

Regional Transport Plan Guidance - Annexes

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Annex A Supporting Policy Documents

A1 Wales: A Vibrant Economy (WAVE)

A1.1 The WAVE policy document develops and updates the Wales Economic Strategy and sets out the Welsh Assembly Government's current approach to economic development.

A1.2 In respect of transport, the strategy points out the importance of fast, safe and reliable transport, the needs for deprived areas to benefit from improved accessibility to jobs and services and that transport development should also promote efficient use of resources.

A1.3 Transport investment is seen as a complementary investment to other infrastructure and regeneration initiatives to support development. There will be a particular interest for RTPs, in those schemes in the national improvement programme recently announced are mentioned in WAVE, viz:

- Highway improvements to the M4 (Newport toll) and A55
- Valley lines rail enhancements
- Improved international and Wales north-south air links
- Improved bus and community transport services
- Developing the potential of Welsh ports

A1.4 From the above, it will be seen that the main policy directions of improved accessibility, reliability, safety and environmental sustainability are inherent to economic development strategy and the investment themes follow this approach. The RTPs should take account of this and the national investment proposals put forward for their area.

A2 Wales Spatial Plan (WSP)

A2.1 The WSP is the key mechanism for implementing "Wales: a Better Country", the Welsh Assembly Government's strategic development plan for the country, which places a greater emphasis on the sustainability of development goals. Consultation on the WSP is broadly aimed at taking place in the latter half of 2007, at which point, an updated and consolidated Spatial Plan should be available.

A2.2 The purpose of the spatial planning framework is to guide policy interventions in respect of both land uses, including infrastructure and in the delivery of services, and goes beyond just a narrow view of development control.

A2.3 The WSP has five strategy themes:

- Building sustainable communities
- Promoting a sustainable economy

- Valuing our environment
- Achieving sustainable accessibility
- Respecting distinctiveness

A2.4 Though the accessibility theme could be thought of as having greatest immediate relevance to transport planning, in fact all these themes have a bearing on transport matters and should be treated as cross-cutting in nature.

A2.5 The objectives of the plan in respect of achieving sustainable accessibility are set out on page 30 of the Plan and are, as follows:

- Develop integrated public transport networks in NE Wales, Swansea bay area and SE Wales to provide practical alternatives
- Maintain the capability of the strategic corridors and gateways, principally identified as east-west movement corridors and their interfaces with England and Ireland
- Improve north-south links within Wales
- A new investment focus on public transport
- Improve the capability of larger retail developments to be served by sustainable transport means, through influencing locational policy
- Provide appropriate standard of accessibility in rural areas
- Develop ICT as a service delivery tool
- Increase levels of walking and cycling through providing better facilities
- Influence service delivery policy to take account of local characteristics and transport networks

A2.6 The above points together with the other spatial priorities need to inform the transport agenda in the RTP. A key work strand within the WSP is that of identifying “key settlements”, whose justification in terms of community and economic facilities has particular importance for transport, as these characteristics will be the principal generators of movement.

A2.7 Wales is divided into six spatial plan areas, whose boundaries are not fully contiguous with the Consortia / Local Authority boundaries.

- North Wales includes two spatial plan areas, but only a single consortium
- Central Wales has a single spatial plan area and three consortia
- South East Wales has a single spatial plan area and a single consortium
- South West Wales is divided into two spatial plan areas, but only a single consortium

In each case, the boundary details have deliberately not been defined with precision, to reflect the reality of community interactions and spatial linkages that transcend local authority boundaries.

A2.8 The WSP is expected to have a monitoring regime and planned updating schedule, to ensure its continuing relevance until the plan's horizon year.

A3 Wales Transport Strategy (WTS)

A3.1 The WTS must be regarded as the main 'parent' document to the RTPs, as it provides the policy guidance Consortia are expected to follow in producing their RTPs. WTS sets out 'outcomes' to be sought nationally and at regional/local level and also includes numerous examples of the type of initiative that could be promoted to address transport issues.

A3.2 Due to its particular relevance for RTPs, a separate Annex (D) is included covering the direction indicated by the WTS and how this translates into policy commitments to be interpreted by Consortia in their RTPs.

A3.3 As well as acting as a parent to the RTPs, the WTS is the policy context for the major transport plans, where Welsh Assembly Government acts as client, project leader and funder of nationally-important transport schemes and other initiatives. This covers both capital and revenue expenditure and into this category falls, *inter alia*:

- The trunk road route development, management and maintenance programmes
- Support for the Arriva Wales rail franchise and associated rail development
- Support for other public transport initiatives (e.g. concessionary fares)
- Safety strategy affecting national transport networks
- Central support for walking and cycling initiatives
- National freight strategy
- Air and port strategy
- Network development control affecting trunk roads
- National transport monitoring
- Responsibility for major environmental initiatives (e.g. noise mapping, trunk road air quality)
- New innovations (e.g. road user charging)

A3.4 The above are collectively referred to as the Assembly Government Transport Plans (ATPs) and the respective programmes and intended impacts in each region will need to be understood by Consortia when they are considering the

set of transport problems and opportunities that face them in preparing the RTP.

A4 Technical Advisory Note (TAN)18

A4.1 TAN18 (due to be published in March 2007) is a planning policy document providing advice to planners on the correct treatment of transport issues in the context of land use planning. It should be read in conjunction with *Planning Policy Wales (2002) (PPW)* which sets out the land use planning policies of the Welsh Assembly Government.

A4.2 The updated document is informed by the changes in the planning system made by the Planning & Compulsory Purchase Act including the new system of Local Development Plans, and the need to ensure more consistency in transport policy across the many new related documents produced by WAG. The new TAN therefore places greater stress on the emerging sustainability agenda in transport and planning.

A4.3 TAN 18 provides advice on this and is the link between the overarching development and transport planning documents and will seek to promote consistency through advice on:

- integration of transport and land use planning;
- integration between different types of transport;

A4.4 As well as providing advice to planners, the Consortia should also take notice of TAN 18 as it contains advice with direct implications for transport planning and implementation. It includes a requirement for developers to provide a Transport Assessment and Implementation Strategy for major developments based on strategic transport objectives.

A4.5 The transport strategy set out in the RTP, together with decisions on priorities for transport investment, will have implications for the development plan and may be relevant to decisions on some planning applications. A clear and unambiguous relationship between development plans and RTPs is essential if real improvement is to be delivered at local level. It is vital to ensure that the development plan strategy and decisions on individual planning applications are consistent with the transport strategy in RTPs. Similarly, it is necessary to ensure that the RTP strategy, which is the basis for the RTPs implementing policies and scheme proposals, takes full account of and complements the Wales Spatial Plan and land use strategy in the development plan.

A4.6 The overall aim of all parties should be to ensure full integration of RTP and development plan objectives and policies.

Other Strategies

- A5.1 Information on the Wales Road Safety Strategy (2003), the Smarter Choices Strategy (in development), the Walking and Cycling Strategy (2003) and the Wales Transport Monitoring Strategy may be found in Annex F.

Annex B SEA for Regional Transport Plans

Introduction

- B1 The purpose of this appendix is to provide an overview of the requirements for Strategic Environmental Assessment (SEA) in Wales and the application to Regional Transport Plans (RTPs). It provides an outline of what will be required at the various stages of the SEA process as applied to RTPs and outlines the assessment framework set by the Wales Transport Strategy (WTS) SEA. This appendix does not provide detailed guidance on how to carry out SEA, but makes reference to where such guidance can be found.

Legal context

- B2 European Directive 2001/42/EC on the environmental assessment of certain plans and programmes, commonly known as the SEA Directive, was adopted by the European member states in 2001. The SEA Directive was transposed into Welsh law through the Environmental Assessment of Plans and Programmes (Wales) Regulations 2004 (Welsh Statutory Instrument 2004 No.1656) which came into force in July 2004.
- B3 Some plans and programmes in the Welsh transport sector require SEA if they meet certain tests contained within the SEA Regulations for Wales. The WTS and the RTPs all require an SEA under the SEA Regulations. Valuable guidance on how to undertake an SEA exists in the *Practical Guide to the Strategic Environmental Assessment Directive* (ODPM 2005)¹, published by the (then) Office of the Deputy Prime Minister, the Welsh Assembly Government, the Scottish Executive and the Department of the Environment for Northern Ireland September 2005;

Purpose of SEA

- B4 The overarching aim of SEA is “*to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development*” (SEA Directive).
- B5 SEA is a systematic process for identifying and assessing the likely significant environmental effects of a plan or programme and its alternatives. SEA is a policy-aiding rather than a policy-making tool, and helps organisations, plan developers and authorities consider the effects of plans and programmes in a structured way to demonstrate that policy development has considered environmental and other effects.

¹ <http://www.communities.gov.uk/index.asp?id=1143275>

- B6 Broadly, the stages of an SEA involve:
- Consulting the Statutory Environmental Bodies on the proposed scope of the assessment process (commonly in the form of a Scoping Report);
 - Producing an Environmental Report identifying the likely significant environmental effects of the draft plan or programme and its alternatives;
 - Consulting on the draft plan and the accompanying Environmental Report;
 - Taking into account the Environmental Report and the results of consultation in decision-making; and
 - Providing information when the plan or programme is adopted and showing how the results of the SEA and consultation have been taken into account (the SEA Statement).

B7 The SEA Regulations for Wales also require the significant environmental effects of plan or programme implementation to be monitored, and for appropriate remedial action to be considered in order to reduce or offset adverse environmental effects.

Links to SEA of the Wales Transport Strategy

B8 Maximising the opportunities for linking SEA of different levels / decision making “tiers” (e.g. policies, plans, programmes, projects) is recognised in the SEA Regulations. The Regulations make a provision that the SEA Environmental Report:

“...must include such of the information contained in Schedule 2 (of the Regulations) as may reasonably be required, taking account of...the status of the plan or programme in the decision making process; and... the extent to which certain matters are more appropriately assessed at different levels in that process in order to avoid duplication of the assessment” (Regulation 12.3).

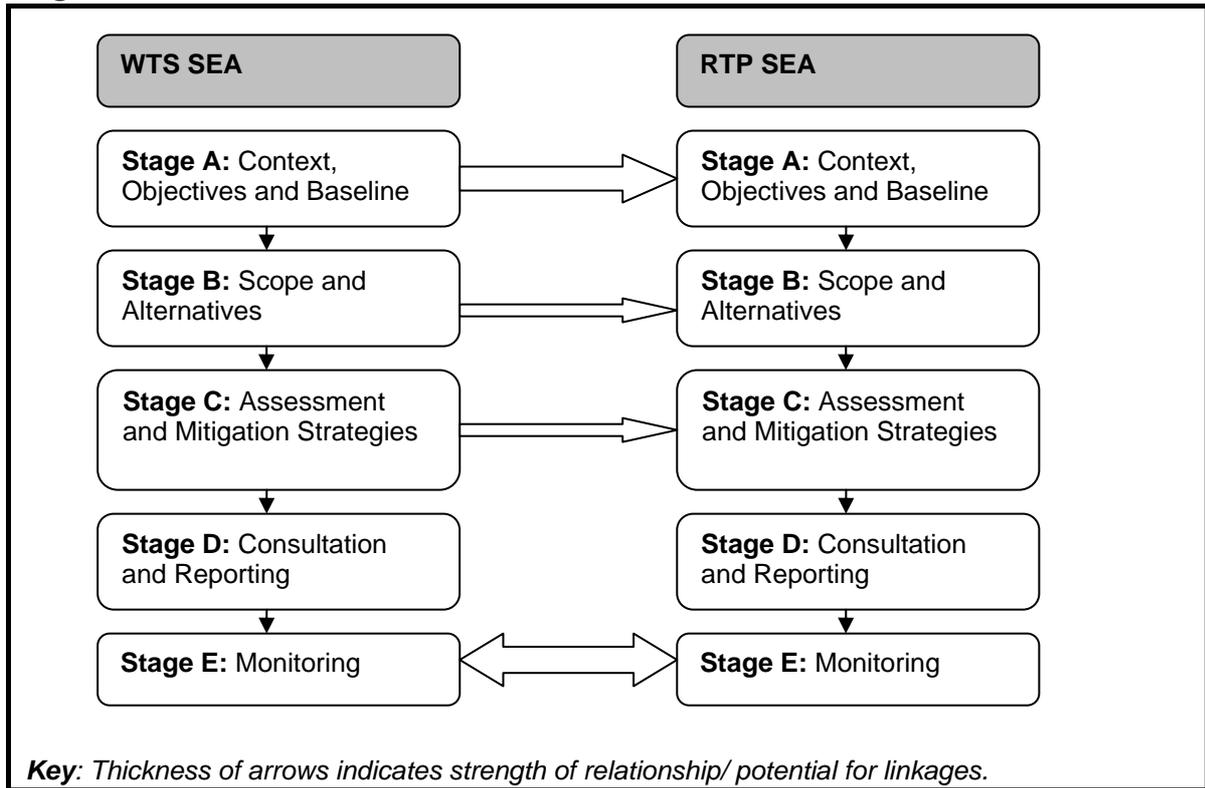
B9 The Welsh Assembly Government commissioned consultants to undertake an independent SEA to assess the likely significant environmental effects of the national WTS and its alternatives. The SEA has been undertaken in parallel to the preparation of the WTS enabling the SEA to inform the WTS at key stages of its development.

B10 Many of the issues that were relevant to the SEA of the national WTS will also be relevant to the SEAs for the RTPs. A co-ordinated approach should be taken to avoid duplication of effort in SEA activities such as setting objectives and indicators, baseline data collation and monitoring.

For other SEA activities such as public consultation and the production of an SEA report (the 'Environmental Report') there is less potential for combining efforts at the national and regional level.

B11 The relationship between SEA for the WTS and SEA for RTPs is illustrated in Figure B1, with arrows indicating potential flow of information between the various stages in the SEA process at the different levels.

Figure B1: Potential flow of information between the WTS and RTP SEAs



Integrating SEA with other appraisals

B12 Welsh transport plans and programmes that require SEA may also be subject to other appraisals such as WelTAG, Race Impact Assessment, Policy or Sustainability Appraisal and so on. Where applicable, an attempt should be made to integrate these appraisals to avoid duplication of effort.

B13 This can be done by investigating the potential for:

- Co-ordinating data collection to satisfy more than one appraisal requirement;
- Adopting a consistent approach to the development and use of objectives;
- Ensuring compatibility of information to enable comparison between data sets and appraisal findings;
- Co-ordinating assessments; and

- Co-ordinating monitoring and mitigation efforts.

Getting started and planning the SEA alongside the RTP

- B14 In order to get the full benefit of integrating SEA into RTP preparation, SEA should be started early. Environmental issues should start to be considered at the outset of the RTP process to enable the SEA to inform the identification of issues and alternative options in the RTP.
- B15 Integrating the findings of SEA into the plan and decision-making process is one of the main principles of successful SEA. This means that the person(s) carrying out the SEA should work closely with the person(s) developing the plan that is being assessed, so that the SEA can input to the key stages of plan preparation.
- B16 In order to inform the plan preparation process in a robust, accountable and transparent manner, the SEA must therefore be independent but integrated.
- B17 There are benefits and disbenefits associated with using external consultants to undertake the SEA, and it should not necessarily be assumed that consultants will deliver the 'best' SEA. Whereas consultants may provide a more independent process, an in-house team is likely to provide an SEA which is more closely integrated with (and thus more likely to influence) plan preparation. An SEA team consisting of both internal staff and external consultants could be a way of maximising the benefits of both approaches.
- B18 There are a number of stages and steps in the SEA and plan preparation process that are dependent on each other. Table B1 highlights how the SEA stages and outputs should be co-ordinated to the RTP process.

Table B1: Relationship of SEA to RTP preparation

RTP Process / Output	SEA Stage / Output
Initiate RTP preparation	Prepare SEA scoping report & consult statutory consultees on proposed scope
Prepare outline RTP, leading to submission (Jan 2007)	
Prepare draft RTP, including public consultation	Prepare & consult on Environmental Report alongside draft RTP
Submit draft RTP (Oct 2007)	
Revise RTP in light of comments, including public consultation Submit in March 2008	Prepare & submit SEA Statement

Consultation requirements

- B19 Consultation is an important element of the SEA process. The SEA Regulations for Wales stipulate a legal requirement to consult at the following stages of the SEA/ plan process:
- At the scoping stage, so that the Statutory Environmental Bodies can be given an opportunity to comment on the proposed scope of the assessment; and
 - When the Environmental Report has been prepared, so that it can be consulted on alongside the draft plan.
- B20 The statutory environmental bodies that must be consulted on the proposed scope of the SEA are the Countryside Council for Wales, the Environment Agency and Cadw. It is also good practice to consult other key stakeholders at the scoping stage. Although there is no formal requirement to produce a report at this stage, it is considered good practice to prepare a 'Scoping Report'. Despite not being a mandatory requirement, scoping reports serve a useful function in that they bring together vital information that can be used to facilitate discussion and consultation with stakeholders.
- B21 The Environmental Report must be subject to consultation at the same time as the draft plan is issued for consultation. Both the statutory environmental bodies and the public must be consulted at this stage. The Regulations require that these bodies and the public must be given an "early and effective" opportunity to comment. This means that the Environmental Report can provide information to consultees on the environmental effects of the draft plan and its alternative strategies.

Baseline information, environmental protection objectives, PPP review

- B22 The initial stages of an SEA for a RTP will involve:
- Assembling data on the current and future state of the environment (baseline) in order to identify environmental problems and opportunities and to help to ensure that the RTP addresses these issues where possible or at least does not contribute to making these problems worse; and
 - Examining the relationship of the RTP with other policies, plans and programmes (PPPs) to ensure that environmental objectives within these plans are identified and that potential conflicts are identified early so that they can be addressed within the plan making process.

