Table 2: Features of the Long-Term Transport Strategy Approaches

Key:
- The lighter highlighted text indicates significant changes in the Balanced Approach from the Established Approach.
- The darker highlighted text indicates significant changes in the Radical Approach from the Established Approach.

Strategy Element	Established Approach	Balanced Approach	Radical Approach
Asset and Network Management	Establish a road and road user hierarchy based largely on the current classifications of roads. Maintain, improve and manage roads in accordance with their functional importance (determined by the above hierarchy). Ease traffic congestion 'hot spots', maintain journey time reliability and seek to mitigate significant adverse community and environmental traffic impacts on key routes. Set up a Wiltshire Traffic Control Centre. Where appropriate, reduce the impacts of asset and network management on the built and natural environment.	Establish a road and road user hierarchy based on the location and activities on different roads. Maintain, improve and manage roads in accordance with their functional importance (determined by the above hierarchy). Ease congestion 'hot spots', particularly where they impact on the running of bus services, improve journey time reliability and seek to mitigate significant adverse community and environmental traffic impacts on key routes. Set up a Wiltshire Traffic Control Centre. Where appropriate, reduce the impacts of asset and network management on the built and natural environment, and seek to enhance sensitive locations.	Establish a road and road user hierarchy based on the location and activities on different sections of roads. Maintain, improve and manage roads in accordance with their functional importance (determined by the above hierarchy). Ease congestion 'hot spots', particularly where they impact on the running of bus services, improve journey time reliability and seek to mitigate adverse community and environmental impacts on key routes. Set up a Wiltshire Traffic Control Centre. Where appropriate, seek to enhance the built and natural environment through asset and network management.
Demand and Traffic Management	Introduce and/or increase limited demand management measures (e.g. parking standards, provision and charges) and traffic management measures (e.g. bus priority measures) in the larger market towns.	Encourage commuters in particular to use sustainable transport modes by introducing and/or increasing appropriate demand management measures and traffic management measures in the market towns and especially in Chippenham, Salisbury and Trowbridge. Hypothecate surplus parking revenues to support sustainable transport services and measures.	Encourage people to use sustainable transport modes for many journeys by introducing extensive demand management measures and traffic management measures in the market towns and especially in Chippenham, Salisbury and Trowbridge. Hypothecate surplus parking revenues to support sustainable transport services and measures.

Strategy Element	Established Approach	Balanced Approach	Radical Approach
Freight	Encourage the use of Wiltshire's HGV Route Network and prioritise where to introduce appropriate freight management measures.	Encourage the use of Wiltshire's HGV Route Network and prioritise where to introduce appropriate freight management measures.	Establish the use of Wiltshire's HGV Route Network through the systematic introduction of area-wide freight management measures.
	Liaise with partners to reduce the adverse impact of satellite navigation routing on inappropriate local roads.	Work with partners to reduce the adverse impact of satellite navigation routing on inappropriate local roads.	Work with partners to reduce the adverse impact of satellite navigation routing on inappropriate local roads.
	Liaise with industry to explore opportunities to introduce 'break bulk' interchanges and move freight to rail.	Work with industry to explore opportunities to introduce 'break bulk' interchanges and move freight to rail.	Work with industry to implement measures which introduce 'break bulk' interchanges and move freight to rail.
Road Safety	Reduce road casualties and protect vulnerable road users by implementing the '3 Es' (education, enforcement and engineering) to meet minimum acceptable (i.e. 'national') targets.	Reduce road casualties and protect vulnerable road users by implementing the '3 Es' to meet locally agreed 'satisfactory' targets.	Seek to reduce road casualties and protect vulnerable road users by implementing the '3 Es' to meet locally agreed 'stretching' targets.
	Reduce the impact of traffic speeds in towns and villages by focusing on traditional measures.	Reduce the impact of traffic speeds in towns and villages by using a balance of traditional and innovative measures.	Reduce the impact of traffic speeds in towns and villages by focusing on innovative measures.
Public Transport and Accessibility	Support non-commercial and demand responsive bus services, and voluntary and community transport services, to maintain a baseline level of access to employment opportunities and essential facilities and services.	Support non-commercial and demand responsive bus services, and voluntary and community transport services, to incrementally improve access to employment opportunities and essential facilities and services.	Support non-commercial and demand responsive bus services, and voluntary and community transport services, to significantly improve access to employment opportunities and essential facilities and services.
	Enhance facilities and encourage service enhancements on the Key Bus Route Network (KBRN).	Enhance facilities, support punctuality improvements and seek service enhancements through quality partnerships with bus operators on services within the main market towns and on the KBRN.	Enhance facilities, support punctuality improvements and establish service enhancements through quality partnerships with bus operators on the whole of the commercial bus network.
	Lobby for rail service improvements and provide limited support for station and interchange improvements.	Lobby for rail service improvements and provide reasonable support for station and interchange improvements.	Lobby for rail service improvements and provide extensive support for station and interchange improvements.
	Maintain public transport information and promote public transport services using a mixture of traditional (e.g. timetables, leaflets, posters) and more innovative (e.g. Real Time Passenger Information, 'traveline', mobile phone texts) measures.	Improve public transport information and the promotion of public transport services using a mixture of traditional and more innovative measures.	Significantly improve public transport information and the promotion of public transport services using a mixture of traditional and more innovative measures.
	Liaise with service providers and partners to address access issues caused by the way in which services are planned, provided or located.	Jointly work with service providers and partners to address access issues caused by the way in which services are planned, provided or located.	Jointly work with service providers and partners to address access and perception issues caused by the way in which services are planned, provided or located.