- B23 To focus the review of environmental baseline information, it is useful to refer to the list of topics in the SEA Regulations (Schedule 2) which require consideration. Baseline information can then be assembled for each of these topics and in relation to any other significant environmental effects. The list of topics can be expanded (e.g. to include safety, vibration etc.) and topics that are not relevant to the plan may be “scoped out”, but this should be agreed with the consultees.
- B24 In addition to information on the current state of the environment, the SEA Regulations require information on the ‘likely evolution of the environment without the implementation of the plan’. This is often referred to as the ‘without the plan’ scenario or the ‘future baseline’ and requires careful extrapolation of information on trends, bearing in mind that trends can change in response to changes in legislation or other interventions.
- B25 Where trend data is not available, or where other gaps in the availability of baseline data are identified, these should be taken into account in the subsequent design of the SEA monitoring framework. The identification of data gaps should focus on issues where additional data would provide an appreciation of the effects of the RTP and the significance of these effects, or where filling the gaps would lead to a better environmental outcome of the RTP.
- B26 There is potential to draw on the SEA for the national WTS at this stage. Many of the issues and environmental protection objectives that were relevant to the SEA of the WTS are also likely to be relevant to the SEA of RTPs. However, in addition to the issues identified in the WTS SEA, the SEAs of the RTPs will need to identify issues which relate specifically to their geographical areas.
- B27 Potential sources of baseline data and PPPs can be found in several guidance documents (a list is provided at the end of this Appendix). It is also useful to refer to SEA of the WTS for potential sources of baseline data and a list of relevant PPPs. Specific attention should be given to spatial PPPs, including the Wales Spatial Plan, as these will be among the most important type of PPP that relates to the RTPs.

Setting objectives and indicators

- B28 Based on the environmental problems and opportunities identified in the baseline review and the relevant environmental protection objectives identified in the PPP review, a set of SEA objectives can be developed to guide the assessment of environmental effects of the RTP. Whilst not specifically required by the SEA Regulations, objectives are a recognised way of considering the environmental effects of a plan or programme and comparing the effects of alternatives.

- B29 Being derived from the baseline and PPP review, the SEA objectives represent the environmental (and social and economic) assets that the RTP could potentially affect. The SEA objectives thus represent the scope of the assessment that will be undertaken to identify potential environmental effects of the RTP.
- B30 Objectives can be further defined in terms of indicators. Indicators should be measurable (although not necessarily quantifiable) and could be used to monitor the significant effects of plan implementation.
- B31 The objectives should be closely aligned to the SEA objectives for the SEA of the WTS, with differences reflecting local circumstances in the RTP regions. The indicators however are likely to be different from those used in the WTS in order to effectively assess the more detailed information presented in the RTP.
- B32 Compatibility of the SEA objectives should be tested to investigate whether there are any potential conflicts or tensions. Compatibility of SEA objectives with plan or programme objectives should also be tested to identify potential conflicts. Incompatibility between the SEA objectives can be addressed by:
- Redefining one or both of the objectives to remove or reduce the degree of conflict; or
 - Investigating a range of options for achieving one of the objectives so that its effect on the other varies. The variation in effect is assessed in later stages of the SEA leading to selection of policy options that minimises the conflict between the objectives.

Assessment techniques

- B33 The appropriate level of detail of assessment in an SEA is determined by the level of detail of the plan or programme that is being assessed, its position in the decision making hierarchy and its significant effects. The approach used to assess the environmental effects of the highly strategic WTS may therefore not be appropriate for assessing the environmental effects of the RTPs, which may contain more detail.
- B34 Underlying the assessment in all SEAs is the likely expected evolution of the environmental baseline without the plan, often referred to as the “without the plan” or “business as usual” scenario. The “without the plan” scenario essentially forms the basis for the assessment in SEA, as it enables an evaluation of the effects of a proposed plan compared to what the environmental conditions would be like if the plan was not implemented.

- B35 A distinction can be made between effects *prediction* and effects *assessment* in SEA. *Effects prediction* involves examining RTP alternatives and plan components (e.g. policies, strategies or measures), and identifying the changes to environmental conditions in the “without the plan” scenario which are predicted to arise from the plan. These changes should be described in terms of their magnitude, the time period over which they will occur, whether they are permanent or temporary, positive or negative, probable or improbable, frequent or rare, and whether there are cumulative and/or synergistic effects. This provides the basis for the *effects assessment*. Assessment in SEA thus involves judging whether or not a predicted effect is likely to be significant. Significance criteria can be used to assist this judgement (Box 1).
- B36 Where a plan is likely to have significant adverse environmental effects, measures should be considered to prevent, reduce or offset these effects. Mitigation is one of the key outputs of the SEA and should be considered alongside the assessment of alternatives.
- B37 Mitigation can take a wide range of forms including:
- Changes to the alternatives, such as adding, deleting or refining measures;
 - Completely new alternatives;
 - Technical measures required for the implementation stage, e.g. buffer zones,
 - Application of design principles;
 - Requirements for project environmental impact assessments for certain projects; and
 - Proposals for changing other plans and programmes.
- B38 Various techniques can be used for predicting, assessing and documenting effects in SEA. Some of the most commonly used techniques include:
- Causal chain diagrams to illustrate potential environmental effects of planning decisions (e.g. policy / strategy / measure) cause-and-effect;
 - Transport/environmental computer modelling and Geographic Information Systems;
 - Tables/matrices for assessing the compatibility of SEA and plan objectives. See the example provided as Table 2; and
 - Tables/matrices for assessing the extent to which the plan components (e.g. policies / strategies / measures) or plan alternatives contribute towards the SEA objectives. Assessment tables should

also make reference to supporting evidence and any uncertainties / assumptions underpinning the assessment. See the example provided as Table 3.

Box 1: Criteria for determining the likely significance of effects (based on the SEA Regulations for Wales, Schedule 1)

1. The characteristics of plans and programmes, including:

- The degree to which the plan sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources;
- The degree to which the plan influences other plans and programmes including those in a hierarchy;
- The relevance of the plan for the integration of environmental considerations in particular with a view to promoting sustainable development;
- Environmental problems that are relevant to the plan; and
- The relevance of the plan for the implementation of Community legislation on the environment.

2. Characteristics of the effects and of the area likely to be affected, having regard, in particular, to:

- Probability, duration, frequency and reversibility of the effects;
- Cumulative nature of the effects;
- Transboundary nature of the effects;
- Risks to human health or the environment;
- Magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected);
- Value and vulnerability of the area likely to be affected due to:
 - (i) Special natural characteristics or cultural heritage;
 - (ii) Exceeded environmental quality standards or limit values; or
 - (iii) Intensive land-use; and
- Effects on areas or landscapes which have a recognised national, Community or international protection status.

Table B2: Example of a matrix for assessing compatibility between SEA objectives and plan objectives

Abridged EA Objectives	Abridged plan objectives												
	1. Improve access to healthcare	2. Improve access to education and life-long learning	3. Improve access to employment	4. Improve access to tourist sites	5. Improve access to shopping/leisure	6. Promote healthy lifestyles	7. Improve connectivity	8. Improve efficient and reliable movement of people	9. Maintain Wales' transport assets	10. Accommodate freight sustainably	11. Improve safety	12. Reduce air pollution, flood risk, GHG emissions, contamination, noise, and water light pollution	13. Protect/enhance Wales' distinctiveness, historic environment, landscape and biodiversity
1. Minimise effects on air quality	-	-	-	-	-	C	?	?	?	?	-	C	-
2. Reduce greenhouse gas emissions	-	-	-	-	-	C	?	?	?	?	-	C	-
3. Minimise noise and vibration	-	-	-	-	-	C	?	?	?	?	-	C	C
4. Protect and enhance biodiversity	-	-	-	?	-	-	?	?	?	-	-	C	C
5. Improve access and reduce severance	C	C	C	C	C	C	C	C	?	-	-	-	C
6. Promote healthier lifestyles	C	-	-	-	-	C	?	?	-	?	C	C	-
7. Reduce contamination	-	-	-	-	-	-	?	?	?	?	-	C	-
8. Minimise effects on water resources	-	-	-	-	-	-	?	?	?	?	-	C	-
9. Maximise resource efficiency	-	-	-	-	-	-	?	?	?	?	?	C	-
10. Protect cultural heritage	-	-	-	-	-	-	?	?	?	-	-	C	C
11. Protect and enhance landscape character	-	-	-	?	-	-	?	?	?	-	-	C	C

C	Objectives are compatible
?	Uncertainty over compatibility
N	Objectives are not compatible
-	No relationship between objectives

Table B3: Example of an effects prediction and assessment table

WTS element/ guiding principle	Nature of environmental effect	Significance of the effect	Commentary/ explanation/ evidence	Assessment	Uncertainty/ assumptions	Suggested mitigation and monitoring
SEA Objective: Minimise transport related air pollution						
Encourage modal shift primarily through increasing the attractiveness of modes other than the private car	Shift from car to walking and cycling could help reduce PM ₁₀ and NO _x emissions. However, some modes of transport such as buses can emit more NO _x than the average car per passenger km, in which case positive effects may be counteracted.	Minor positive. Short to medium term, Reversible	TRL ongoing research: London Borough of Brent bus patronage and vehicle occupancy baseline study	G	None	Where buses are used, there should be a move towards those with 'Euro IV' emissions standard. When buses that meet the 'Euro V' emissions standard become available around 2008/9, these should be used on routes which pass through AQMAs.

Green (G)	Option actively encouraged in its current form as it would resolve an existing issue / maximise opportunities.
Blue (B)	Option would have a neutral or an uncertain effect.
Orange (O)	Option would need some changes in order to have a positive effect on issues identified.
Red (R)	The option would exacerbate existing problems and cannot be suitably mitigated. Consider exclusion of option.

Environmental Report and SEA Statement

B39

The main results of the SEA are drawn together in an Environmental Report to be consulted upon with the draft RTP. The Environmental Report must identify, describe and evaluate the likely significant effects on the environment of the plan or programme and its alternatives. The SEA Regulations require the Environmental Report to include the following:

1. An outline of the contents and main objectives of the plan or programme, and of its relationship (if any) with other relevant plans and programmes.
2. The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme.
3. The environmental characteristics of areas likely to be significantly affected.
4. Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Council Directive 79/409/EEC on the conservation of wild birds and the Habitats Directive.
5. The environmental protection objectives, established at international, Community or Member State level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation.
6. The likely significant effects on the environment, including short, medium and long-term effects, permanent and temporary effects, positive and negative effects, and secondary, cumulative and synergistic effects, on issues including biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage, including architectural and archaeological heritage, landscape and the inter-relationship between these issues.
7. The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme.
8. An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties encountered in compiling the required information.
9. A description of the measures envisaged concerning monitoring in accordance with regulation 17.
10. A non-technical summary of the information provided under the above paragraphs.

- B40 As the Environmental Report has a potentially wide audience, it needs to provide both technical and non-technical information in a manner that is accurate, free from bias, transparent, objective, relevant and appropriate.
- B41 Once the plan is adopted, the SEA Regulations require that a 'statement' be made available to accompany the adopted plan. This SEA Statement must contain the following information:
- How environmental considerations have been integrated into the RTP;
 - How the environmental report has been taken into account;
 - How opinions expressed during consultation on the scoping stage, the Environmental Report and draft plan have been taken into account;
 - The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with; and
 - The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme.

Monitoring

- B42 Monitoring is the systematic measurement of a parameter in terms of magnitude, time and space for a pre-defined purpose. It is not limited to quantitative or technological measurements, and may include qualitative issues such as severance or landscape.
- B43 The SEA Regulations require the *significant* environmental effects caused by implementing the RTP to be monitored. It is important to note that monitoring significant environmental effects represents a different approach to the more traditional performance monitoring in transport planning.
- B44 The purpose of monitoring according to the SEA Regulations is to enable the identification of unforeseen adverse effects at an early stage and to be able to undertake appropriate remedial action. Monitoring is of little use unless the information gathered is subsequently evaluated, reported and used to instigate remedial action when required.
- B45 A monitoring framework should be developed for documenting proposed monitoring activities, responsibilities, timing, frequency and status of monitoring. The same framework can also be used for documenting monitoring data and determining when remedial action should be considered (e.g. if local air pollution reaches a certain limit) including possible remedial actions that could be taken (e.g. establish an air quality management area).

- B46 Developing a monitoring framework involves:
- Determining what needs to be monitored (e.g. effect, indicator);
 - Identifying what sort of information is required;
 - Identifying existing sources of monitoring information;
 - Identifying any gaps in existing information and how these can be resolved;
 - Determining when remedial action would be required and which actions could be taken; and
 - Developing a management plan outlining monitoring activities, responsibilities, timeframes / frequency.
- B47 Monitoring efforts should be co-ordinated where possible to avoid duplication of effort between authorities and regions. The SEA Regulations also stipulate that monitoring arrangements do not need to be established for the express purpose of the SEA, and may comprise or include existing arrangements established for other plans, programmes or initiatives. For example, ongoing air quality monitoring carried out by local authorities may be relevant.
- B48 Where possible, monitoring of significant environmental effects of RTP implementation should therefore be linked to other monitoring requirements (e.g. performance monitoring and reporting). Links should also be made to other SEA monitoring activities being undertaken for the national WTS and for RTPs in other regions and other plans in the locality including land use/spatial plans.

Quality Assurance

Appendix 9 of the Practical Guide sets out a Quality Assurance checklist for the complete SEA process and this can be used to help ensure the quality of the final SEA.

Where to find detailed guidance for SEA of Regional Transport Plans

- B49 Reference is made on how to undertake SEA of Welsh transport plans and programmes within a broader appraisal within the Welsh Transport Appraisal Guidance (WelTAG).
- B50 In addition, there are various other guidance documents on SEA which may provide useful advice, including:
- *A Practical Guide to the Strategic Environmental Assessment Directive* (ODPM 2005). Generic SEA guidance published by the Office of the then Deputy Prime Minister, the Welsh Assembly

Government, the Scottish Executive and the Department of the Environment for Northern Ireland September 2005;

- *Implementation of Directive 2001/42 on the assessment of the effects of certain plans and programmes on the environment* (EC 2003). Generic SEA guidance issued by the European Commission;
- *Strategic Environmental Assessment for Transport Plans and Programmes, Transport Appraisal Guidance (TAG) Unit 2.11* (DfT 2004). Transport SEA guidance published by the Department for Transport available via www.webtag.org.uk; and
- *Scottish Transport Appraisal Guidance (STAG)* (Scottish Executive, 2006). Transport appraisal guidance for Scotland available via www.scot-tag.org.uk.

In addition, at the time of publication (March 2007) there is forthcoming guidance from various organisations that should help bodies undertaking SEA of their plans or programmes:

- In England, the Department of Health is issuing a consultation paper on guidance on the treatment of health within SEA. The Welsh Assembly Government will be issuing a similar consultation later in 2008;
- The Welsh Assembly Government will shortly be issuing an electronic index of data sources that can be used for SEA
- The Countryside Council for Wales (CCW) will shortly be using a series of topic notes, providing information on various environmental topics that are required within SEA;

The Environment Agency are preparing a series of information packages at a local authority level, identifying key environmental issues and baseline data for those areas.

Annex C Legislation of relevance to transport

C1 Road Traffic Reduction Act 1997

C1.1 Concerning the matter of forecasting, attention is drawn to the Road Traffic Reduction Act (1997), which required Local Authorities to produce:

1. an assessment of local road traffic levels in their area; and,
2. a forecast of the growth in those levels.

C1.2 In addition, transport authorities should specify:

3. targets for reduction in levels of road traffic; or,
4. targets for a reduction in levels of growth in road traffic; and,
5. prepare a report on proposals relating to traffic levels in their area.

C1.3 Finally, authorities would not be obliged to set targets if it was inappropriate to do so, but would need to explain their reasons, if this was the decision taken.

C1.4 These requirements are still in force in Wales, not having been clearly superseded by legislative requirements, so in respect of the Regional Transport Plans (RTPs), the Welsh Assembly Government advises the following course of action to the Consortia.

- An assessment and forecast as shown in points 1 and 2 above are included in the RTP.
- Forecasts to be considered predictions as noted previously, not merely a basic projection.
- Traffic growth could be given as a range with a high and a low estimate if possible. This may be preferable managerially than a single figure.
- As WTS does not include targets for any reductions in traffic quantities or trend slope, it is open for the Consortia whether to adopt any or not, with appropriate justification.
- The reports are to be fully incorporated into the RTP and not delivered as stand-alone documents

C2 Rights of Way Improvement

C2.1 The Countryside and Rights of Way Act 2000 introduced the duty for local Highway Authorities to prepare a Rights of Way Improvement Plan for their area. The intended purpose is to:

- Assess the extent to which rights of way meet present and future needs of the community
- Provide an assessment of the opportunities provided by local rights of way for recreation and exercise
- Provide an assessment of the accessibility of and to local rights of way to all members of the community, including those with mobility impairments.

C2.2 Authorities must use the assessment as the basis for preparing a comprehensive improvement plan for the rights of way in their area. Extensive consultation is expected to form part of the process, including the formal involvement of Local Access Forums as key stakeholders.

C2.3 Though responsibility for managing rights of way and preparing the ROWIP in Wales remains with the local authorities, a close relationship will obtain between the ROWIP and RTP, as the latter is potentially important to the accessibility and health-related objectives of the transport plan. The RTP is also the mechanism by which certain capital funding for improvements could be attracted to and schemes progressed, on the rights of way network.

C2.4 The Welsh Assembly Government is therefore looking for a degree of integration to take place between the RTPs and ROWIPs, as follows:

1. The RTP should identify the policy objectives being pursued for ROWIP development in their region and consolidate those of greatest relevance within the regional transport plan
2. Consortia should draw attention to and seek to influence local policy making on ROWIPs, in order to maximise beneficial synergies between objectives and improvement programmes at local and regional level.
3. In developing their regional transport objectives, Consortia should consider the potential for ROWIP development as part of the RTP.
4. Consortia should consider including improvements to rights of way in their action programmes.
5. Consortia should consider the cross (regional)-boundary possibilities of ROWIP development.
6. A short progress statement on the status of ROWIP development in the region should be included in the RTP.

C3 Traffic Management Act 2004

C3.1 The Traffic Management Act is intended to improve management of the road network for the benefit of users, making network management a

more tangible concept, when set against matters of more specific impact dealt with by the New Roads and Streetworks Act 1991 and the Road Traffic Regulation Act 1994 and the overarching powers of the Highways Act 1980.

C3.2 The 2004 Act is in six parts covering four main topics, traffic management on trunk roads, the same for local roads including the Network Management Duty, provisions on road works by Councils and utilities and enforcement issues. New responsibilities and powers are intended, for highway authorities to put the above into effect.

C3.3 Underlying the details is the general desire to keep traffic moving and avoid congestion, by the exercise of more active control over day to day and longer term planned events on the highway. It should be applied as a 'whole authority' approach, as the objective of the Act is to influence any activity that affects the operation of the highway, regardless of the origin.

C3.4 The frequent incidence of major events or the impact of local traffic management and safety policies may imply a lack of control being exercised, which would run counter to the general intent of the Act. However the Act does not override all other highway authority responsibilities, such as the need for essential safety and maintenance works, nor does it provide an answer to 'force majeure' events that cause problems. This illustrates the need for network management to be a matter of striking the right balance between competing needs for access, whilst not allowing contingent activities in the highway or deficient knowledge of conditions to excuse poor performance.

C3.5 Three main implications of this Act for RTPs are highlighted below.

- Though network management duties are firstly to be associated with individual highway authorities, the spirit of the Act is definitely one of encouraging wider co-operation amongst authorities. The Act also makes specific reference to network management being a potential cross-boundary matter, if the effects of actions in one authority spill over into neighbouring areas. Such cross-boundary liaison between authorities should be handled within the Consortium framework.
- Pursuing the above may lead authorities to develop network management action plans, scheme proposals or other initiatives and these will all fall into the remit of RTPs to deal with and report on.
- Powers for trunk road management are conferred upon the Welsh Assembly Government and how these will be dealt with, including the role of Consortia and/or local Authorities under Agency agreements need to be further developed. Once determined, the Assembly

Government will provide further information on what needs to be included in the RTP and APRs.

C3.6 Two other matters to consider are, firstly, the Welsh Assembly Government is to produce Welsh guidance for Authorities on the details of the Act. The Network Management Duty guidance is available, but other guidance will be forthcoming in 2007.

C3.7 Secondly, traffic monitoring and prediction of conditions are considered a vital part of active network management. Further advice from the Department for Transport is anticipated, which the Welsh Assembly Government will consider in the light of monitoring requirements and translate accordingly.

C4 Environmental legislation

C4.1 Reference is made here to two important items of environmental legislation, the Environmental Protection Act 1990 and the Environment Act 1995.

C4.2 The former was the foundation for the current system of dealing with contaminated land and water resources, with the latter subsuming much of the operational detail and adding provisions relating to air pollution. The 1995 Act was also the source legislation for creation of the Environment Agency, whose overall remit covers these aspects of pollution control.

C4.3 In respect of Air Quality, local authorities were required to determine areas where measured quantities of specified atmospheric pollutants exceeded thresholds defined in European and UK law, (the areas of exceedence). Any such areas defined would trigger development of an air quality action plan to address the problems. The importance of this to transport planning lies in the localised impact congestion can have on air pollution, where areas of exceedence can be related to standing traffic in certain circumstances. The resulting management plan could be expected to include consideration of traffic management and other measures.

C4.4 The implications of dealing with traffic-related air pollution may have a wide impact, so such initiatives should be developed via the RTP. The Welsh Assembly Government therefore wishes to see that the impacts on air quality of regional transport plans should be assessed against the requirements of existing air quality guidelines - i.e. any planned measures should not result in atmospheric levels of identified pollutants (those harmful to health and the environment) exceeding set thresholds. Therefore such plans should take into account the requirements of the LAQM system (and associated policy and technical guidance) when formulating actions.

- C4.5 RTPs should be informed by the needs to improve local air quality - where this has been identified as a problem - i.e. those areas where AQMAs are in place. The measures devised within the plan for these distinct areas should be principally aimed towards improving air quality. Such measures should then form part of both the transport and air quality plans which can then work together to address both the air quality and transport issues (it is generally the case that measures focussed on improving air quality also address transport planning priorities e.g. increased use of public transport/cycling/ walking, the reduction of traffic in urban areas, the reduction of congestion etc). However, in doing so the issue of time must be considered as improvements to air quality may be required before those to the transport infrastructure, therefore air quality must be allowed to be a separate driver within transport plans.
- C4.6 It is planned that, under the Plan Rationalisation process, the requirements for local authorities to produce AQAPs will be subsumed into a single 'health' plan for local authorities from 2008. Under the new system, the requirements for local authorities to constantly assess air quality (the LAQM system) and to produce action plans where problems are identified (which will move from the LAQM system to the new health plan) will remain and transport and transport measures will remain a very significant part of the problem and solution to these systems.
- C4.7 For land and water resource contamination specific control regimes designed to inspect, catalogue and remediate problems are in place. These are not likely to have RTP-wide consequences, but must be borne in mind where construction schemes are being considered
- C4.8 There are a number of supplementary provisions relating to water which are not detailed here. Attention is however drawn to TAN15 (2004), which is concerned with development and flood protection. This could be an issue for transport schemes proposed for construction in zones of risk and also a matter for RTP consideration where developments in such areas may have future maintenance or operational implications. The Environment Agency's general advice is that infrastructure development should not take place in areas with an annual flood risk of 1% for fluvial flooding and 0.5% for tidal flooding.
- C4.9 The environmental outcomes sought by the WTS cover a number of other issues, some of which have a legislative reference.
- C4.10 Provisions relating to Biodiversity, townscape, landscape, light pollution vibration, greenhouse gas emissions, severance and distinctiveness will be needed in developing particular transport schemes.

C5 The Noise Directive

- C5.1 European Community Directive 2002/49/EC, the Environmental Noise Directive (END), covers the propagation of noise into the environment and seeks the development of an approach to assess and manage the intrusive impacts of noise upon the individual and preserve tranquillity in areas of currently low noise impact.
- C5.2 The importance of noise generated by the transport sector as a component of the total picture is recognised. The Welsh Assembly Government is currently preparing noise mapping for the whole country, focusing on major urban areas, roads, railways and airports. The timetable for producing this mapping unfortunately just fails to coincide with the RTP development process, with first round mapping available by summer 2007 and the accompanying national action plan produced by summer 2008. This means the Consortia cannot derive information from the initiative until after the RTPs have been submitted, however information should be reflected in an appropriate transport planning response in the 2008 transitional report and APRs to be submitted from summer 2009 onward.
- C5.3 Noise indicators are specified in the Directive and the process of mapping is heavily dependent upon modelling. The Welsh Assembly Government will source this work itself.
- C5.4 The purposes of the exercise are to inform the EC (and WAG) of noise exposure, to provide the public with noise climate information and to form the basis for developing action plans to tackle any problems. It is the action plan that holds greatest relevance for RTPs, if, as is possible, transport-related noise is confirmed as a major problem.
- C5.5 Action plans will cover, where appropriate, agglomerations (urban centres) of greater than 250,000 inhabitants, major road corridors bearing > 6 million passing vehicle movements per year, rail corridors with > 60,000 passing movements per year and airports with > 50,000 movements per year.
- C5.6 It is too early for the Welsh Assembly Government to provide guidance on the action planning process, however more information on the Welsh Assembly Government's intentions will be issued to Consortia and local authorities as the initiative proceeds.

C6 The SEA Directive

- C6.1 European Community Directive 2001/42/EC is usually referred to as the "Strategic Environmental Assessment" (SEA) Directive.

C6.2 The Welsh Assembly Government confirms that the provisions of this directive will apply to Welsh RTPs. Guidance on the application of an approved general methodology was issued in September 2005.

In short, the Directive aims to ensure that full consideration of environmental issues takes place in the development of major strategies and plans. There are four initial stages of work, with a milestone embedded in each.

1. Background analysis incorporating information on baseline conditions, the framework of local objectives, an outline of options and initial assessment of the strategic impacts of the options.

This is concluded by the milestone of the Scoping Report, setting out the above. This document is needed for statutory and stakeholder consultation.

2. A more detailed set of option assessments, testing the approaches to dealing with the issues in policy and scheme terms

This is concluded by production of the Environmental Report, which should incorporate the above assessment

3. A statutory consultation period on the Environmental Report follows. This should run alongside consultation on the draft RTP itself.

This is concluded by consideration of the issues and responses, followed by adoption of the RTP itself.

4. The final work needed is monitoring the environmental effects of the plan in operation. This has clear relevance to the monitoring strategy.

C6.3 Note that as conducting the SEA process alongside RTP development is a legal requirement, a deficient process could theoretically make the Consortia open to legal challenge. This may be a significant matter if the plan includes major schemes or initiatives likely to have a downstream environmental impact.

C6.4 The Welsh Assembly Government has commissioned production of a simplified guidance note. This is currently unavailable, but will be provided when ready.

C6.5 A table summarising the various strands of environmental legislation is shown below.

Environmental legislation and regulations: Implications for Transport

Environmental category	Legislation / Regulation	Relevance to transport
Biodiversity	<p>UK Biodiversity Action Plan 1994</p> <p>Conserve and enhance ecosystems and habitats. Support for Councils' biodiversity action plans.</p>	<p>Particularly applicable to new highway schemes, as the BAP provides an increased level of protection to various ecosystems and habitats.</p>
	<p>EC Directive 92/43/EEC (1992) Conservation of Habitats and of Wild Fauna and Flora</p> <p>Implemented in Wales through the Conservation (Natural Habitats, etc.) Regulations, 1994.</p>	<p>Works in tandem with BAP to provide an increased level of protection to a number of species and habitats.</p>
	<p>CRoW Act 2000</p> <p>Gives greater protection to Sites of Special Scientific Interest and strengthens wildlife enforcement legislation.</p>	<p>Likely scheme or location-specific application.</p>
	<p>Wildlife and Countryside Act, 1981 (as amended)</p> <p>This Act is the principal mechanism for the legislative protection of wildlife in Great Britain.</p>	<p>Provides protection to wildlife – applicable to new developments.</p>

	<p>EU Biodiversity Strategy 1998. Aims to anticipate, prevent and attack the causes of significant reduction or loss of biodiversity at the source. Places species and ecosystems, including agro-ecosystems, at a satisfactory conservation status.</p>	<p>Provides protection to wildlife – applicable to new developments.</p>
Townscape	<p>Planning Policy Wales 2003</p> <p>Requires local planning authorities to maintain and improve the vitality, attractiveness and viability of town, district, local and village centres.</p>	<p>The adoption of traffic management measures to improve the street environment and road safety in established urban areas. Could apply to individual schemes and programmes.</p>
	<p>UDP/LDP</p> <p>Plans should illustrate how authorities have adopted the requirements of PPW. Supporting legislation provides for protection of various buildings and/or sites.</p>	<p>PPW advises that through UDP and LDP, authorities can integrate different uses in accessible locations to increase social inclusion, reduce the need to travel and make towns safer. May have relevance when considering the balance of spending on types of scheme. Also affects new transport scheme proposals affecting specific, sensitive sites.</p>
Landscape	<p>Planning Policy Wales 2003</p> <p>Requires local planning authorities to maintain and improve the vitality, attractiveness and viability of town, district, local and village centres.</p>	<p>Likely scheme-specific application.</p>

	<p>CRoW Act 2000</p> <p>Provides better management arrangements for Areas of Outstanding Natural Beauty</p>	Can be used to support access regulation of motor vehicles and to support right of way development.
	<p>National Parks & Access to the Countryside 1949</p> <p>Declaration of designated sites – applies an increased level of protection. Some sections amended by CRoW Act 2000.</p>	Applicable to the design and implementation of transport schemes, particularly new road schemes, in the vicinity of designated areas.
Light Pollution	<p>Planning Policy Wales 2003</p> <p>Local authorities can attach conditions to planning permissions for new developments that include the design and operation of lighting systems and prevent light pollution</p>	Scheme-specific application, relating mainly to built schemes.
Vibration	<p>Environmental Protection Act 1990</p> <p>To prevent the pollution from emissions to air, land or water.</p>	Likely scheme or location-specific application.
Greenhouse gases	<p>Kyoto Protocol 1997</p> <p>Set targets for greenhouse gas emissions, amended by EU and UK government target regime. Since amended by Montreal protocol 2005.</p>	Transport sector is major contributor to greenhouse gas emission, but no transport target identified under protocols. Government support for biofuels and fuel efficiency initiatives could be reflected in RTP actions.

	<p>Road Traffic Reduction Act 1997</p> <p>Places responsibility on local authorities for forecasting traffic levels and if appropriate, setting targets for reducing levels or rates of growth.</p>	RTP forecasts are the foundation for calculating local traffic contribution to emissions and forecasting future changes.
	<p>Planning Policy Wales 2003</p> <p>PPW supports development strategy that reduces need for travel.</p>	Scheme-specific application to transport proposals
Severance	<p>Planning Policy Wales 2003</p> <p>Requires local planning authorities to maintain and improve the vitality, attractiveness and viability of town, district, local and village centres. WelTAG provides assessment framework.</p>	Scheme-specific application to transport proposals
Distinctiveness	<p>Planning Policy Wales 2003</p> <p>In areas recognised for their landscape, townscape or historic value, it can be appropriate to promote or reinforce traditional and local distinctiveness.</p>	<p>Applies directly to buildings but could apply to transport scheme aspects.</p> <p>Consideration given to the impact of development on the existing character, the scale and siting of new development, and the use of appropriate materials will be particularly important.</p>

C7. Habitats Directive, 1992

- C7.1 The Directive concerns the conservation of natural habitats and of wild flora and fauna. The “Natura 2000” sites are those designated by the Habitats Directive and by the earlier Birds Directive, as being of community importance sufficient to warrant a specific approach to conservation protection being applied to them.
- C7.2 Articles 6(3) and 6(4) of the Habitats Directive determines that a process needs to take place to assess the significance of impacts upon Natura 2000 sites of plans or projects, and useful methodological guidance on how to tackle the Directive’s requirements was published by the EU in 2001.
- C7.3 The process set out in the above document is termed “Appropriate Assessment” (AA), however the guidance also places AA in the context of a four stage process as follows:
- Screening the plan or project to assess its possible significance to Natura 2000 sites
 - Appropriate Assessment, covering surveys, impact prediction, conservation objectives and mitigation measures
 - Assessment of alternative solutions to mitigate impacts
 - Assessment of compensatory solutions where adverse impacts remain
- C7.4 Note that AA only arises after a screening process, which by definition, would have to have found that the RTP would have an impact on the designated sites. Guidance on how to conduct the screening is found in the EU’s guidance and Consortia will have to screen their RTPs. Whether an AA will be needed for any of the RTPs cannot be stated until after the screening has been undertaken.
- C7.5 The EU guidance also provides information on how AA should be undertaken. There are close parallels evident, particularly in respect of projects (i.e. individual schemes), between AA and EIA, with the former tending to lead into the latter. The information required for AA would support a subsequent EIA, but careful management is needed to avoid unnecessary duplication of effort between the two processes.
- C7.6 There could also be close correspondence between the screening process and SEA work to identify the significant effects of the plan. Consortia should therefore look to consider “significance” with both AA screening and SEA in mind at the same time. AA screening considerations apply

first the RTP as a whole and therefore could be carried out in close conjunction with SEA work.

- C7.7 A cross-cutting plan aspect concerns Local Authority Biodiversity Action Plans (BAP), which also relate to species and habitat conservation. Consortia need to be aware of how their constituent BAPs could be affected by RTP proposals and how the Natura 2000 site protections are reflected in the BAP, thereby making a link between regional and local environmental effects of transport on the designated sites.
- C7.8 Countryside Commission Wales maintains an on-line register of protected sites, access to which should aid transport planners in determining the extent of scheme impacts on the sites in question.
- C8. Planning & Compulsory Purchase Act 2004**
- C8.1 This Act is concerned with bringing about changes to the system of development planning at national and local level. The intention is to streamline the planning process to improve efficiency and both the Assembly Government and Local Authorities are involved in the changes.
- C8.2 The Wales Spatial Plan (WSP) will provide the framework and policy lead for local planning. Development of the WSP is currently underway led by the Welsh Assembly Government and though the Act is not specific on the content, in order to provide the necessary local policy lead, WSP has regard to much the same aspects of land use development as Local Development Plans (LDPs) need to cover, where the Act is more specific.
- C8.3 Local Development Plans are mandated for Local Authorities as replacements for the previous Unitary Development Plan (UDP) system. LDPs are intended to be much simpler in format and will remove the distinction between parts I (structure plan) and II (local development policies) currently found in UDPs. Planning authorities must keep under review development proposals in their area, including any involving communications, transport and traffic proposals.
- C8.4 Once an LDP is adopted, Planning Authorities must produce an Annual Monitoring Report (AMR). In order to compile such reports, a working relationship with the Consortia would be advantageous. The LDP Manual gives generic guidance on LDPs and AMRs.
- C8.5 The development of LDPs is in its early stages and will likely run in parallel with that for RTPs to a high degree. The Consortia should therefore contribute fully to LDP development across the member Councils as it relates to transport in their area. The Planning Policy Wales Companion Guide identifies the type of transport policy that should be included in

LDPs and those which can stand alone as national planning policy and need not be repeated.