Strategy Element	Established Approach	Balanced Approach	Radical Approach
Walking and Two-Wheelers	Implement town centre pedestrian and streetscene improvements, and introduce cycle links where there is local support. Support the role that powered two-wheelers can play in a safe and sustainable transport system.	Implement streetscene improvements and introduce cycling and pedestrian improvements on a network basis in all the market towns. Support the role that powered two-wheelers can play in a safe and sustainable transport system. Support Sustrans in the development of their 'Connect2' project.	Implement streetscene improvements and introduce cycling and pedestrian improvements on a network basis in and between all the market towns (where proximity allows). Support and promote the role that powered two-wheelers can play in a safe and sustainable transport system. Support Sustrans in the development of their 'Connect2' project.
Smarter Choices	Work with local authority schools to develop travel plans and implement the 'Wiltshire Sustainable Modes of Travel Strategy' Use the planning system to develop residential and business travel plans. Undertake limited promotion of the countywide car sharing scheme.	Work with all schools to develop travel plans and implement the 'Wiltshire Sustainable Modes of Travel Strategy'. Use the planning system to develop residential and business travel plans and improve the Council's effectiveness in travel plan monitoring and enforcement. Undertake reasonable promotion of the countywide car sharing scheme. Proactively seek to develop travel plans with large organisations and businesses. Introduce 'smarter choice' measures such as car clubs and personalised travel planning in appropriate new developments.	Work with all schools to develop travel plans and implement the 'Wiltshire Sustainable Modes of Travel Strategy'. Use the planning system to develop residential and business travel plans and improve the Council's effectiveness in travel plan monitoring and enforcement. Undertake extensive promotion of the countywide car sharing scheme. Proactively seek to develop travel plans with large and medium sized organisations and businesses. Introduce 'smarter choice' measures such as car clubs and personalised travel planning in appropriate new developments and other suitable areas.
Air Quality	Address traffic-related air quality issues in Air Quality Management Areas.	Address traffic-related air quality issues in Air Quality Management Areas. Seek to improve traffic-related air quality issues on a countywide basis.	Address traffic-related air quality issues in Air Quality Management Areas. Improve traffic-related air quality issues on a countywide basis.
Sustainable Development	Work with partners to develop and implement area transport strategies for Chippenham, Devizes, Salisbury and Trowbridge. Require appropriate Transport Assessments and contributions from developments.	Work with partners to develop and implement area transport strategies for Chippenham, Devizes, Salisbury, Trowbridge and other Community Areas where appropriate. Require appropriate Transport Assessments and contributions from developments. Consider the Community Infrastructure Levy (or similar).	Work with partners to develop and implement area transport strategies for Chippenham, Devizes, Salisbury, Trowbridge and all other Community Areas. Require appropriate Transport Assessments and contributions from developments. Implement the Community Infrastructure Levy (or similar).
Other Quality of Life Issues (including climate change)	Seek to address other quality of life issues through the overall approach and relevant theme/area strategies.	Seek to address other quality of life issues through the overall approach and relevant theme/area strategies.	Seek to address other quality of life issues through the overall approach and relevant theme/area strategies.

6.0 KEY TRANSPORT THEMES

6.1 Introduction

In developing the third Wiltshire LTP, we need to build on our successes and also learn from those things which have not gone so well. We also need to learn from best practice elsewhere, while making sure that any measures are suitable for a predominately rural area like Wiltshire. In addition, it is important to remember that we have to aim to be consistent with, and aim to achieve, national, regional and local objectives.

The following sections briefly outline a number of key transport themes and pose a number of questions that we would like to receive responses on to help us develop the third Wiltshire LTP and particularly its 'daughter documents' (e.g. Public Transport Strategy, Freight Strategy and Parking Plan). While these sections are focussed on transport themes and modes, ultimately it will be important that these are related back to the wider context of the strategic objectives (e.g. economic development, climate change, health and the built and natural environment).