- C8.6 As a major cross-cutting issue, land use plan development should also have regard for transport policies, including the WTS. Consortia must therefore be prepared to deal with any relevant stakeholder consultation exercises originating with WSP and LDP teams.
- C8.7 As with the LDPs, co-operation with WSP development should take place as it occurs. The spatial plan will give consideration to transport matters in the sub regions of Wales. The country is divided into Spatial Plan areas which are not fully contiguous with all the Consortium boundaries, which means Consortia involvement will cover more than one WSP area in some cases.
- C8.8 Upon completion of WSP and LDP development and adoption, a longer term interrelationship between land use planning and transport planning is necessary, led by statutory requirements such as the Planning AMR and RTP-APR. From the RTP standpoint, there will be an ongoing need to consider how land use developments affect the transport plan over the course of time.

C9. Disability Discrimination Acts

- C9.1 The 1995 Disability Discrimination Act made it an offence to discriminate against any person on grounds of physical or mental impairment. The relevance of this to transport policy stems from the concept of accessibility, which should not be impeded by the actions, policies or deficiency of facilities of service providers. As a major service provider, securing improvements in the transport sector is one of the main intentions of the Acts.
- C9.2 Part 3 of the Act applies to the provision of goods, facilities and services, and for the transport sector, the main target areas is the quality of access to fixed facilities such as bus and rail stations, car parks and airports. The transport sector was originally exempted from these obligations of the Act, but this exemption was revoked by the 2005 Act.
- C9.3 Part 5 of the Act refers to the accessibility standards of transport vehicles. PCVs are to comply with accessibility standards by varying dates between 2015 and 2020, whilst new rail vehicles must already comply with regulations, with older stock needing to comply by 2020. The UK Government is considering how taxi and private hire vehicles can be brought within the provisions of the Act, as it is intended that this is done. The implications to authorities lie in respect of service procurement standards for passenger transport and, once implemented, taxi and private hire licensing regimes and service contracts.

- C9.4 RTPs have a role in promoting actions to overcome the barriers to access in many areas of transport concern. The plans should bear this in mind when accessibility to facilities and services is concerned. An appropriate quality of provision is sought in fixed infrastructure and of services, including the availability and accessibility of information.
- C9.5 There are implications in the Act for the design of highway schemes, and this can include structural maintenance, where simple like-for-like replacement may not be appropriate if access issues need to be addressed in a locality.
- C9.6 There are also issues for the equity of service provision, to ensure that areas are not discriminated against compared to others. An objective method of needs assessment lies at the core of the decision-making process to address this obligation.
- C9.7 Note that improving accessibility is a key outcome of the Wales Transport Strategy and that core indicators have been developed to measure progress

C10. Local Government Act 2000

- C10.1 The above Act is quoted in respect of the requirement placed upon local authorities to develop Community Strategies in their areas. Guidance was issued by the Welsh Assembly Government in August 2001.
- C10.2 The aim of the initiative is to provide wider, community-based ownership of local policy, to support social well being and sustainable development goals. It is by definition, a cross-service initiative within local authorities and beyond.
- C10.3 The vehicle for taking the strategy forward is the Community Partnership, a mechanism for stakeholder involvement, discussion and joint working. The details of how members of these bodies should be co-opted and relate to each other were not specified by the Assembly Government, but the key point is that the strategy development initiative should extend beyond local government service boundaries to include wider public and private sector bodies.
- C10.4 The relevance of these partnerships to the RTP lies in the involvement of wider stakeholders in the development process. The Community Strategies do not aim to subsume all details of local authority policy, but provide a consistent local framework for it. The RTPs' regional basis makes them higher-level plans than the locally-based Community Strategies, so the Consortia are in practice external stakeholders to the Community Strategies, whilst individual Local Authorities remain as internal stakeholders.

- C10.5 Consortia are advised to participate fully in the progress of Community Strategies, as a means of consulting more widely than they might have been able to accomplish otherwise. Each RTP in practice will cover the area of several Community Partnerships.
- C10.6 The subject of transport should be a major topic of discussion for the Community Partnerships. The Welsh Assembly Government sees particular value in Partnerships being able to contribute to the development of the longer-term vision element of the RTP, which they should be well suited to supporting, perhaps more than in detailed areas of policy. The Community Strategies have a statutory but advisory role, so a light touch relationship between the Partnerships and Consortia would be most appropriate.
- C10.7 The legal framework for participation derives from Councils' involvement in both RTP and Community Partnership. Such participation would be sensible in any event, as transport is of interest to the partnerships through its potential role in sustainable development and community well-being initiatives.

C11. Education Acts, 1996 and 2002

- C11.1 As the Welsh Assembly Government came into being in 1998 the 1996 Education Act related to both England and Wales, when the Government of Wales Act 1998 came into force the Education Act 2002 made amendments to the 1996 Act so that it relates specifically to Wales. It is understood that all matters relating to the provision of education, including transport, fall into the remit of the devolved government.

Education Act 1996

- C11.2 The 1996 Act relates to school children of all ages.

A local education authority shall make such arrangements for the provision of transport and otherwise as they consider necessary, or as the Secretary of State may direct, for the purpose of facilitating the attendance of persons receiving education-

(a) at schools,

(b) at any institution maintained or assisted by the authority which provides further education or higher education (or both),

(c) at any institution within the further education sector, or

(d) at any institution outside both the further and the higher education sectors, where a further education funding council has secured provision for those persons at the institution under section 4(3) or (5) of the Further and Higher Education Act 1992.

C11.3 The Act contains the most recent expression of the historic supported school transport model established by the 1944 Act for those categories of student who should be provided with free transport and instances where charges could be levied.

Education Act 2002

C11.4 Amendments were made in respect of transport for persons over compulsory school age, partly aimed at giving Local Education Authorities more discretion to support the education transport needs of the 16-19 age group.

Recent developments

C11.5 The UK Government introduced the Transport (Schools) Bill in 1994, aimed at introducing wholesale changes to the '1944 Act' system, however progress was superseded by the White Paper "Higher Standards – better schools for all", launched in autumn 2005. This also proposes major changes to the historic system, but progress is dependent on the Government's legislative timetable. Application of any provisions arising from this White Paper would be dependent on the agreement of the Welsh Assembly Government. The provisions of the Government of Wales Bill are relevant to the terms of any agreement to be sought.

Annex D Wales Transport Strategy outcomes and themes

D.1 Transport trends

D1.1 As the cost of owning and running a private car has fallen compared to the cost of using public transport, car ownership levels have consistently increased. In addition, better, faster transport links mean that people are able to live further away from work and services, and to live in more spacious surroundings. The globalised nature of society is also increasing the distance that goods travel to markets.

D1.2 As a result of these factors, Wales is experiencing:

- An increasing dominance of car use for all journey purposes;
- A downward trend in the use of more sustainable and healthy modes of transport, particularly walking and cycling; and
- Increasing distances travelled.

D1.3 Further detail is provided on the transport trends in the WTS and the Consortia should refer to this in addition to their own investigation into current and likely future issues. The challenge the Consortia face in developing RTPs is how the existing and future transport system in Wales can be planned, implemented and managed in ways that will support the social, economic and environmental outcomes in the Wales Transport Strategy against these existing trends. This challenge requires particular focus as in many instances the trends serve to undermine efforts to improve the quality of life for future generations in Wales.

D2 Key messages: outcomes and themes

D2.1 The WTS consultation draft identifies 15 desired outcomes and three associated themes, which provide the focus for the development of transport improvements. The outcomes have been grouped into social, economic and environmental categories as shown in chapter 2.

D2.2 The WTS sets out a common set of key messages for each group of outcomes (social, economic and environmental). These should be considered, and developed and taken forward where appropriate, through all work on the RTPs by the Consortia. Evidence will be sought on how well these key messages have been considered and addressed through the development of RTPs.

D2.3 Key messages - social outcomes

- **Identifying areas of poor access** – through accessibility planning, identification of locations and groups that have poor access, to enable improvements to be targeted on the most disadvantaged groups;
- **Understanding reasons for poor access** – transport may not be the cause or indeed solution for poor access and this needs to be understood by undertaking local accessibility audits;
- **Greater co-ordination and planning** – transport considerations should be taken fully into account at an early stage of planning decisions across all disciplines;
- **Improving walking and cycling infrastructure** – these modes have a key role to play in increasing social inclusion and improving the health of the nation;
- **Technology** – the role of ICT should not be underestimated in increasing access to key services and facilities;
- **Public transport services** – innovative schemes and co-ordination of community services need to be provided in areas where access needs are greatest;
- **Smarter choices** – travel planning and publicity are key tools to promote the use of more sustainable modes to access services and facilities; and
- **Safety** – by improving the perceived and actual safety of more sustainable modes of transport and interchange facilities, the overall levels of access to key services and facilities is increased.

D2.4 Key messages - economic outcomes

- **Making best use** – traffic management, road space reallocation and encouraging the use of sustainable modes will ensure the best use of existing infrastructure is made;
- **Seamless interchange** – to increase connectivity and the reliable movement of people by modes other than the car, for both local and longer distance journeys, seamless interchange will be key;
- **Technology** – the dominant use of the private car and road freight is having a cumulative impact on everyone in terms of journey time reliability. Intelligent Transport Systems and more stringent demand management measures will be required to increase reliability;
- **Cross boundary working** - it will be paramount that the Regional Transport Consortia communicate with each other, neighbouring English authorities and key partners to maximise connectivity and accessibility;

- **Traffic Management Act** – better co-ordination of highway works and incidents will have a positive impact on journey time reliability and overall transport efficiency; and
- **The importance of freight** – due regard must be given to promoting the efficient and reliable movement of freight through traffic management and the designation of lorry routes.

D2.5 Key messages - environmental outcomes

- **Environment Agenda** - there is a need to keep abreast of information and environmental performance, objectives and targets being set through the Welsh Assembly Government's Environment Strategy and the wider environmental agenda and realign transport decisions as required to support these (including European legislation);
- **Better understanding** - of the full range of cumulative impacts of existing and new transport measures on all aspects of the environment and identify suitable mitigation measures;
- **Walking and cycling** - as non-polluting transport modes these require greater consideration in all decision making;
- **Smarter choices** - consider the need for greater publicity and education on the impact transport can have on our environment;
- **Use of bio-fuels** - technologies associated with renewable energy are developing rapidly and need to be promoted as part of our commitments to reducing greenhouse gas emissions;
- **Environmental project management** - consultants, suppliers and clients should be encouraged to adopt practices which will lead to improvements in the approach to environmental management;
- **Multi-disciplinary teams** - between transport engineers, planners, environmentalists and landscape architects to ensure that the environmental impacts are properly understood, evaluated and mitigated; and
- **'Environmental risks' register** - to be considered for every project, during the project initiation process (clients to be informed of their/our responsibilities for managing these risks).

D3 Strategy Themes

D3.1 To address the transport trends and meet the desired outcomes, the WTS focuses on three key themes and related tool kits of measures, which can be used individually or in combination, to meet the desired outcomes. These themes need to be considered throughout the development of the RTPs.

D3.2 The Consortia should provide evidence to show how they have identified which tools they propose to use from the themes that will best contribute to achieving the outcome priorities in their region.

Theme 1: To achieve a more effective and efficient transport system

- Greater efficiency in terms of vehicle technology, as well as seeking more efficient use of available infrastructure (for example achieving higher capacity on some existing routes) is promoted. In some cases, provision of new infrastructure will also be required if the effectiveness of the system is to be ensured. The Welsh Assembly Government is also seeking more efficient use of resources and promoting more co-ordinated decision making across different policy areas.

Theme 2: To achieve greater use of the more sustainable and healthy forms of travel

- Specifically, a reduction in single-occupancy car use is sought, by promoting greater use of car sharing, buses, trains, walking and cycling. This will reduce the environmental impacts of travel and help to improve opportunities for those without access to a car.

Theme 3: To minimise the need to travel

- It is recognised that travel can broaden people's horizons. However if greenhouse gas emissions and congestion are to be reduced there is a need to consider ways in which people could still access services whilst minimising the need for car travel, particularly single-occupancy. This could be by seeking to minimise the number of journeys made (for example by encouraging greater use of teleconferencing and home working), and seeking to reduce the average length of journeys (for example through better land-use planning). The focus will be on car travel, as, for example, higher levels of walking and cycling are beneficial to health.

D4 Welsh Assembly Government Commitments

D4.1 In addition to the outcomes, themes and key messages set out in the Wales Transport Strategy, the Welsh Assembly Government is committed to achieving the following points. The Regional Transport Consortia should consider these points during the identification of their regional priorities as they could help define the most appropriate tools for use.

D4.2 Investing

- We will continue to prioritise investment in the transport system to achieve the outcomes identified in this Strategy.

- We will seek to ensure that an appropriate funding balance is struck between taxpayers and transport users.

D4.3 New Approaches

- We will work with the Regional Transport Consortia to ensure integrated transport solutions are provided across Wales
- We will implement the provisions of the Transport (Wales) Act 2006 and the Railways Act 2005 to improve the transport system in Wales. We will examine whether any other legislative changes are necessary to achieve the outcomes sought.

D4.4 Making Better Use

- We will use new technology to improve the information available for transport users and thereby seek to make the most of our existing network and services.
- We will work in partnership with the UK Government and the private sector to facilitate improvements in vehicle efficiency and the take-up of cleaner fuels, in order to reduce environmental impacts (and emissions in particular).
- We will work with the UK Government on the development of a UK wide system of road user charging. We will set out the statutory framework which will allow Regional Transport Consortia and Local Authorities to develop pilot charging systems on a local area basis.

D4.5 Integration

- We will explore ways to increase the information available to the public to encourage the use of more sustainable modes of travel and to raise awareness of the consequences of individual travel choices.
- We will ensure that land use planning is integrated with transport planning in order to minimise the need to travel. A draft technical advice note on planning for transport (TAN 18) will be released for comment at the same time as this draft Strategy
- We will make sure that the potential for new technology (such as Broadband) is fully exploited to minimise the need for people to travel – for example by homeworking
- We will consider ways in which we can work with the private sector to encourage more local sourcing of produce, where this has the potential to reduce freight mileage

D4.6

Economic

- We will invest to develop the strategic road and rail networks, giving priority to the 'strategic gateways' to Wales
- We will support a new intra-Wales air service, as well as international flights which improve business connectivity and encourage inbound tourism
- We recognise the importance of ports as economic drivers and transport interchanges and will work with the UK Government and the industry to facilitate their development.
- We will, in partnership with the freight industry, develop a comprehensive Freight Strategy for Wales which will be published later this year
- We will work with industry stakeholders to promote sustainable economic growth across transport related sectors, for example by encouraging the development of new vehicle and fuel technologies. This will include working with trades unions and sector skills organisations to ensure that our skills base develops accordingly.

D4.7

Social

- We will continue and extend our support for 'Safe Routes to School' projects. We will consider the scope for modernising school transport provision and promoting more sustainable modes of travel, for all learners age 19 and under.
- We will maintain the free travel system for over 60s and disabled people. We will consider how concessionary travel can be extended to specific groups such as 16-19 year olds, and people who cannot access the bus network
- We will continue to implement the Road Safety Strategy and will support more home zones, quiet lanes and 20 mph zones
- We will work with the transport industry as well as the public and voluntary sectors to promote equality and widen accessibility to transport services, focussing in particular on disadvantaged groups

D4.8

Environmental

- We will work to ensure that transport plays its part in reducing greenhouse gas emissions. Actions under each of the three main themes of this strategy – a more efficient network, changing to sustainable modes and minimising the need to travel – will contribute to this
- We will identify transport infrastructure which may be at increased risk as a result of climate change and develop effective actions to

adapt to the risk. We will also build resilience into new developments and as part of routine maintenance

- We will work to ensure that transport plays its part in reducing pollution, including meeting mandatory air quality standards and reducing water pollution.
- We will encourage the shift of freight from road to both rail and coastal shipping where appropriate and will review the system of freight grants to make sure that it is as effective as possible in achieving these aims.
- We will continue to implement the walking and cycling strategy to encourage more people to use these modes to benefit the environment and their own health
- We will encourage sustainable, resource efficient ways of developing new transport infrastructure and maintaining existing infrastructure.
- We will develop action plans under the Environmental Noise Directive with a view to reducing noise pollution from transport

Annex E Summary of regional priorities and objectives

E1 From the consultation on updating the RTP guidance, a number of comments were received on the system of priorities, objectives and monitoring set out for the RTP, with a desire for some clarification evident.

E2 It is believed there is basic simplicity underlying the system, but that this can be obscured by the complexities of appraisal and monitoring. Essentially there is a structure with three functional tiers which control the way RTPs should be developed and operated.

National Outcomes

E3 At the highest level are the WTS, WSP, ATP etc. and the other national strategies. These may identify a range of regional or local actions as part of the relevant plan's priorities which may cascade down to the next (RTP) tier, but mainly these plans are about the actions the Welsh Assembly Government will carry out itself.

E4 This national tier also has its own dedicated monitoring, which again is only relevant to the RTPs where Welsh Assembly Government expects the Consortia will carry out the monitoring, because the national and regional priorities are effectively the same thing and the main focus of activity is regional or local. The Wales monitoring strategy identifies the accessibility related indicators as falling into this category.

Regional priorities

E5 A step down from the national tier are the regional priorities, comprising the Consortia's regional interpretation of the above national policies (i.e. the top-down cascade) and those local policies relating to transport which are ideally expressed at a regional level (i.e. bottom-up).

E6 The most important of the national policies for RTPs is the WTS, which is the Welsh Assembly Government policy guidance to Consortia on transport. There are 15 WTS outcomes, any of which might also be considered as a regional priority, however it is more important that the structure and principles of the WTS are adopted when thinking about regional priorities, rather than adopting the outcomes as a regional priority.

E7 Note also that the WTS does not prioritise the outcomes at the national level, leaving plenty of scope for the Consortia to develop their respective regional views. There can be any number of regional priorities, but bear in mind that the more there are, the less a 'priority' they will be.

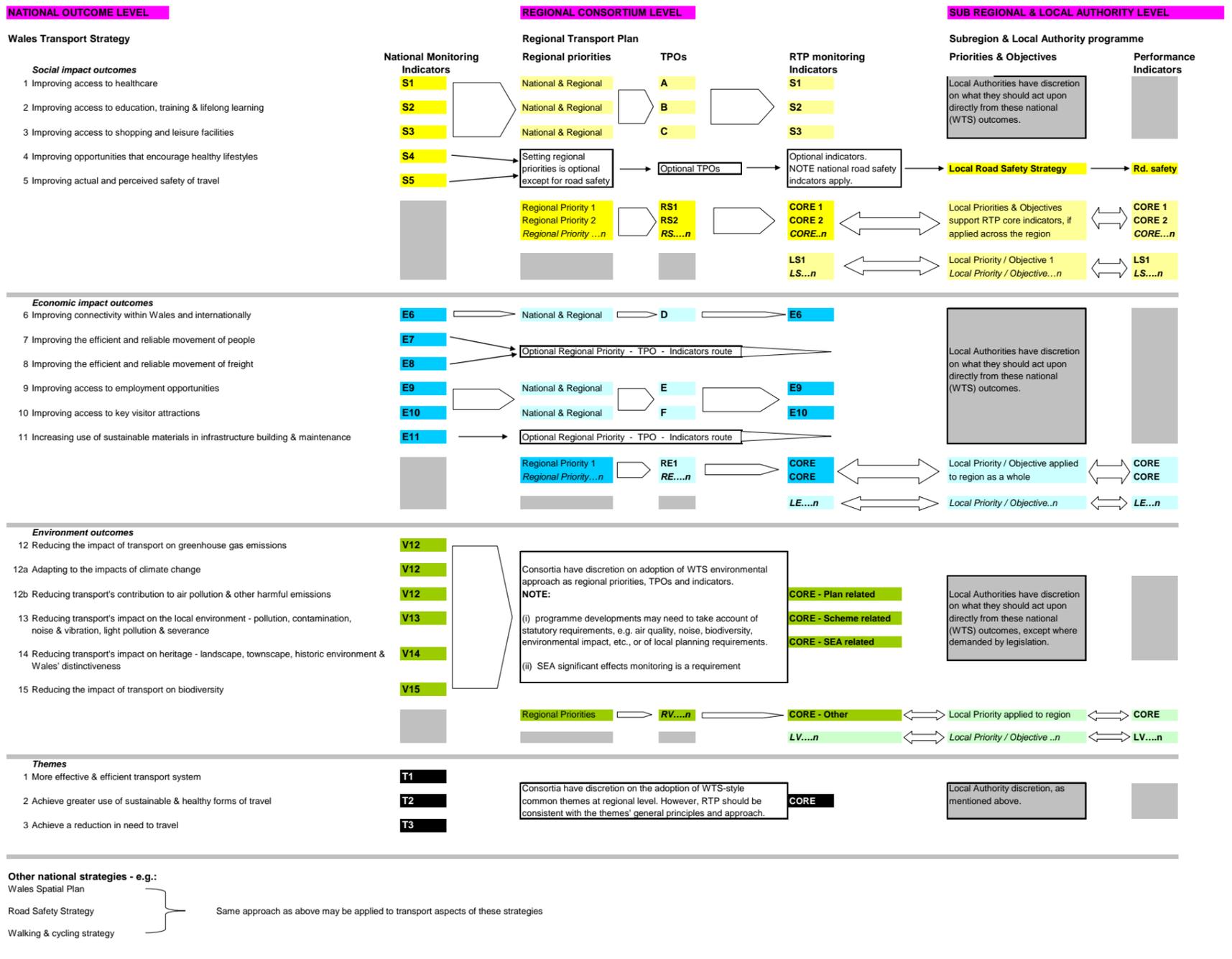
E8 The priorities are intended to be concise policy statements rather than measurable, tangible items. When looked at against the background of

transport problems in the region, the following relationship emerges:

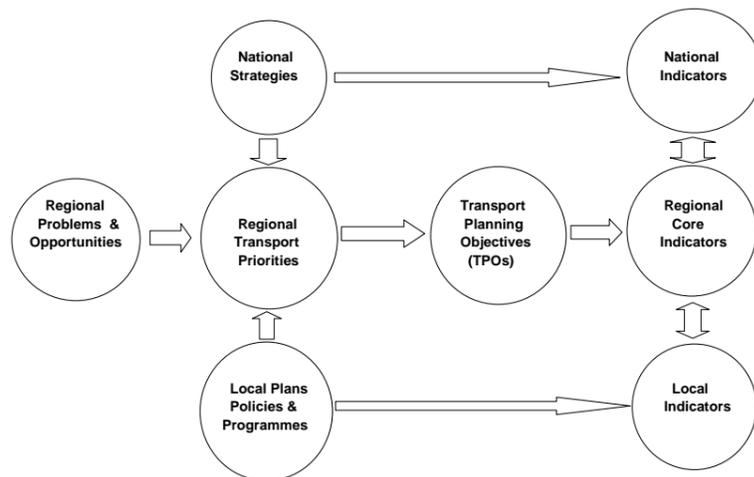
Transport Problems + Regional Priorities = (Regional) Transport Planning Objectives (TPOs).

- E9 The TPOs are the specific transport objectives and could be policies, approaches, programmes or schemes, but should conform as much as possible to the 'smart' concept. Typical examples seen in transport planning are changes in car use or modal shift, air quality impacts, user perceptions and road safety targets. All of these can be measured.
- E10 Comparing the Transport Planning Objectives against the regional priorities enables:
- (i) the compliance of the RTP with national policy to be easily seen,
 - (ii) with more detailed analysis, the contribution the RTP makes to meeting national objectives can be determined, and
 - (iii) the RTP monitoring system is based on the TPOs generated .
- E11 Monitoring of the regional tier (i.e. the TPOs) will be through the medium of core indicators applying to the entire region and other indicators applying to smaller areas. Having a set of core indicators is mandatory, but not their number or the method of data gathering, analysis etc., which is left to the Consortia to determine.
- E12 Also, it is not necessarily the case that all TPOs need to be monitored by a core indicator (see below), although all TPOs should be monitored somehow, otherwise there would be little point in setting them up in the first place. See also Annex H below for more information on this subject.
- Local priorities**
- E13 A step further down from this is a tier of sub-regional or purely local priorities. Whether these are built into the RTP, kept completely separate, or developed with an eye to consistency is a matter for the Local Authorities. The Consortia may therefore not need or wish to be involved in this area of work or to note these matters in the RTP.
- E14 The same permissive approach applies to monitoring, however with one exception, where a TPO is monitored by sub-regional or local (i.e. non-core) indicators, either for reasons of relative importance or sheer practicality. In this case, Consortia reporting will be involved and included in the RTP.
- E15 It is possible to represent this set of relationships diagrammatically.

Figure 3
Priorities, Objectives and Monitoring - Generic Model



RELATIONSHIP STRUCTURE



Annex F Component Strategies

F1 Road Safety Strategy

F1.1 Consortia will be aware of the Road Safety Strategy for Wales (2003) and the comprehensive action programme set out there to tackle road safety problems, by the various agencies with responsibility in this field. The proposed actions in the programme are shown allocated to various stakeholders, with Local Authorities undertaking a large proportion of the workload, either on their own account or in partnership with others. In addition, the strategy timescale was split into a short term (2003-05) and longer term (2005-2010) period.

F1.2 The strategy has not been formally reviewed since its publication and in respect of those actions where local authorities are major stakeholders, the RTP should:

- consider the proposals included in the original strategies and report on their state of progress and any difficulties encountered;
- consider any changes to underlying conditions affecting safety in their region;
- include any revenue or capital spending proposals as Consortia may wish to promote via the RTP process;
- link the above to the WTS outcomes and consider whether and how monitoring may be undertaken if considered worthwhile.

F1.3 The strategy notes that the primary responsibility for road safety matters lies with local highway authorities, however the Welsh Assembly Government now wishes to see a regional view of road safety matters to be developed and reflected in the RTPs. Consideration is being given to the organisation needed to achieve regional road safety strategies that reflect the context of wide stakeholder involvement, the advent of RTPs, Consortia with strengthened roles and the ongoing responsibilities of highway authorities. Final conclusions on the way forward have not been reached so far, however the Consortia are likely to assume the function of developing an overall strategy, which would then guide Local Authority production of safety business plans. Wider groups of stakeholders will advise and steer the process.

F1.4 The need for each Local Authority to produce separate formal safety strategies is under discussion. Councils will retain the important 'business planning' role of data gathering, interpretation, prioritisation and project implementation as well as contributing to developing the regional strategy via the Consortia. The Consortia in their turn should look to co-ordinate

these tasks regionally and handle any bidding for capital funds needed for safety work.

- F1.5 In considering the possible content of a regional approach to road safety, certain aspects have more importance at regional level, including the following:
- Review of Wales road safety progress, as above
 - Strategic framework to guide the setting of safety policies and actions
 - Cross boundary safety issues (if any)
 - Summary documentation of progress in APRs
 - Supporting partnership development with police and other stakeholders
 - Possible economies of scale in scheme development
 - As above in respect of education, training & publicity initiatives
 - As above in respect of road safety staff training and professional representation
- F1.6 Local Councils can use a regional strategy to simplify some of their road safety activities. They may wish to consider the scope of their mainline safety tasks and which if any, may be more effectively handled co-operatively by the Consortium. The Welsh Assembly Government would be agreeable to practically-based proposals to re-orientate road safety practices, if such suggestions were put forward.
- F1.7 In reviewing the national strategy's action programme, commentary on the input of other stakeholders as part of this review would be appropriate, if Consortia considered there were benefits arising from this.
- F1.8 Reporting on safety matters is carried out by individual authorities directly to the centre. The RTP can produce a snapshot of the regional position based on use of the most recent data available on accident rates plus the performance of road safety schemes and the latest strategy actions of any type. Local Authorities are currently required to provide the Assembly Government with annual monitoring data of all schemes implemented using the Road Safety Grant.
- F1.9 The national safety targets for injury accident reduction are still mandatory for transport plans, and must therefore form the basis of safety action planning at Local Authority level. Aggregation to regional level may be developed for reporting purposes and included in the APR system. Continuation of separate Local Authority safety reporting is a matter under consideration.

- F1.11 The Welsh Assembly Government wishes to integrate its own trunk road safety activities as far as possible with local actions, to achieve greatest overall impact. The regional safety strategy therefore has the potential to achieve greater effectiveness across the whole range of road safety activities by all stakeholders.
- F1.12 The strategy will be affected by the merger, in 2007, of the road safety programme and safety camera programmes, at both national and local levels. The reasoning behind this merger is to integrate safety cameras into the wider road safety arena to ensure that cameras and other road safety measures deliver the best possible casualty reductions in the future. The new arrangement is intended to provide an opportunity to strengthen local accountability and focus on casualty reduction outcomes by enabling local authorities to use funds to implement the most appropriate scheme for any given area.
- F1.13 As regional bodies, the Consortia are potentially the most effective point of representation for liaison with police forces. This will be important in the context of the forthcoming changes to administrative arrangements governing the management of safety cameras. The existing police forces in Wales were due to merge into a single all-Wales force in April 2007, however this merger will now not take place in April 2007 and no date has been set for when this might occur, if it does at all.
- F1.14 The road safety strategy is the main element of the WTS “Safety and Security” outcome, but road safety actions are not necessarily the only means of addressing the outcome. Consideration of personal security issues may open doors for aligning transport policy with Local Councils’ Community Safety strategies for instance.
- F1.15 The UK Government’s targets for improving road safety, in terms of the numbers affected by severity of incident, have been translated to Wales, so providing Local Authorities a firm basis to measure their performance. The WTS is the current mainstay of the policy background, although this was not in place when the strategy was launched, however the WTS outcomes encompass the Welsh national targets. The national targets will fall due for reconsideration and update during the currency of the RTPs.

F2 Car Parking

- F2.1 The Welsh Assembly Government wishes to encourage an integrated approach to car parking strategy adopted in Wales, by the development of regional parking frameworks to encompass policy making and practice at Consortium and Local Authority level. This does not imply that a uniform approach should be applied across a region. The regional framework should recognise that parking policy may need to vary across the region, as the adopted approach to parking needs to be based on local

circumstances, such as rural or urban situations, proximity to major centres or sites of tourist pressure. The regional framework is intended to act as a starting point for developing local parking strategies required in association with LDPs and should guide these local strategies to support the WTS outcomes and the general approach of the RTP.

F2.2

The regional framework should address strategic parking issues particularly where there are cross-Council boundary pressures such as competition between retail centres. The regional framework should seek to address the following types of issue:

- *Consistency issues* - addressing the parking implications that result from retail centres or development sites seeking competitive advantage. Reference should be made to the Wales Spatial Plan area work;
- *Maximum Parking Standards* - setting appropriate maxima and indicating the sort of locations and circumstances where these are likely to vary, such as rural/urban differences;
- *Regional locations* – handling parking issues at major locations including out-of-centre business parks and shops, major tourist areas, hospitals and town and city centres;
- *Strategic considerations* - including the balance of off-street to on-street provision and public vs. PNR parking, at major locations;
- *Principles for charging* - consider the principles of how charges should vary e.g. in response to supermarkets/out of town or in terms of commuters and shoppers, charging levels and management systems;
- *Planning Obligations* - where these would address cumulative effects through area based charges or contribute to RTP developments;
- *Travel Plans* – to address the quality of parking needed at existing and new locations and to incentivise more sustainable travel practices;
- *Enforcement issues* – including development of DPE regimes;
- *Basic standards* - such as for operational, disabled, cycle and motorcycle parking;
- *Restrictions for traffic management purposes* - including policies for on-street controls, blue badge parking, CPZs and unloading restrictions;
- *Park and ride* - considering the potential for park and ride strategies to meet RTP objectives and the implications for parking policy across the area served;
- *Park & share, interchange and kiss 'n' ride* – parking as part of an intermodal system providing general accessibility.

- F2.3 Though the RTP should consider these aspects, it is not its purpose to manage local parking policy, but it should provide a strategic framework to co-ordinate the actions of constituent Local Authorities toward achieving the themes and outcomes of the WTS. As with planning policy, transport policies in one authority can be undermined by a different approach in a neighbour, so the RTP aim is a regionally co-operative approach avoiding the pitfalls of inconsistencies, for the benefit of the whole region. The RTP may also be a vehicle for securing certain improvements, such as park and ride or interchange developments.
- F2.4 The development of parking frameworks should be undertaken in an open and collaborative way. Consortia should work with their neighbours and English authorities where relevant, to assess the impact of parking proposals on the competitive position between centres, and between town centres and peripheral developments. Care should be taken to avoid creating incentives for development to locate away from town centres.
- F2.5 The framework should be composed of ‘guiding principles’ for each topic area on which local policy and action can be based. For maximum parking standards in particular, the framework should be clear what should be applied consistently across the region and where there is scope for local interpretation. The principles should be accompanied by an explanation of the evidence supporting the adopted approach. The regional parking framework will be subject to public consultation through the RTP mechanism, with formal approval by the Consortia and local authorities and adopted as necessary within the local planning framework.
- F2.6 The final version of TAN 18 will be published in March 2007. This contains more detail on the development of local strategies and their application in the planning context.

F3 Public transport

- F3.1 Local Authorities completed regional public transport strategies for their areas in 2003, responding to the Welsh Assembly Government’s request for these to be prepared. The development of RTPs provides the ideal opportunity for Consortia to review this work and WAG wishes this to be undertaken.
- F3.2 The purpose of the review should be to:
- consider the schemes and other proposals included in the original strategies and report on their state of progress and any difficulties encountered
 - consider any changes to underlying conditions affecting public transport in their region

- report on changes in the context of public transport provision
- update the strategy actions
- include any revenue or capital spending proposals as Consortia may wish to promote via the RTP process
- link the above to the WTS outcomes and consider whether and how monitoring may be undertaken if considered worthwhile.

F3.3 Specific mention is made of the Assembly Government's desire for community transport in the region to be included in the strategy review. As this subject may not have been covered in the original regional public transport strategies, the above bullet points are only partly relevant. What is needed is a review of the nature and current levels of community transport provision, identifying any issues arising from the exercise.

F3.4 The APRs to be produced on subsequent progress with the RTP will permit the ongoing position to be updated as necessary.