6.2 Accessibility

In order for individuals and communities to realise their full potential, we need to make sure that everyone can access a full range of opportunities, and in particular, essential services and facilities.

Accessibility planning was first introduced in 2003 by the Government's Social Exclusion Unit report 'Making the Connections' which demonstrated the importance of transport and accessibility to social inclusion. This report also set-out a cross sector strategy for improving access to the services with the greatest impact on life opportunities – jobs, health care, learning and food shops.

In essence, accessibility is about whether people can get to or receive key services at reasonable cost, in reasonable time and with reasonable ease. In Wiltshire, improving accessibility is an important and significant challenge because of:

- the rural nature of the county;
- the centralisation of services and facilities;
- increasing car ownership;
- certain groups not having access to private transport; and
- the difficulty in meeting accessibility needs in a cost-effective way.

A strategic accessibility assessment was undertaken by the Council during the preparation of its second LTP which identified three initial accessibility priorities for action:

- health;
- education, skills and training; and
- the Tisbury area in south Wiltshire.

There have been varying degrees of success in addressing these priorities. Notable successes have been in: continuing support for demand responsive transport (which has been re-branded as 'Connect2'); the commitment to retaining relatively good levels of public transport access; supporting initiatives to provide opportunities to education, skills and training; and developing and supporting community and voluntary transport.

The accessibility planning process aims to bring local service providers and local stakeholders together to work in partnership to develop and deliver solutions to accessibility problems. And access to key services has been identified as a priority within the LAW. It is recognised that improving accessibility to jobs and services also provides opportunities to:

- support economic regeneration;
- facilitate the transition from welfare to work;
- reduce health inequalities; and
- improve participation and attendance in education.

6.3 Asset Management/ Highway Maintenance

The Council's highway network and related infrastructure represent vital assets, which have been the subject of substantial investment over many years. Unfortunately, it has not always been possible to maintain consistent levels of expenditure on maintaining these assets; in times of budgetary constraint, the highways maintenance budget has been affected because the consequences of a funding reduction are not immediately apparent. However, over time, the lack of consistent investment manifests itself in the asset gradually deteriorating, with serious safety and cost implications.

While recent highway maintenance funding through the LTP process has seen significant improvements in overall carriageway conditions, public satisfaction with the condition of the network generally remains low. In the case of some assets such as footways, it has only been possible to carry out safety repairs and a very limited programme of planned maintenance. Ageing infrastructure is increasing the demand for maintenance expenditure, with street lighting columns in need of replacement being a particular concern; other equipment such as traffic signals also needs renewal and updating on a frequent basis.

In addition, the increased frequency of high intensity rainfall and storm events is putting increasing strain on the drainage infrastructure, which has unfortunately been subject to poor maintenance for decades. Having said this, programmes of extensive drainage investigation and repair have been undertaken in Wiltshire in recent years and the Council is in a good position compared to many other authorities; however, extensive work is still required in order reduce the risk of flooding.

6.4 Freight

The efficient distribution of goods is critical to a modern economy. It meets the need for market diversity and consumer choice, and helps drive competitiveness, jobs growth and prosperity. However, the efficient distribution of freight has to be weighed against the impact it has on the society it serves and on the built and natural environment. The Council recognises this and takes seriously the need to achieve a more sustainable distribution of freight that balances the needs of the economy, the environment and society.

To help achieve this objective, the Council has continued to hold Freight Quality Partnership (FQP) meetings that have allowed various parties to discuss freight related matters and to progress Wiltshire's Freight Strategy policies:

Policy FT1: Consult with industrialists and distributors on how they can move traffic by rail. Encourage and support maximum use of the rail network for the movement of freight,

with particular reference to working towards a uniform structure/loading gauge.

Policy FT2: Maintain a Freight Quality Partnership involving all interested organisations and considering both road and rail options and interfaces.

Policy FT3: Support the South Marston and Westbury intermodal freight terminals.

Policy FT4: Support the development and use of innovative low-cost freight terminals.

Policy FT5: Consider the recycling of waste using rail as a means of distribution.

Policy FT6: Develop a network of strategic lorry routes for Wiltshire to cater for long-distance lorry movements.

Policy FT7: Develop a supporting network of local lorry routes to meet the local freight needs of the county and encourage HGV's to use those roads where a minimum of environmental damage will occur.

Policy FT8: After the introduction of the Strategic and Local Lorry Routes, and the evaluation of their effects, consideration should be given to the introduction of a targeted programme of traffic management measures.

Policy FT9: Encourage and support the development of freight driver facilities and overnight lorry parking, particularly at the proposed Westbury Freight Terminal.

Policy FT10: Give a high priority to rail access issues and the associated road access when formulating and implementing development control policies.