F4 Traffic Management

F4.1 The component referring to traffic management issues will be mainly concerned with the regional implications of the introduction of the Traffic Management Act and the value to be gained in cross boundary co-operation

F4.2 The above Act places an obligation on Authorities to manage traffic with congestion objectives in mind (i.e. where congestion is seen as the problem), however in practice, traffic management as an activity also has to recognise the competing interests of various road user groups and balance their needs for the greatest community benefit, using appropriate locally based objectives. The Welsh Assembly Government has developed guidance on the application of the Act, which was released in November 2006, with the formal duty taking effect on October 26th. Further guidance is to be issued on aspects of the Network Management Duty, and the Assembly Government is to publish the "intervention criteria" in 2007, following consultation.

F4.3 The end product of the Act is envisaged to be a series of best practice actions addressing the identified issues in each authority. Chief amongst these is the collection of good quality data on traffic movements and of planned and typical rates of unplanned incidents affecting the network. Also included in the remit is the dissemination of information, intervening in situations and taking enforcement action as necessary. Authorities must designate a Traffic Manager to lead the Authority's initiatives and be the main point of contact.

F4.4 Matters of parking, road safety and 'soft mode' users are mentioned elsewhere in this annex, although it is recognised that in Local Authorities, it will often be the same teams dealing with all of these matters. The cross-cutting effects of traffic management activities should be clear. The Welsh Assembly Government's draft guidance stresses the need for authorities to engage within their own organisation and with wider stakeholders, principally the police, bus operators and the community-at-large.

F4.5 A strategic level of traffic management can be also discerned. The Welsh Assembly Government handles this at national level through its control centres in respect of strategic movement, but the definition can also apply to regional and smaller areas such as the entire extent of a sub-region or travel to work area.

F4.6 Though traffic management is a mainstay of Local Authority transport work and this is not anticipated to fundamentally change, the RTP may have a role a role in respect of:

- Considering the potential regional importance of the Traffic Management Act upon the respective Consortium area as the organisational level
- Considering the impact of cross boundary activities and large schemes that may have wide impacts
- Making links with other transport topics closely related to traffic management as feature in the RTP
- Securing economies of scale in data gathering through adopting a co-ordinated programme
- Encouraging the adoption of common traffic management policies, as may be useful to the region
- Considering scheme developments that may address regional traffic management issues.

F5 Walking and Cycling

F5.1 The Walking and cycling strategy sets out the Welsh Assembly Government's key objectives and includes action points to promote these modes as viable means of transport to suit today's conditions. The 2003 strategy was assumed to naturally fall into two parts, with the latter section coinciding with the development of the second round of LTPs. With the change to the RTP system, a more thorough review is now underway.

F5.2 The main purposes of the strategy are to increase overall levels of use, to improve the safety aspects of these modes, to encourage a change in

attitudes to their use and to improve overall policy consistency in favour of walking and cycling.

F5.3 The Welsh Assembly Government identifies a strong role for Local Authorities in pursuing this agenda and for working in partnership with wider stakeholder groups and with the Welsh Assembly Government itself. An extensive series of 'cross-cutting' topics is identified, including:

- Health
- Education
- Sustainable communities
- Safety
- Environmental policy
- Planning and development
- Tourism
- Rights of Way
- Sport

F5.4 Development of the walk and cycle modes will draw in consideration of these wider topics as a logical part of the task.

F5.5 The strategy was assumed to naturally fall into two parts, with the latter section coinciding with the development of the second round of LTPs. With the change to the RTP system, a more thorough review is now underway and is expected to be complete by the summer of 2007. The Consortia will therefore have an opportunity to use a new strategy as policy reference for the RTPs.

F5.6 In respect of those actions where local authorities are identified as major stakeholders, the RTP should:

- consider the proposals included in the strategy and report on their state of progress and any difficulties encountered
- consider any changes to underlying conditions affecting safety in their region and build this into their approach to walking and cycling,

F5.7 As many walking and cycling schemes are comparatively small-scale, they are not necessarily going to be a major call on capital funding, or require Welsh Assembly Government funding. Implementation will therefore be locally biased and the RTP more focussed on context and policy issues, reporting local progress and monitoring.

F5.8 The impact of walking and cycling cuts across a wide range of life-activities so Consortia should be aware of the potential complexities when

considering what should or could be monitored. The WTS sets out relevant national indicators and the 2003 strategy proposed an approach for developing monitoring, which the current strategy review is likely to retain, at least in principle. However, seeing as many impacts are going to be localised, monitoring ought to be locally focussed as well with use made of what data is available from the cross cutting services.

F6 Smarter Choices

F6.1 The Welsh Assembly Government is developing a national strategy covering 'Smarter Choices' activities, which will be a daughter document to the WTS. This document is intended primarily to be guidance for Local Authorities and seeks to promote Smarter Choices schemes, initiatives and techniques by highlighting best practice Welsh case studies.

F6.2 The techniques commonly referred to under this label cover travel planning for businesses and schools, marketing and information and the promotion of innovation generally. There is no firm definition of what constitutes a smarter choices initiative, the underlying stress being on directly influencing travel behaviour, rather than addressing its effects with an engineering solution. This is a distinct philosophy and enables the drawing together of disparate strands of activity, which in the end may well result in more conventional engineering or technological measures being developed in support of the softer 'people factor' measures.

F6.3 Increasing evidence shows that significant modal shift has been achieved through the use of Smarter Choice measures, it is therefore essential that best practice is documented appropriately in order to encourage further success in this growing area.

F6.4 Emerging transport strategies for Wales have also highlighted the significance of Smarter Choices. It is therefore hoped and intended that future guidance and revised policy will further support Smarter Choices schemes, with the backing of Local Authorities and the Welsh Assembly Government.

F6.5 The Smarter Choices document should be released in sufficient time for it to play a useful role in helping the Consortia pull together regional views on this subject within the Regional Transport Plans. The topic is of relevance for Local Authorities and Consortia. Smarter choices activities are important in the context of Development Control and also in addressing congestion and safety problems on the journey to school. As these initiatives are concerned with demand management, interest from the Consortia in the context of the forecasting requirements and the Road Traffic Reduction Act (RTRA) should be borne in mind.

F6.6 The Welsh Assembly Government is not seeking a lengthy explanation on the role of Smarter Choices work. What is important in each case is:

- The realistic scope of Smarter Choices work in the region
- A view of the type of activities that might be undertaken in practice
- How this ties in with the RTRA, if it does
- Consideration against regional priorities, targets and monitoring

F7 Accessibility

F7.1 Details of the Accessibility work may be found in Annex J. Two aspects should be given particular attention:

- Conducting a strategic assessment of accessibility as part of developing the RTP (the problems and opportunities assessment)
- Considering the accessibility monitoring proposals noted in Annex H

F7.2 The Welsh Assembly Government does not recommend Consortia undertake a full accessibility strategy as originally put forward for English LTP Authorities, but should integrate their work in this field into the RTP development stages as far as possible.

F8 Freight

F8.1 The Welsh Assembly Government has commissioned work on a national freight strategy for Wales. Final adoption is not likely to be until mid 2007, so RTP development may have to be informed by the draft strategy only.

F8.2 The prospective national approach adopts a hierarchical approach commencing with an examination of spatial planning as it relates to the demand for freight, then moves on to look at modal split questions and concludes with modal policies based around the theme of making best or better use of facilities through targeted action plans.

F8.3 This is a very high-level strategic approach and the Consortia should take account of this in providing a view of freight issues in their region. The targeted action plans in many cases, may be of most relevance, acting as a potential menu of measures for regional and local action plans. As well as this 'top down' view, Consortia should have a 'bottom-up' perspective, based on local knowledge currently within the Authorities.

F8.4 Bearing in mind the likely adoption timeframe for the national strategy, WAG is not anticipating a major regional freight strategy initiative in the RTPs. Consortia are advised in their RTPs to identify and consider the strategic freight issues in their region and important local issues already identified by the Authorities in question.

F8.5 This consideration does not need to lead to production of a full action strategy or spending programme in the RTP, unless the freight matters identified are sufficiently important as to warrant this. Consortia could best develop freight action plans over the course of the RTP rather than try to complete them before submission; this indicates that looking at potential future directions and outlining that approach is the most useful task that could be realistically accomplished before the RTP submission date. The types of issue that could be taken into account are as follows:

F8.6 Regional context

- Logistics industry in the region
- Freight market issues – commodities, customers and their requirements, infrastructure and services
- Future market trends
- Strategic traffic management
- Traffic growth
- Freight terminals
- Impact of large development sites
- Intermodal transport
- Non road-freight issues – rail, water and air

F8.7 Local context issues

- Congestion and road layout issues
- Information availability
- Freight infrastructure
- Road safety issues
- Lorry routeing strategies
- Local delivery strategy
- HGV restrictions
- Operating centres (environmental impact)
- Lorry Parking facilities and Driver Rest areas
- Use of alternative modes
- Economic growth and development
- Roadworks
- Lorry security

F8.8 Future potential strategy development

- Identifying the stakeholders
- Identifying the problems
- Proposing solutions
- Survey requirements – traffic flows, market analysis, site searches etc

- Quality Partnership possibilities
- Producing regional and local action plans
- Assessment against RTP Objectives

F9 Maintenance

F9.1 Maintenance is an ongoing and fundamental aspect of Local Authority work funded principally from revenue allocations, a regional perspective may be discerned in respect of the instances listed below:

- Greater cross-boundary co-ordination on highway works arising from implementation of the Traffic Management Act
- Major individual maintenance schemes, where the financial impact is regionally important. Note that the Welsh Assembly Government is proposing £250K as a threshold of regional significance in pure funding terms, although this value should be treated as indicative rather than hard and fast.
- Schemes where capital and revenue funding is involved in a co-ordinated approach
- Where major problems have to be handled, which present resource difficulties to Authorities affected.
- Where the Consortia wish to develop particular innovations, which may have wider value across Wales
- Overall budget reporting

F9.2 Authorities may wish to consider establishing a formal Transport Asset Management Plan (TAMP) encompassing all transport maintenance activities, which are principally, but not exclusively, highway-related. The WTS advocates such an approach, although it is appreciated that setting up a TAMP could be resource hungry for both the planning and implementation phases. It could be argued that Authorities experiencing extreme resource-based pressures may benefit from the identification of a best value strategy even if the rate of maintenance outputs is sub optimal.

F9.3 From the above, the RTP content may be essentially be treated as a reporting regime, which will tend to become a discrete strategy where maintenance activities have a particular focus rather than remaining just a general activity, or where a TAMP is developed. The best approach in each area is left to the Consortia to determine, based on local circumstances.

F10 Other strategy components

F10.1 Consortia may wish to consider other areas of local importance in more detail, but the Welsh Assembly Government does not wish to prescribe the extent of this or recommend particular areas for work. Typical examples are motorcycle use, development of ITS/UTMC, catering for equestrians, transport needs of rural areas etc. Consortia are free to determine the direction and extent of their work in topics such as this.

F11 Planning Policy

F11.1 In respect of planning policy, the development of the LDP framework is taking place almost simultaneously with the RTPs, affording a means to ensure that good joined up working takes place between Consortia transport staff and local planning staff. The development of the WSP and the update of planning policy guidance on transport (TAN18) are intended to assist this process.

F11.2 The Consortia should make full contributions to LDP development on all policy and 'reasons & explanation' wording as relate to transport matters. Local planning staff should likewise be encouraged to participate in RTP development through the internal stakeholder consultation processes set up to that end.

F11.3 The number of trips made is predominantly derived from population numbers and inherited behaviour. However all other aspects of trip making (length, mode, origin and destination etc.) can be influenced by LDP and RTP policies. This makes integration of these plans of critical importance.

F11.4 Other than reporting on major developments affecting transport and similar issues occurring as LDP preparation progresses, Consortia should be aware of the possible longer term transport issues that could arise from the Spatial Plan and its relative consistency with the RTP long term strategy.

Annex G Costed implementation programme

G1 The RTP is a framework for bidding for funds and implementing transport initiatives generally. Bid forms need not be included in the RTP, but intentions to bid for funds during the 5 year RTP period should be indicated, as far as is possible. It is envisaged that the current transport financial system will remain in place for the immediate future.

G2 Currently, Authorities in Wales utilise similar scheme categorisation, broadly as shown below:

- Major schemes (+£5m)
- Major schemes (+£1m)
- Medium sized schemes (+£250K)
- Land acquisition and design
- Minor highway schemes
- Traffic signals/ ITS / signage provision
- Street lighting
- Bridge + structures work
- Drainage & flood alleviation
- Traffic calming
- Traffic management
- Public transport infrastructure, including rail-related schemes
- Road Safety schemes, including 'safer routes to school' schemes
- Walking and cycling schemes
- Maintenance of highways and bridges
- Street lighting expenditure

The broad revenue expenditure categories are

- Highway maintenance and drainage, incl. winter maintenance
- Bridge + structures maintenance
- Traffic management
- Street lighting maintenance and energy
- Signals / ITS/ signage maintenance and energy
- Road safety / crossing patrols
- Public transport service support
- Concessionary fares
- Bus infrastructure maintenance
- Right of Way

- Car parks
- Insurance
- Community transport

- G3 Non-hypothecated funding can theoretically be applied more widely to transport schemes, but consistency with plan objectives is still necessary. Income from other public and private sources should be mentioned where these support transport programmes.
- G4 The Welsh Assembly Government wishes to gauge the likely overall scope of RTP programmes at the start of the process and to understand the Consortia's view of the importance of third party funding to their plan. This view can be amended over the course of the plan, particularly if new funding system arrangements are adopted.
- G5 Consortia are therefore requested to submit an indicative costed programme of transport expenditure for the five year period (2008-2013) to the Welsh Assembly Government. Presumed revenue spending by Local Authorities in the region on activities such as maintenance and bus service support should also be indicated.
- G6 The programme will require details of:
- Breakdown of intended overall programme by category (safety, bus, traffic schemes etc) and by authority in Consortium
 - Summary of intended implementation timetable
 - Explanation of main risks and approach to mitigation
 - Contingency approach for budget and timetable
 - Scheme costs if available (items over £250,000 only)
 - Descriptive summary of scheme (plan, numbers affected etc) for items over £250K
 - State of readiness indication for £250K+ scheme elements
 - Reserve schemes
 - Project management and procurement proposals
- G7 The programme should not be regarded as purely a list of schemes. An explanation of the supportive management processes necessary to bring about the desired actions should be provided, hence the references to reserve schemes, contingency planning etc. above. As details of minor schemes may not be available in advance, a general breakdown of intended spending by category across the region and by authority is sufficient, with progress provided on a rolling basis in RTP annual reports.

G8 The success of the new plans will depend upon how well they can be put into effect, within the various constraints of finance, timetable and organisation. The Welsh Assembly Government will not prescribe how the Consortia should do this, but will look for evidence that management processes dealing with these aspects has received appropriate consideration, particularly in respect of dealing with larger transport initiatives and in how internal relationships between the Consortia and constituent Local Authorities will be handled.

Schemes for inclusion

G9 The Welsh Assembly Government is interested in the RTP being a framework expressing all transport activities being pursued in a region. As such, a wide range of transport actions should be considered as falling into the ambit of an RTP, either for implementation or reporting, or both:

- Traditional capital expenditure-based improvement works, such as major capital schemes, traffic management schemes, public transport infrastructure, pedestrian and cycling infrastructure, local safety schemes
- Essential support activities, including transport studies, monitoring, scheme preparatory work, making of grants to third parties
- Revenue expenditure on maintenance, public transport, concessionary fares, marketing etc. despite their inclusion in the Local Authority sphere of activity. Intentions can be indicated in advance and subsequent progress reported on in APRs.
- Planning and policy initiatives relating to transport.

G10 The RTP is therefore not just a tool for bidding for transport scheme capital funding. Local and revenue-based expenditure may be relevant to the plan even though the funding mechanism may not be incorporated in the RTP process.

G11 The level of funding available for transport will determine the extent to which the RTP is a practical vehicle for implementing proposals. A limited funding regime will enhance that part of the RTP's character which is a planning and guidance framework. More funding will enable the Consortia and Local Authorities to undertake a wider range of schemes, enhancing the project management aspect of the plan.

G12 The Welsh Assembly Government has set out a programme of national transport infrastructure investment and may be looking to progress some of this via agency agreements at local level as now, and on its own account in some cases. The Welsh Assembly Government will confirm its scheme development intentions to the Consortia in this regard.

Scheme and programme costs

- G13 The RTP should set out (i) major scheme proposals (ii) summary details of intended Local Authority transport improvement spending as mentioned in G.6 above, (iii) spending on maintenance and (iv), related scheme expenditure in the region from other funding sources.
- G14 Major capital schemes (over £5m) and intermediate-scale capital schemes (over £250,000) demand a proportionally greater level of detail in respect of design, costs, programme and risk strategy. Note that the Welsh Assembly Government is not encouraging the submission of new major scheme applications for the moment, although the Consortia are free to undertake preparatory work and feasibility studies in the meantime.
- G15 Revenue spending programmes should be summarised in the RTP for future years as far as possible, otherwise the intended level of spending on such works over the period of the plan should be shown. An overall breakdown of the minor works intended to be funded from this programme over the plan should be provided.
- G16 Spending on non-works areas, such as preliminary design, studies, grants and monitoring, should be included as a subheading in the minor works category if capital expenditure is allocated for those purposes.
- G17 Integration between capital and revenue spending is acceptable if scheme benefits and efficiencies can be secured by this means.

Timetable

- G18 Three main aspects should be borne in mind in respect of the RTP actions timetable:
- Planning minor works programmes, particularly where complexity arises. For example where schemes integrating maintenance and improvement works are under consideration, management of the RTP programme needs to keep control of the process. Any issues identified for the plan period should be highlighted.
 - Amplifying the above, the organisation of minor works programmes in instances where implementation effectively extends over one financial year, requiring appropriate provision in the future year(s).
 - The particular requirements of large single schemes, which will normally require more than one year for completion, therefore requiring strong project management capacities. The common issues to be considered include the identification of clear outputs and critical milestones, the timeliness of resource availability to implement the scheme and consideration of the risks of delay.