Question 11

What revisions to the existing freight policies should be made? What other policies should be considered (e.g. on satellite navigation systems, on break-bulk interchange facilities, on the promotion of the HGV route network to drivers etc)?

Regrettably, progress on many of these policies, particularly those related to rail, has been slower than originally hoped. Where there has been some progress, this has mainly been in relation to road freight (see examples below) which constitutes the majority of freight movements in the county:

- a Wiltshire HGV Route Network map was produced in 2003 which informs drivers of the most appropriate routes to use in Wiltshire;

- an area-wide weight limit was introduced in the Downton and New Forest National Park area in October 2007; and

- a Freight Assessment and Priority Mechanism which allows the Council to more equitably assess the impact of HGVs was approved in April 2008.

Question 12

Given the difficulty in progressing rail freight policies and the fact that most freight movements in Wiltshire are by road, should the freight strategy be reoriented to focus more on road freight or should the rail policies be more aggressively pursued?

6.5 Network Management

The highway network plays a vital role in our modern society. It facilitates the movement of goods and people, provides access to homes, businesses and key public services, and enables communications and utilities infrastructure to be readily routed. It therefore fulfils a multitude of functions for a variety of users, all of whom may have different expectations of the network.

Increasingly though, the role of the highway network is being compromised by rising congestion levels, increasing delays, unreliable journey times and disruption caused by road works and events. At the same time, growing traffic volumes are compromising our quality of life, in terms of community severance, noise and pollution, and our built and natural environments.

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How then do we maintain the vital role of the highway network while reducing its adverse impacts? What is now generally recognised is that building ourselves out of transport problems cannot be a universal panacea. Therefore, while appropriate infrastructure improvements are required in some locations, our central focus needs to be on making the best use of what we've already got - the existing highway network infrastructure. In doing so, this will reap benefits for the economy, society and the environment.

The Traffic Management Act (July, 2004) aims to support the above concept and includes a Network Management Duty (NMD) to ensure that the road network is managed for the benefit of all road users. The Council is currently developing a Network Management Plan which will demonstrate how it is meeting the requirements of the NMD.

The proposed overall objectives of the Network Management Plan are:

- to make the best use of existing transport infrastructure through effective design, management and maintenance;
- to minimise delays and disruption, and improve journey time reliability on key routes;
- to facilitate the safe and efficient movement of people and goods on the highway network in the most sustainable manner possible; and
- to reduce the impact of traffic on people's quality of life and Wiltshire's built and natural environment.

To inform the development of the Network Management Plan, a compliance analysis has been undertaken to establish what the Council already does in terms of network management and in doing so, establish what actions the Council and its partners need to take to fulfil the requirements of the NMD. The Council has also participated in a region-wide exercise to benchmark compliance with the NMD.

Question 13

Are traffic delays, disruption and congestion a significant problem in Wiltshire? If they are, where and when do these problems occur, and what measures do you favour to tackle them (e.g. more junction capacity, better provision of travel information, better co-ordination of streetworks/events/incidents etc)?

Question 14

Should the priority given to users on a road reflect the local setting of the road in question (e.g. in town centres and residential streets, pedestrians and cyclists would be given priority over motor vehicles)?

6.6 Parking

Policies for the supply and management of parking are required to complement the promotion of sustainable transport choices, support economic growth and avoid the wasteful competition (based on parking charges) between different locations. Parking policies can also improve journey time reliability (by helping to reduce car use and therefore traffic congestion), reduce road user conflicts (by implementing appropriate on-street parking measures), maintain accessibility levels (by ensuring there are adequate cycling, motorcycling, taxi and mobility impaired parking spaces), and enhance the built environment (by making sure that parking doesn't adversely affect streetscenes).

However, there are tensions in trying to adopt effective car parking policies that support a wide range of economic, environmental and social objectives, particularly as increasing levels of mobility for most members of our society (i.e. people with access to a car) has at the same time led to reduced accessibility to goods and services for a significant minority of our society (i.e. people who do not have access to a car).

A reasonable balance therefore needs to be found between using parking policies to support economic growth and as an effective demand management tool to achieve sustainable transport objectives.

The Council initially developed a 'Parking Plan' during the preparation of the first Wiltshire LTP. It sets out maximum parking standards for new development, as well as policies for developer contributions, strategies for public parking (including recommended parking charges) and standards for cycle parking. A specific parking strategy for Salisbury - 'Getting the Right Balance' - was also prepared in 2000 which sets out the principles and priorities for the supply and management of parking in Salisbury city centre.

During the preparation of the second LTP, two main issues relating to parking in the county were identified:

- the need for the greater control of parking whilst recognising the need to maintain and enhance the vibrancy and vitality of local town centres; and

- the widespread contravention of parking restrictions through lack of enforcement.

Many of Wiltshire's towns have a supply of free or relatively cheap public parking, as well as large amounts of private non-residential parking. In addition, on-street car parking regulations have historically been one of the most widely contravened categories of road traffic regulations (under the Traffic Management Act 2004, the responsibility for parking enforcement in Wiltshire has been transferred from the Police to the Council).

The emerging RSS states that it is not practicable or desirable to seek to apply a uniform set of parking standards in the south west region because of the diversity of the region. Given this, Policy RTS3 'Parking' in the emerging RSS states that:

'Parking measures should be implemented to reduce reliance on the car and encourage the use of sustainable transport modes. Relevant

plans and strategies should include policies and proposals for:

Parking standards
Standards should promote sustainable transport choices. In those parts of the region (particularly the SSCTs) where levels of accessibility by sustainable modes are high (or planned to be high) lower levels of parking provision for new development should be provided.

Parking Provision
The total parking stock should be managed to reflect local circumstances and the relative accessibility by sustainable transport modes.'

Further, policy RTS2 'Demand Management and Sustainable Travel Measures at the SSCTs', recognises the important role of parking strategies (including charging regimes) in SSCTs such as Chippenham, Salisbury and Trowbridge to reduce the growth of road traffic levels and congestion.

The LTP Parking Plan is currently being reviewed and it is proposed that an over-arching parking policy for the county will be adopted, under which a number of themed documents will sit (e.g. residential parking, parking standards, parking charges etc).

Question 15

Given Wiltshire's predominantly rural nature and the need to support local businesses, do you think it is appropriate to increase demand management (e.g. parking standards and charges) and traffic management measures (e.g. on-street parking) in Chippenham, Salisbury, Trowbridge and other large market towns to help encourage the use of sustainable transport modes?

Question 16

Should commuters and/or shoppers be particularly encouraged to use sustainable transport modes by the introduction of higher parking charges?

6.7 Public Transport

The Council supports and develops public transport for two main reasons:

- so that people who do not have a car available are able to get to important services and opportunities, and;
- to provide an alternative to the car as a way of contributing to reducing congestion, pollution and greenhouse gas emissions.

To achieve these aims, four public transport objectives have been established against which a variety of targets are set and monitored:

- to maintain and seek to improve opportunities to access important services and facilities;
- to reverse the historic decline in bus use;
- to improve the quality of public transport travel and reduce barriers to the use of public transport, and;
- to improve satisfaction with public transport.

Many of the targets set in the current LTP are being achieved. Bus service levels in most areas have been maintained and in many cases are significantly better than they were in the 1980s. The Wigglybus, Hopper and Taxilink services continue to operate despite the end of Government funding, and have been re-launched under the 'Connect 2 Wiltshire' name. Use of bus services has increased by over 20% in the last three years, from 9.7 million to over 12 million passenger trips a year. Bus operators have invested in new accessible vehicles on many of the busiest routes (although there is still a long way to go before all bus routes are accessible), and good progress has been made in improving bus stops and shelters on the Key Bus Route Network. And, public transport information has improved through the 'traveline' telephone enquiry service and web journey planner, and new clearer formats for Council timetable booklets and bus stop timetable displays.

However, despite these successes, it is becoming more and more difficult to sustain bus services at their existing level, let alone make the improvements to frequency and coverage that would be needed to meet the expectations of many existing and potential users. And social and economic trends are also leading to more dispersed patterns of demand that are extremely difficult to serve in a cost-effective way with public transport. The following are some of the key issues that will have to be addressed in developing the public transport strategy for the third Wiltshire LTP:

- Bus operating costs have been rising much faster than inflation for many years, leading to higher prices for services run under contract to the Council and a reduction in the viability of many commercial services, some of which have had to be replaced by additional Council contracts. As a result, the Council's public transport spending has doubled since 2001 just to maintain existing levels of service.
- The situation has been aggravated recently by operators' dissatisfaction with the Government's 'rules' and amounts by which they are reimbursed for the new national entitlement to free travel for the over 60s.
- Under current funding arrangements, and given the pressures from rising costs referred to above, there is no certainty from one year to the next that sufficient funding will be available to avoid service reductions. This leads to a 'stop-go' approach to policy implementation and makes any forward planning extremely difficult.
- Increasing traffic volumes are making it more difficult for buses to keep to time, meaning that more time is needed in the schedule and more buses are needed to run the same frequency of service. This again increases costs and makes services less viable.
- In many areas of life, facilities and services are being planned in ways that lead to longer journeys or more dispersed patterns of demand: out of town developments for shopping, entertainment and employment; education policies that encourage parental choice, specialist schools, choice of 14-19

diplomas, or activities outside of normal school hours; patient choice in the health sector and reviews and rationalisation of hospitals and surgeries. All of these are difficult to serve effectively by conventional public transport, and flexible or demand-responsive transport is by its nature more expensive as the costs of operation are spread over fewer passengers.