G19 The Welsh Assembly Government is concerned to see that these timetable aspects are given proper coverage in the RTP.

State of readiness

G20 The state of readiness to proceed with larger scheme proposals should be made clear, taking into account the greater legal, planning and organisational requirements associated with such schemes. WAG is committed to supporting previously accepted major schemes so expects to see a statement of their current status within the RTP.

Risks and Contingency

G21 The RTP should highlight the main risks envisaged to the actions covered by the programme. The degree and the ownership of risks, their assessment and the resulting mitigation and contingency strategies should be in proportion to the scale of scheme and expenditure involved. Major schemes should feature a formal risk register as normal practice, however if there are particular issues relevant to the minor scheme programme, these should also be mentioned in the programme. The Welsh Assembly Government wishes to offer a constructive critique of RTP progress as it advances and this would be helped if Consortia make any programme and scheme risks clear.

Reserve schemes

G22 It is good practice to have a number of reserve proposals available for substitution in the event of practical problems in implementing any planned transport schemes. This often occurs with construction-related works and can be caused by public consultation responses as well as contracting delays or cost increases. Making allowance for such contingencies by having other work that can be progressed instead of a late running or delayed scheme is a principle supported by the Welsh Assembly Government. Sums proposed for developing reserve schemes should be identified in the programme.

G23 Whether such schemes need to be included in the options analysis is dependent on the Consortium's view of:

- The likelihood of their being progressed during the course of the RTP. If this is unknown, or known to be unlikely, they cannot reasonably be included in the analysis.
- The scale of scheme or initiative in question. The larger it is, the greater the justification for consideration in option testing.

Note there are no rules on whether or not to include a reserve scheme in the option testing, so a 'test of reasonableness' approach should apply.

Project Management

G24

The Welsh Assembly Government is concerned to see that sufficient resources are available to Consortia to implement their plan, as implementation is always a more resource-intensive and complex activity than planning. To that end, the RTP should show that its proposed programme has:

- Clear management ownership and staffing
- Given thought to using established project management methodologies
- Considered using professional support for larger schemes
- Clearly defined outcomes
- Clearly defined success factors
- Realism throughout.

Annex H Regional Indicators

H1 Introduction

H1.1 The Welsh Assembly Government is currently in the process of developing a Wales Transport Monitoring Strategy (WTMS). This strategy sets out core National Transport Indicators for the monitoring of progress of the Wales Transport Strategy (WTS). The Strategy then goes on to consider the requirements for monitoring at a regional level.

H1.2 At a regional level the delivery of the WTS is in the hands of the four Consortia who have the responsibility of developing and delivering the RTP. This responsibility includes the requirement to monitor the effectiveness of the RTP in meeting the regional priorities.

H1.3 Reporting on the indicators will be annually as part of the Annual Progress Report (APR).

H2 Monitoring of the National Transport Indicators

H2.1 A set of National Transport Indicators has been developed directly for the purpose of measuring progress or otherwise towards the 15 WTS Outcomes and the three underlying themes. The development of these indicators is set out in the WTMS.

H2.2 The National Transport Indicators are set out below. These have developed since the Consultation Draft of WTS published 13th July 2006. these indicators are currently being reviewed and an updated list will be issued when available.

SOCIAL OUTCOMES

WTS Outcome	National Indicator
1. Improving access to healthcare	S1. Proportion of households within 30, 60 and 90 minute travel time threshold(s) of a NHS Trust Hospital between 10am and 12pm on a Tuesday (i) by public transport and (ii) by car
2. Improving access to education, training and lifelong learning	S2. Proportion of people aged 16-74 within 30, 60 and 90 minute travel time threshold(s) of 'Learning Providers' (as recognised within the ELWa National Planning Framework) between 7am and 9am on a Tuesday (i) by public transport and (ii) by car

WTS Outcome	National Indicator
3. Improving access to shopping and leisure facilities	S3.1 Proportion of households within 30, 60 and 90 minute travel time thresholds of a 'Key Centre' between 10am and 12pm on a Tuesday (i) by public transport and (ii) by car
	S3.2 Proportion of households within 30, 60 and 90 minute travel time thresholds of a 'Key Centre' between 8pm and 10pm on a Saturday (i) by public transport and (ii) by car
4. Improving opportunities that encourage healthy lifestyles	S4.1 Walking and cycling as % of local trips for all purposes of <5 miles.
	S4.2 Mode share for journeys to work – based on usual mode of travel to work by people aged 16-74 and in employment.
	S4.3 Mode share of journeys to school for 5-16 year olds.
5. Improving the actual and perceived safety of travel	S5.1 Total number of KSI casualties
	S5.2 Total number of child KSI casualties.
	S5.3 Rate of slight casualties per 100 million vehicle kilometres.
	S5.4 % of rail stations with 'secure station' status.
	S5.5 % of people who feel safe and secure when using public transport.

ECONOMIC OUTCOMES

WTS Outcome	National Indicator
6. Improving connectivity within Wales and internationally	E6.1 Domestic Connectivity Index
	E6.2 International Connectivity Index
7. Improving the efficient and reliable movement of people	E7.1 % of scheduled bus services to arrive between 1min early and 5mins late
	E7.2 % of scheduled bus service kilometres completed

	E7.3	% of rail services that operate within 10 minutes of scheduled time (or 5 minutes in case of some lines)
	E7.4	% of rail services that operate
	E7.5	% travel time variance on key sections of the road network
8. Improving the efficient and reliable movement of freight	E8.1	Total number of lorry kilometres saved per year through transfer of operations from road to rail in Wales
	E8.2	% travel time variance on key sections of the road network
9. Improving access to employment opportunities	E9.	Proportion of people aged 16-74 within 30, 60 and 90 minute travel time thresholds of a 'Key Centre' between 7am and 9am on a Tuesday (i) by public transport and (ii) by car
10. Improving access to key visitor attractions	E10.	Number of households within 1, 2 and 3 hours travel time of the Top 10 Free and Top 10 Paid Attractions (based on number of annual visits) between 9am and 1pm on a Sunday (i) by public transport and (ii) by car
11. Increasing the use of more sustainable materials in the maintenance of Wales' transport assets and in the provision of new transport infrastructure.	E11.1	% use of sustainable resources in maintenance of transport assets (to be developed)
	E11.2	% use of sustainable resources in construction of new transport infrastructure
	E11.3	Proportion of new transport schemes with CEEQUAL award

ENVIRONMENTAL OUTCOMES

WTS Outcome	National Indicator
12. Reducing the impact of transport on greenhouse gas emissions	V12.1 Greenhouse gas inventories for the transport sector
	V12.2 Emissions of air pollutants apportioned to the transport sector (NO2 & PM10)

WTS Outcome	National Indicator
12a. Adapting to the impacts of climate change 12b Reducing the contribution of transport to air pollution and other harmful pollutant emissions	V12.3 Number of AQMAs where transport is the primary cause
	V12.4 Proportion of transport network protected against future flood risk associated with climate change
	V12.5 Proportion of transport network able to cope with predicted temperature increases associated with climate change
13. Reducing the impact of transport on the local environment - air pollution, water pollution, land contamination, noise and vibration, light pollution and community severance	V13.1 Number of recorded water pollution events where transport is the primary cause
	V13.2 Proportion of transport network with water quality treatment facilities
	V13.3 Number of targeted noise action plans that are related to transport
	V13.4 Proportion of transport network with full cut-off lighting
14. Reducing the impact of transport on our heritage – landscape, townscape, historical environment and Wales’ distinctiveness.	V14.1 Proportion of transport schemes having an adverse impact on the Historic Environment, as a result of new construction, improvements or maintenance
	V14.2 Proportion of new transport schemes having an adverse impact on the Landscape / Townscape, as a result of new construction, improvements or maintenance
15. Reducing the impact of transport on biodiversity	V15.1 Proportion of new transport schemes having an adverse impact on Biodiversity, as a result of new construction, improvements or maintenance
	V15.2 Area of designated sites lost to transport schemes
	V15.3 Trends in key Trunk Road Estate Biodiversity Action Plan (TREBAP) species and habitats

TRANSPORT THEMES

WTS Theme	Indicator
1. To achieve a more effective and efficient transport system	T1.1. User satisfaction levels with bus condition/ comfort
	T1.2. User satisfaction with station and train facilities
	T1.3. Condition of roads; (i) Principal (A) Roads (ii) Non principal / classified Roads
	T1.4. Condition of trunk road network
	T1.5. Condition of rail network
2. To achieve greater use of the more sustainable and healthy forms of travel.	T2. Mode share of total trips undertaken by people living in Wales
3. To achieve a reduction in the need to travel	T3. Total annual motor vehicle kilometres travelled in Wales

H2.3 For the most part the monitoring of these indicators will be undertaken by the Welsh Assembly Government. However, the Welsh Assembly Government wish the Regional Transport Consortia to undertake the monitoring for those accessibility indicators requiring the use of Accession, on their behalf. These are envisaged to be: S1, S2, S3.1, S3.2, E6.1, E6.2, E9, E10.

H2.4 This does not imply that these indicators are intended to be indicators for the RTP.

H2.5 More information on the National Transport Indicators is given in the WTMS which will shortly be available as a draft report.

H3 Regional Transport Indicators

H3.1 In addition to the above obligations for monitoring the WTS the Regional Consortia are required to monitor progress of the RTP.

H3.2 The purpose of regional transport indicators is two-fold:

1. To monitor progress towards achieving the regional transport priorities as set out in the RTP.
2. To evaluate the effectiveness of different types and combinations of intervention to enable future strategies and interventions to focus on the most effective measures.

H3.3 It is not intended that monitoring is onerous, time consuming or resource hungry. The intention is that the monitoring that is undertaken is practical and focused and makes appropriate use of existing indicators and available information wherever possible.

H3.4 The remainder of this Annex provides guidelines on the development of regional transport indicators in order to fulfil these two requirements.

H4 Development of Regional Indicators

H4.1 The RTPs should incorporate regional and sub-regional indicators to enable the plan to better reflect the issues and priorities that concern the region. Unlike the National indicators there is no specified list, the Regional Consortia should feel free to develop their own indicators to monitor and evaluate progress in delivering their RTP.

H4.2 It is envisaged that monitoring will still occur at a local level covering those issues that are the responsibility of the Local Authority.

H5 Key Principles

H5.1 In identifying and developing regional transport indicators the Consortia should make a number of considerations, these are:

(i) Focus on specific regional priorities

Indicators should be relevant to monitoring the regional priorities. It may well be that one indicator is appropriate for more than one priority, but it may also be the case that a priority may need more than one indicator to reasonably reflect performance.

(ii) Recognise spatial and temporal requirements

There will be variation within each region as what is important. This variation should be reflected in the regional priorities as set out in the RTP and the regional indicators need to be capable of catering for these variations.

(iii) Be feasible, realistic and affordable

The indicators need to be practical with regards to data requirements and availability of data. In identifying the national indicators considerable research has been undertaken to identify existing data and this information will be made available in the WTMS. It should be recognised that local authorities, the Welsh Assembly Government and other agencies collect considerable quantities of data for a wide variety of purposes. Where possible this information should be utilised. It should also be recognised that, at a local authority level, there are a large number of existing indicators for which data is

already collected and assimilated. Some of these indicators may also be appropriate for monitoring the RTP.

(iv) Use best available protocols to collect and evaluate data

The data needs to have credibility and be reliable and so consistency in the data across the region is essential. As each region is made up of a number of local authority areas there are likely to be instances where, although each constituent authority is collecting the same data, it is being collected in a different way or being reported differently. The Consortia will need to work with their local authorities to reduce these consistencies. The Local Government Data Unit should be able to assist in this if the Consortia decide to use their services.

(v) Emphasise evaluation as much as collection of data

There should be focus on the evaluation of data so that the information produced is meaningful. Hence the emphasis is on developing indicators that are a good representation of the priority in the first instance and then consideration given to the data required.

H5.2 The Consortia should co-ordinate with those developing the Spatial Plan areas as there is potential for identifying indicators that both monitor progress of the RTP and Spatial Plan.

H6 Stages in Developing Regional Transport Indicators

H6.1 Keeping in mind the key principles set out above the identification and development of indicators takes place through a number of stages. It is not the intention of this guidance to dictate how the Consortia go about identifying appropriate indicators, however the Consortia may use the approach taken in developing the National Transport Indicators.

H6.2 the National Indicators were identified through a 3 step process as set out in the table below.

Starting point		
Step 1	Identify possible indicators that as closely as possible are representatives of the Regional Priority under consideration.	This should result in a large number of possible indicators. These may a combination of existing indicators and new indicators. If they are existing indicators it is worth noting this.
Step 2	Shortlist indicators	This shortlisting takes the form of a practicality check : - how well does the indicator

		represent the priority - is this an existing indicator - source of data - format of data
Step 3	Fine tune indicators	Eliminate duplication of indicators Fine tune indicators – this is particularly applicable to accessibility indicators.

H6.3 A copy of the spreadsheet used is given at the end of this Annex. This sets out the issues to be considered. The details for the Nation Transport Indicators are included in the WTMS.

H7 Scope of Regional Indicators

H7.1 The Consortia may decide to develop indicators at a number of levels to best suit the monitoring of their RTP. These levels could include core regional indicators, sub-regional indicators and secondary regional indicators.

- The development of **core indicators** is mandatory and will focus on the regional priorities for the region as a whole. These indicators will form the basis for evaluating the effectiveness in delivering the RTP.
- Beneath these core regional indicators the Regional Transport Consortia may wish to develop are series of **sub-regional indicators** that are focused on specific issues that are of considerable importance to part of the region. These indicators will help the Consortia and the local authorities identify how well they are meeting particular issues. For those Consortia regions that cover more than one Spatial Plan action area, transport indicators for monitoring the Spatial Plan actions could be at this level.
- **Secondary regional indicators** will be additional indicators that aid the Consortia in evaluating the effectiveness of their RTP. They may indicators that the consortia would ideally like to have as a core indicator but due to practicality or resourcing reasons this is not feasible in the RTP 1 period.

H8 Targets

H8.1 There are a number of reasons for setting targets:

- The problem is of such importance that a target must be set.

- To provide additional focus to meet defined improvements which would otherwise not get the consideration and resources required.
- Targets can be an aid in evaluating performance.

H8.2 In determining indicators the Consortia should consider the need for targets. Note. the danger of setting targets is that drive to achieve the target becomes the focus rather than the meeting the priorities set. For this reason it is suggested that targets are only set for indicators where there is a need to meet a defined standard.

H8.3 In many situations the requirement is for improvement but it is difficult to identify a challenging but realistic level of improvement. For these situations it may be better to identify the need to monitor the trend and only once this is established determine whether a target is needed to provide additional impetus for improvement.

H9 Resourcing

Co-ordination with other agendas

H9.1 Monitoring is undertaken for a number of other overlapping agendas. In many instances the information required to monitor the RTP's will already be collected.

H9.2 It may also be the case that appropriate indicators already exist for the some of the regional priorities. It makes sense to use currently available data and information that will be collected in any event.

H9.3 Details of existing monitoring and available data can be found in WTMS.

H10 Phasing

H10.1 The Consortia should consider the need to phase the introduction of monitoring of indicators, with the priority given to the core regional indicators.

H10.2 In an ideal situation all the indicators in the RTP would be monitored from day one and evaluated against a baseline established before the commencement of the RTP in April 2008. The more realistic scenario is that it will only be practical and realistic to commence monitoring immediately for some of the indicators either because the indicator and the monitoring already exist or because the information required is readily available. For other indicators it will take time to identify the sources of data, collect data and determine the appropriate evaluation.

H10.3 It is desirable that the monitoring of the core regional indicators will commence at the start of the RTP period and hence this is the expectation. This means the baseline should be established before the RTP period starts in 2008. If this is not possible the reasoning should be set out in the RTP and a timescale for commencement presented.

H11 Ranking

H11.1 It is not envisaged that the regional indicators set out in H.7 need to be ranked within each category.

H12 Accessibility Planning at a Regional Level

H12.1 Accessibility planning is one of the tools available for monitoring progress on accessibility related indicators. Details of Accessibility Planning requirements are given in Chapter 11.

H13 Timescale

H13.1 The RTP will need to set out the timescale for implementing monitoring. This should cover:

- identifying the baseline situation
- timescale for setting the baseline situation where this can not be established prior to the RTP period
- timescale for monitoring National Transport Indicators
- timescale for monitoring core Regional Transport Indicators
- timescale for secondary and sub-regional indicators
- establishment of trends
- introduction of targets

H13.2 In setting out the programme the RTP should also set out the assumptions that have been made with regard to availability of information and resourcing.

H14 Reporting

H14.1 Reporting of the monitoring will take place annually in the APR required for the RTP. Details of the format of reporting will be given in due course.