Question 17

With a limited budget to support public transport services, how can the Council best respond to continuing above-inflation cost increases? For instance, should funding for public transport be prioritised over other Council services (with possible adverse impacts on delivery)? Should parking charges be increased to provide financial support for public transport (with possible adverse impacts on retail centres)? Or should we accept that public transport services will have to be reduced further? If you think it should be the latter, where should these reductions be made?

Question 18

How can the Council best deal with the dispersed pattern of passenger demand which makes delivering good public transport access so difficult to achieve? Or should this situation be accepted as inevitable in a predominantly rural area like Wiltshire and resources found to deliver more flexible, specialised, community and/or voluntary transport for those who need access?

Question 19

Should priority be given to public transport services which provide essential access for people without private transport, or to services which will attract car users so as to help reduce congestion, pollution and climate change emissions? The Council's existing public transport strategy seeks to achieve a balance between these two aims – is the balance right?

6.8 Road Safety

The Wiltshire Road Safety Strategy is fundamentally based on the well established three E's: Education, Enforcement and Engineering. Following the publication of the Audit Commission report 'Changing Lanes', the Council has actively sought to strengthen its relationship with partners.

The Wiltshire and Swindon Road Safety Board is comprised of key partners and is tasked with reviewing the strategic approach to road safety in the county. Road collision data is the statistical information that underpins the decision making process and the Board is developing a strategy document that will be regularly reviewed to ensure that the actions taken by the partners address the problems on the county's road network.

Education

The collision prevention work undertaken by the Council's road safety officers is centred on education, training and publicity. A comprehensive range of activities (see below) is carried out to: influence driver behaviour; improve the skills of all age groups; and give vulnerable road users, such as children, the necessary skills to make them safe on the highway network.

• The Council provides Cycling Proficiency Training (NCP) to children and trains adults to become National Standard Cyclist Instructors. The Child Pedestrian Training Scheme, 'Walk Safe', has been operated giving instruction to both children and adults.

- There is an ongoing programme of road user training including the National Driver Improvement Scheme, National 'BikeSafe' Scheme, 'PASS-PLUS' and SAGE (Safer Driving with Age Scheme). New initiatives are under development aimed at providing enhanced training for young drivers and motor scooter riders.
- The Council actively supports the Government's 'THINK' campaign to influence driver behaviour through publicity including attending and sponsoring local events, radio advertisements and specific campaigns with partners to deliver road safety initiatives.

Question 20

Which of the following road users do you consider the most vulnerable? :

- **car drivers;**
- **motorcyclists;**
- **cyclists; or**
- **pedestrians.**

Which require the highest priority in terms of road safety training and education?

Question 21

Should road safety publicity campaigns be based on national campaigns or should they be more Wiltshire focussed? What are the key road safety messages for Wiltshire (e.g. drink driving, speeding etc)?

Enforcement

The Police generally take the lead on enforcement of road traffic law. Continuing support is given to the Safety Camera Partnership which has the aim of reducing casualties by the operation of safety cameras at core sites to positively influence driver compliance with speed limits. The Partnership is continuing to develop its approach and is currently trialling a Community Speed Watch programme.

The Council has supported increased activity in the area of education and information aimed at changing the attitudes of driving offenders and society in general. The Partnership continues to provide information to schools and businesses, attend and sponsor local events throughout the county.

With regard to speed limits, in general, a cautious approach to the introduction of new speed restrictions is being adopted; a review of speed restrictions on the Council's 'Group 1' roads is being undertaken to enable changes to be implemented by 2011 in accordance with Government requirements.

Question 22

Speed enforcement through the use of fixed and mobile cameras is well established in Wiltshire. Do you consider that their use should be extended or complemented with other measures such as variable message type speed warning signs?

Engineering

The resources available for collision reduction involving engineering measures (local safety schemes) are targeted at the sites with the worst collision problem. The engineering measures implemented can include high visibility signs and lines, vehicle activated warning signs and other innovative measures to improve the safety of the highway network.

6.9 Smarter Choices

'Smarter choices' (formerly known as 'Travelwise') refers to marketing and promotional campaigns, and other measures (e.g. travel plans, car sharing and car clubs) that try to change 'hearts and minds' and encourage travel in more sustainable ways.

There is considerable government guidance and encouragement for 'smarter choices', the most recent and relevant of which is the 2005 DfT report, 'Smarter Choices – Changing the Way We Travel'. This recognised how 'smarter

choices' could contribute to a number of factors including a reduction in congestion, the promotion of social inclusiveness, accessibility, health and well being, and the enhancement of local air quality.

'Smarter choices' measures have been included in both the previous and current Wiltshire LTPs in order to help meet relevant objectives and targets. And, considerable progress has been made, notably in implementing school travel plans in over 80% of schools and attracting nearly 10,000 people to join www.carsharewiltshire.com. In addition, as part of the planning process, the Council requires many applicants (e.g. schools, businesses and residential developers) to develop travel plans, and where possible, to contribute financially to 'smarter choices' improvements.

While it is likely that 'smarter choices' will play an important part in the next Wiltshire LTP, we need to ensure that it provides value for money and that it reflects the circumstances found in Wiltshire. We also need to learn from experiences elsewhere particularly where the Government has funded pilot projects; for example, one potential new measure could be personalised travel planning where specific areas/groups of people are targeted with customised sustainable travel information over a period of time.

Question 23

What 'smarter choices' marketing and promotional campaign methods can best inform people about sustainable travel (e.g. fun days, local support of national campaigns, mail drops, roadside boards, radio adverts, car park ticket adverts, etc)? And which messages can best promote 'smarter choices' (e.g. cost savings, health benefits, accessibility improvements, reduced social exclusion etc)?

Question 24

Would community car clubs where people pay a fee (typically a membership and time fee) to use a car be a viable option in Wiltshire? If you think they would, where should they be introduced?

Question 25

As it is expensive to implement, should the Council just use personalised travel planning in appropriate new developments? If you think it should also be used in established housing areas, where is the best place to set-up a pilot scheme?

6.10 Two-Wheelers

The Government is seeking to encourage more cycling (especially for short journeys to school and work) for its wider benefits such as reducing congestion, improving air quality and encouraging healthy lifestyles. There is also the recognition that scooters, mopeds and motorcycles can provide an alternative means of transport for many trips and that they can be especially useful in congested road conditions or where sustainable transport modes are limited or unrealistic. However, it is also recognised that two-wheelers represent a large proportion of casualties in relation to their numbers on the road.

A 'County Cycle Action Plan' was developed during the preparation of first Wiltshire LTP and the DfT requires local authorities to develop powered two-wheeler strategies as part of the LTP process. Given this, the Council is proposing to prepare a two-wheeler strategy for the third Wiltshire LTP that sets out clear policies for cycles, motorcycles, mopeds and scooters.

While the promotion of cycling is generally popular with the public, the actual delivery of cycle schemes has sometimes proved difficult to achieve. Typically, solutions to providing cycleways in Wiltshire involves the provision

of shared-use paths which can be seen as hazardous to pedestrians, or on-carriageway cycle lanes which are believed to contribute to congestion because of the reallocation of road space. Furthermore, both types of scheme can result in the removal of on-street parking which is often unpopular and as a result, a number of schemes have raised objections from local residents. In addition, the requirement to spend developer contributions in the vicinity of the relevant new development has contributed to the rather fragmented nature of the cycle network in many of Wiltshire's towns. Nevertheless, the Council remains committed to reviewing and improving the town cycle networks, improving cycle facilities and promoting cycle-related campaigns.

In terms of powered-two wheelers, the Council's highway maintenance service is aware of the particular problems experienced by motorcyclists (and cyclists) and as outlined in section 6.8, the Council works with partners to improve their safety on Wiltshire's roads. What we need to do now is make the use of powered two-wheelers both a sustainable and safer transport alternative.

Question 26

Do you think it is right that the Council is proposing to prepare a two-wheeler strategy which sets out policies and objectives for cycles, motorbikes, mopeds and scooters? Or should we develop separate cycle and powered-two wheeler strategies?

Question 27

What do you think are the best ways of promoting the benefits of two-wheelers? What measures do you think should be implemented to encourage people to make greater use of two-wheelers?

6.11 Walking

There are a number of reasons why walking should be an important element of the LTP:

- Walking is a realistic choice for many short journeys.
- Walking is often the 'glue' linking other transport modes (especially at interchanges) and at a journey's start and end.
- Walking is a physical and sociable activity which can contribute to improved well being.
- The negative impacts of walking, at both a global and local level, are very low.
- Improvements to the walking environment can contribute to the general attractiveness of public spaces, making settlements better places to live and work.
- Promoting walking can contribute towards many other goals in Wiltshire (e.g. many of the 'Ambitions' in the LAW see section 3.5).

Since the publication of the LTP 'County Walking Action Plan' in 2001, the Council has implemented a number of measures to encourage an increase in walking, including:

- improvement of the walking environment in town centres;
- additional pedestrian crossings;
- development of travel plans (for schools and employers); and
- measures to reduce the number of pedestrian accidents.