Indicator Development Spreadsheet

Regional Priority/Objective	Indicator	Data source	Data format	Frequency of collection/ Reporting	Responsibilities	Existing Targets	Desirable Target	Contact

Annex J Accessibility Planning

- J1 Accessibility planning is essentially a set of techniques to facilitate improved decision-making in respect of transport and service delivery, to better address the needs socially excluded communities.
- J2 The analysis of problems should take account of development of the location of facilities, qualities of the transport system, the underlying patterns of demand and the interactions between all three.
- J3 Accessibility work undertaken for the WTS provides a framework, in the form of a series of Accession snapshots of access to certain types of locations, measured by (i) the ability to get there by car or public transport and (ii) the time it takes to do so.
- J4 In summarising and presenting the results, related population figures have been produced for each of the four Consortia areas (Taith, TraCC, SWWITCH and Sewta) and the Welsh Assembly Government is willing to make this available to the Consortia.
- J5 The baseline for the above analysis was autumn 2005 (for the public transport analysis). The resulting assessments can be considered as a series of snapshots of accessibility at the commencement of the WTS and the RTPs.
- J6 SWWITCH have taken the lead in investigating and developing the accessibility planning elements of the RTP and are co-ordinating with the other Consortia and the Welsh Assembly Government. The Welsh Assembly Government appreciates the lead taken. In providing advice on accessibility planning requirements it is recognised that as the Consortia investigate further they will form a consensus view of the requirements. This may over time supersede the advice provided in this guidance.

RTP accessibility submission

Regional vision

- J7 It is necessary for Consortia to express their vision for dealing with accessibility issues, as identifying the regional priorities must be based on this foundation. The vision should not be expressed just in terms of transport-focused accessibility objectives, but ought to refer to existing spatial and social objectives contained within local authority plans and the overall framework provided by the WSP and WTS. The vision should therefore, set out in general terms what the Consortia are seeking to achieve in respect of accessibility in its widest sense. This vision should

then be articulated in more detail in the strategic assessment phase, described below.

Structure

J8 A five stage approach is normally recommended for accessibility planning:

- Strategic assessment
- Local assessment
- Option appraisal
- Plan preparation
- Monitoring, evaluation and feedback

J9 The strategic assessment stage is the most important element for the RTPs, so Consortia should devote an appropriate level of time and effort to undertake this work. The strategic assessment should seek to explain the Consortia's approach to accessibility planning, what the main issues and priorities are and how developing a solution may be linked into Local Authority and partner organisations' objectives, such as for developing education and health facilities. The assessment may also consider what general impacts the RTP might have on this picture.

J10 Consortia are free to go beyond a strategic assessment, if the issues revealed are considered imperative and they have sufficient resources to develop the analysis. The Welsh Assembly Government welcomes the development of more detailed work, but does not currently wish to place an indicative timescale against this, other than to state that more guidance may be issued on the topic during the RTPs' currency.

Strategic assessment

J11 The purpose of the strategic assessment is to:

- Identify issues
- Assess current position
- Identify regional priorities

J12 As outlined above, the initial approach to accessibility planning should be undertaken at the strategic level before exploring identified problems in more detail. It is suggested that this approach includes some, if not all of the following methods.

Engagement with Key Stakeholders

J13 As part of the ongoing building of relationships with external organisations for the identification and joint solving of accessibility problems, it will be

important to continually engage with both internal and external stakeholders. These will include:

Internal

- Planning
- Economic Development
- Countryside Services
- Passenger, Community, Rural and School Transport
- Local Education Authority
- Social Services

External

- Health Sector (LHB / NHS Trusts, local NHS services etc.)
- JobCentre Plus
- Post 16 Education
- The Local Strategic Partnerships
- Rural and Voluntary Youth Services
- Youth Council
- Bordering authorities

J14 Such engagement will ensure that the development of policy documents relating to associated stakeholder areas, (e.g. planning, education, social services, health services, and retail and employment development), are all produced with issues of accessibility in mind.

Stakeholder Workshops

J15 Such discussions could involve workshops which are a great way of understanding the issues faced by various sectors. Workshops could be focused on one particular sector such as health or education, identifying particular accessibility issues, or alternatively they could be organised on a cross sector basis which would begin to identify common themes experienced.

Individual Stakeholder Meetings

J16 An alternative would be to undertake individual meetings with key stakeholders. This would have the benefit of identifying specific issues associated with particular organisations operations at a greater detailed level.

J17 Whichever approach is used will be invaluable in identifying existing access issues experienced and in determining the best way forward. Engagement with stakeholders has the potential to identify existing schemes that are being run by organisations e.g. dial-a-ride, that could

potentially help other sectors if resources were pooled together. In some cases there may be duplicate services being provided for some areas which are not cost effective.

J18 One of the biggest benefits of engagement with stakeholders is that it raises the profile of accessibility planning in other organisations, and gets other sectors to consider the accessibility issues and problems that they face on a daily basis.

J19 A further benefit is the potential to raise awareness of common issues faced by different sectors for which 'joint' solutions could be implemented.

Partnership working

J20 The Establishment of a formal Accessibility partnership involving representatives from all sectors is highly beneficial in beginning to address issues of accessibility. Such a forum enables common goals and objectives to be understood and solutions to be identified.

J21 Through discussions with stakeholders it may transpire that an existing partnership is already under operation but only between a few sectors. Alternatively it may be possible to 'tap-in' to existing LSPs. The preferred approach will need to be determined on an individual basis to ensure the best results.

Assessing the current position

J22 In respect of current practices, Consortia should seek an understanding of how the actions and policies of the transport sector and facility providers address the above picture and how this might change over time, other things remaining equal, based on current knowledge. The RTPs themselves form part of this picture and even though investigating detailed scheme aspects would go beyond the scope of a strategic assessment, the potential for the plan to address accessibility issues through the availability of targeted resources may be considered.

Strategic Mapping Analysis/Assessment

J23 A strategic mapping exercise should be undertaken to identify issues of access to key services. As a minimum this should be undertaken for:

- Access to education
- Access to health facilities (hospitals/doctors/dentists)
- Access to fresh food
- Access to town centres

J24 It is recommended that access to other regionally important destinations is also undertaken. Note that WTS outcome monitoring requires the assessment of particular aspects of these in a prescribed format. A regional view of the same general subjects need not be constrained by the WTS approach although it is for Consortia to decide whether they would wish to do this.

J25 In order to undertake this analysis, it is envisaged that the each of the Consortia will be provided with a common dataset to ensure continuity in approach across the country. The WTS monitoring prescribes the use of Accession software to complete the analysis, however regional work need not be constrained by this.

J26 Inspection of the maps will enable the identification of some access issues. The maps can also be validated for accuracy by stakeholders, possibly at workshops. A more local assessment can then be undertaken in stage 2 to explore the exact nature of the issues identified.

Identification of Priorities

J27 The strategic accessibility audit should begin to identify where the regional priorities for resolving accessibility lie. In addition to being informed by some of the above other considerations could include:

- The National Agenda
- Population Structure of the Region
- Journey to Work Data
- Index of Multiple Deprivation

National Agenda

J28 Priorities highlighted in the national government agenda need to be borne in mind when considering the strategic accessibility assessment and the priorities for improvement. For instance, the value of addressing access to education issues can be undermined if there is a national priority/agenda to consider access to health care.

Wales Transport Strategy

J29 One of the core themes running through the WTS is that of accessibility. The effective delivery of the overall strategy will be significantly enhanced through good accessibility planning. The WTS recognises this importance through continued identification of the role of accessibility in the delivery of improved access to the key services.

Wales Spatial Plan

J30 One of the 4 key themes of delivering the vision is that of achieving sustainable accessibility. This theme identifies the role that improving access has to play in:

- Encouraging economic activity
- Widening employment opportunities
- Ensuring quality services
- Balancing the social, environmental and economic impacts of travel

J31 In light of this the importance of the getting the approach to accessibility planning right takes on a new dimension in delivering the objectives of these documents.

Population Structure

J32 Examination of the population structure can identify the needs of the regional population. For example an elderly population is more likely to require access to health care.

Census Data

J33 Consideration of the national census journey to work data, specifically residents and workplace statistics, can often identify travel trends, particularly for access to employment. Where large percentages of the regional population are identified as accessing a particular destination, consideration should be given to why particular modes are chosen. This may identify deficiencies in the public transport network that need to be resolved to improve access by those without a car.

Index of Multiple Deprivation

J34 This index is most valuable when undertaking the local accessibility assessment. However, it can be used at the strategic level to ensure that there are not any major issues of accessibility that are contributing to deprivation or vice versa. National statistics should be supplemented by the Welsh Index of Multiple Deprivation 2005

Local Information and research

J35 It is highly probable that locally, more detailed analysis of some statistics will have been undertaken, either by the Regional transport Consortia or by other sectors. Where possible local datasets should be used to supplement the national information provided.

Cross cutting impacts

J36 There are many areas of service delivery that have an impact on accessibility. Responsibility for accessibility planning does not rest solely

with the Consortia (i.e. the public sector transport function). Development of accessibility plans and their enactment is therefore a natural joint responsibility across several services. The following categorises these under the broad service areas of:

1. Land-use planning
2. Health
3. Education
4. Employment

J37 Note that developing actions to address any cross-cutting issues identified should properly fall into 'part 2' (i.e. local accessibility plans) and is therefore outside the scope of a strategic assessment. However Consortia should note these matters as soon as they become apparent, which means some comment in the RTP may be possible.

Land-use Planning

J38 Land Use and Accessibility planning are intrinsically linked. The ability to assess a site in terms of its accessibility offers great potential to plan for sustainable accessible development. Better understanding of the relative accessibility of the region through Accessibility Planning software will enable long range spatial strategies to identify the most sustainable areas for growth.

J39 In the longer term, accessibility planning should be extended to consider the impacts of potential development options and to highlight the mitigation measures required to enable any development to take place within particular areas.

J40 In terms of good practice, it is beneficial to co-ordinate forward planning with transport planning. This ensures that 'joined up thinking' is undertaken in an integrated manner from an early stage.

J41 By undertaking accessibility planning on a regional basis, regional transport consortia will have a distinct advantage over their English counterparts in that they will be able to consider developments that rely on access to facilities in adjoining administrative areas.

J42 In the longer term it is expected that accessibility assessments will be undertaken at a detailed level and will be required by developers promoting specific sites clearly demonstrating how they will be mitigating any specific accessibility issues identified (as opposed to simply increasing road capacity to accommodate demand).

Health

- J43 The Local Health Board (LHB) has a remit to provide the highest standards of health care in the community. The LHB's work includes securing a range of services such as doctor and dentist surgeries, opticians, mental health, health care in community hospitals, as well as acute hospital care for the local population. The LHB is therefore a major contributor to travel demand. The provision of services in appropriate locations is of critical importance in affecting accessibility.
- J44 Major decisions will need to be subject to a process of public engagement to ensure that residents retain good accessibility to key health services.
- J45 It is envisaged that accessibility planning will play an increasingly important role in future decision-making in this area.
- J46 Examples of how the health sector can contribute to an accessibility strategy include:
- The delivery of more local service centres (e.g. community hospitals), offering patient services in locations more easily accessible by bus
 - Funding innovative patient services, such as demand responsive networks and/or taxi-bus schemes
 - Varying the opening times of doctors surgeries, to offer more convenient evening services for patients
 - Providing better information to patients on bus services at the time of appointment bookings (for example on the reverse of appointment cards).
- J47 In addition, there are also much wider issues associated with the modernisation of the health service as a result of *Designed for Life*, providing a greater focus on preventative care and moving services closer to home as long as safety is not compromised. Other parts of the public sector need to be involved in thinking through their potential contribution towards ensuring more accessible health care.
- J48 Accessibility is simply not just about providing a bus service to the local hospital, but will involve considering carefully the specific needs of patients and their relatives, and the care and treatment they require, and responding with an accessible service that meets these specific needs.

Education

- J49 The effect of the school run is a national issue. There is a real need to address the problem and place an emphasis on promoting alternatives to

the private car. Tackling the school run may be an objective within RTPs, but there is also a wider issue associated with the health and well being of school communities, and the subsequent impact that this may have on later life.

- J50 Over time, the increased reliance upon the private car has resulted in fewer walk and cycle trips to and from school being undertaken. As a direct consequence of this, a component of a child's daily activity has been removed. This has the potential to be detrimental to their health, e.g. increasing levels of obesity. RTPs could explore the potential for the provision of safe travel alternatives to address this and other issues.
- J51 The advantages of children undertaking a healthy and active lifestyle have been proven through research to have a direct relationship with academic achievement. Examples from elsewhere indicate that children who walk and cycle to school generally arrive more alert and receptive to lessons taught in the classroom, which can only be of benefit. The ability to provide local, high standard schools that can be accessed by modes other than the car therefore takes on another dimension.

Employment

- J52 The RTP will have a key role in facilitating economic development and access to employment. Regional Travel Plans need to make the link between employment and travel patterns, and where possible influence the development of more sustainable travel schemes that are accessible to all. The importance that transport plays in economic well-being is identified in many documents, not least the Assembly Government's WAVE strategy.
- J53 Examples that could be explored include encouraging the provision of a shuttle buses by employers/groups of employers for employees. These could operate at peak times between rail stations or town centres.
- J54 Development of such services offers transport benefits, as would the extension of the hours of operation of this type of service. Sharing of resources provided by different employers has significant benefits, as does development of "works" services in conjunction with conventional local bus services.
- J55 Other areas that could be looked at in the RTP include:
- Consideration of local key worker housing close to major high technology employment, health and education opportunities, as this could encourage staff to locate close to work

- The active promotion and development of employer travel plans for major employers (including collections of employers in common geographic areas)
- The provision of schemes that enable young people to gain access to transport to work

J54 Consortia should determine their own priorities for accessibility in their region, using the following as the background references to guide their priority setting

- the regional vision (J6 above)
- stakeholder working (J12-J20)
- mapping analysis (J22-J25)
- the national picture and data (J26 – J34)
- cross-cutting assessment of other services (J35 – J53)

Supporting information

J55 A number of issues have been raised by Consortia in developing the RTP accessibility planning agenda. Information that may assist consideration of these matters is provided below.

Access to the transport system

J56 Access to the transport system, defined as population within range of a bus stop featuring the minimum of an hourly service frequency, has been used as relatively simple accessibility in rural areas in England. In this form, the value of the indicator is very limited, as the services available at any stop are not related to wider accessibility analysis or to underlying patterns of movement.

J57 The characteristics of the public transport network, including walk time to stops, can be coded into Accession when conducting accessibility analysis. By this means, “access to the public transport system” considerations are subsumed and accounted for in a general accessibility analysis and there is no need for a separate assessment of bus stop catchments to be carried out.

J58 However, the simplicity of the indicator is noted and if use of Accession is deemed inappropriate, the notion of access to the system may still have some value, if qualified appropriately.

E-Access

J59 The role of electronic access to services cannot be investigated using Accession, however communications access is a growing development

initiative of many service providers and is fully supported by WAG. The approach is also fundamental to addressing the 'reduction in travel' theme of the WTS.

- J60 Consortia are generally not responsible for the delivery of e-services except by association with local authority actions to improve the availability of transport information.
- J61 No target has been set or indicator developed for WTS purposes, so this aspect of accessibility becomes by default a matter for purely regional and local consideration. If measures are to be adopted, Consortia are advised to concentrate on the initiatives being developed and their take-up rates or market penetration. Assessments of trip reductions or cost savings to service providers are more complex issues in analysis terms and may not easily reveal unambiguous conclusions.

Reliance on cross-boundary service provision

- J62 Some residents will rely on or choose to access services provided in neighbouring regions or authorities. These should be identifiable from local knowledge, and where there is an access requirement to do so, consideration should be given to this issue as part of the local accessibility assessment (i.e. stage 2) following on from the strategic assessment.

Use of Accession

- J63 Consortia should remember that accessibility planning is not the same as "using Accession". The software in question is a useful tool for undertaking analysis, which through promotion and development, has become the de-facto standard in the UK.
- J64 Accession makes use of existing datasets that are prepared and maintained for other purposes, such as Ordnance Survey mapping for roads (OSCAR and MasterMap ITN) and public transport data in the same formats as used by TraveLine and Transport Direct journey planners (ATCO.CIF and TransXchange). In essence, Accession considers the journey time (distance or cost) between origins (representing where people live) and destinations (representing the facilities and services people need to access).
- J65 Note that Accession has some limitations in calculating car journey times, in that it does not assess journey times using congested assignment algorithms that more conventional traffic models use to represent traffic conditions at (particularly) peak times. This means that the calculated journey times for cars tend to be low, and adjustments may need to be made based on an independent assessment of potential journey times. Accession is however most useful for looking at public transport walk and cycle movements.

- J66 The way car traffic is handled could be a weakness if Consortia wanted to consider a more sophisticated analysis, factoring in mobility, car use and congestion. However, for the RTP strategic analysis, the Welsh Assembly Government considers using Accession to be acceptable, bearing in mind the stress on availability of services, including transport, in assessing pictures of social inclusion.
- J67 In view of the above, the Welsh Assembly Government would prefer the Consortia to use Accession for undertaking their strategic analysis, however in going into more detailed work, more flexibility may be evident, depending upon the likely subject matter for the work. Alternative approaches would be acceptable under the circumstances, although Consortia should explain their reasoning if alternatives are used, with a brief statement of the benefits of their chosen approach.
- J68 Note that using Accession requires access to and familiarity with common GIS packages (MapInfo or ArcView). Consortia should notify the Assembly if they consider they will experience any problems with using this aspect of the software.

Drawing on Experience of Others

- J69 Knowledge of accessibility planning in the UK is expanding rapidly. Understanding from elsewhere should be drawn upon to ensure that the most applicable methods are identified and undertaken for specific tasks.
- J70 It should be noted that the above are examples of methods that can be used to identify accessibility issues as part of the strategic assessment. This list is by no means exhaustive. What should be borne in mind is the potential interaction between them and this should be considered when determining the methodology used in each region to ensure the best possible results.

Annex K Return details for submissions

The draft Regional Transport Plan due in October 2007 and the Final Regional Transport Plan should be submitted by March 2008 to:

Director of Transport Policy and Administration.

Department for Enterprise, Innovation and Networks

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