However, despite concentrating on improvements in town centres (where there is generally a higher level of walking trips), with the exception of a steady reduction in the number of pedestrian casualties, there hasn't unfortunately been a significant increase in walking generally.

To achieve better progress, we need to establish whether more effective measures can be implemented, or whether external factors outside of transport are more likely to have an influence. Some relevant considerations here are that:

- The DfT's three pilot 'Sustainable Travel Demonstration Towns' (Darlington, Peterborough and Worcester) have witnessed an increase in walking of 20%.

- The likelihood and opportunity to walk is being affected by increasing car ownership levels and the centralisation of services and facilities.

- Both economic and lifestyle factors can affect the degree of car/walking substitution e.g. the choice to live within walking distance of work may depend upon the quality of the streetscape as well as the cost of housing and travel.

- Physical issues such as the need to carry bags and the fear of traffic and crime can all act as deterrents to walking.

- The better integration of urban walking routes with the rights of way network may have wider benefits.

Question 28

Which of the following walking themes do you consider to be the most and least important?:

- **Improving health through regular physical activity – e.g. by encouraging people to walk to school or work.**

- **Promoting tourism – e.g. by focusing on 'tourist towns' and recreational walking routes.**

- **Reducing greenhouse gas emissions – e.g. by maximising occasions where walking can replace private car journeys.**

- **Making walking routes suitable for 'all weathers' and improving rest opportunities.**

- **Improving community cohesion and access to local green spaces – e.g. enabling children to have independent access to friends and play areas.**

Question 29

Do you think that resources to implement walking measures should be concentrated on selected routes/areas in order to achieve the best value for money? Or should resources be directed to achieving a basic minimum standard of pedestrian links to essential facilities?

6.12 Community Area Strategies

During the preparation of the first Wiltshire LTP, a number of area transport strategies were developed in locations where land-use, economic, environmental and infrastructure problems were exerting pressure on the transport network and the provision of transport services:

- Western Wiltshire Sustainable Transport Strategy
- Salisbury Transport Plan
- Devizes Community Area Transport Strategy.

These strategies sought to integrate land-use planning, transport and economic systems in a way that minimised the impact on the environment by increasing local employment opportunities and reducing the need to travel. In order to achieve this, the strategies aimed to improve access, increase safety, reduce traffic and congestion, and enhance journey-time reliability. Other elements of the strategies included rail service and station enhancements, better public transport services, the development of pedestrian and cycle networks, and localised highway improvements.

These strategy areas were the priority for investment using integrated transport block funding during the first Wiltshire LTP and remain so during the current LTP period; as such, many of the elements of these transport strategies have been implemented, although a number still remain to be delivered.

During the first LTP, the number of area-based strategies was increased by the development of community area transport strategies for Tidworth and Ludgershall, and Marlborough. As part of the development of these strategies, a programme of schemes was identified and implemented using an annual allocation of the integrated transport block funding.

Given the above, it should be clear that not all of Wiltshire is covered by area-based transport strategies. Those settlements and rural areas not currently included are designated a lower priority for funding from the Council's integrated transport block.

Furthermore, the emerging RSS concentrates growth in the SSCTs which in Wiltshire are Chippenham, Salisbury and Trowbridge. Therefore, over the period to 2026 there will be the need to plan and invest in the transport infrastructure and services in these three SSCTs in order to meet the transport requirements of the planned growth.

Question 30

Should the highest priority for funding continue to be directed at the area transport strategies of Western Wiltshire (particularly Chippenham and Trowbridge), Salisbury and Devizes? Or should more transport funding be distributed to some of the other areas in Wiltshire (with the implication that the existing high priority areas would receive less funding)?

6.13 Other Relevant Documents

There are a number of other documents which the Council will need to consider or develop during the preparation of its third LTP including the following:

• Air Quality Strategy
• Biodiversity Action Plan
• Climate Change Action Plan
• Economic Assessment Duty
• Equality Impact Assessment
• Habitats Regulation Assessment
• Rights of Way Improvement Plan
• Strategic Environmental Assessment
• Transport Asset Management Plan.

7.0 NEXT STEPS

As stated in section 1, this LTP Consultation Issues Paper provides an early opportunity for you to tell us your thoughts on transport in Wiltshire and in particular, what you would like the transport system in Wiltshire to look like in 20 years time. We will use your responses to help inform the production of a draft LTP in the spring/summer of 2010.

In the meantime, we will produce a document detailing the responses to this Issues Paper in the summer of 2009 and during the autumn we will engage further with communities, key partners and stakeholders though mechanisms such as the LTP Stakeholders Forum, Community Area Boards and the Transport Alliance.

Details on the above consultation exercises and other relevant matters connected with the development of the third Wiltshire LTP will be made available in due course on the Council's website (see back cover).

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