

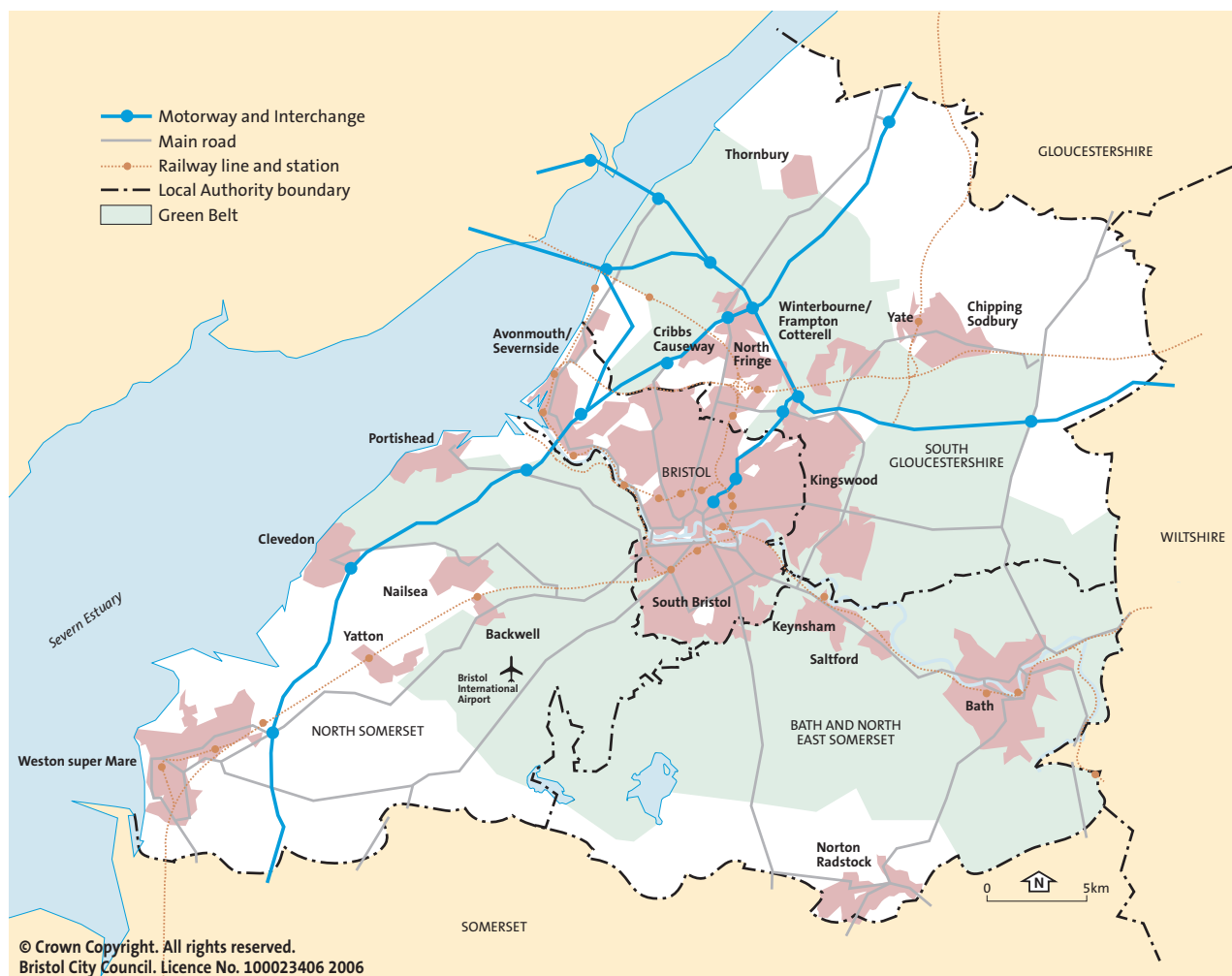
## Executive Summary

### 1. Introduction

- 1.1 The four Councils of Bath and North East Somerset, Bristol City, North Somerset and South Gloucestershire have joined forces to plan and deliver transport improvements in our area through a Joint Local Transport Plan (JLTP). The JLTP sets out our transport plans for the next five years (2006 – 2011) and our vision for the next 20 – 30 years.
- 1.2 Our area includes the urban centres of Bristol, Bath and Weston-super-Mare. It has around one million residents and provides employment and services for a wide rural hinterland. The area is vital to the economy of the South West and the United Kingdom with road and rail links, Bristol International Airport and the Port of Bristol acting as gateways for the region. It is the main focus for shopping,

cultural activities, education and tourism in the South West with Bath designated as the only city World Heritage Site in the UK.

- 1.3 Greater Bristol outperforms Manchester, Birmingham and is second only to London in economic output. With this success there has been increasing pressure on infrastructure, and it is still the case that there are too many neighbourhoods which do not share in this prosperity.
- 1.4 During the next 20 – 30 years up to a hundred thousand new homes, and at least as many new jobs, may need to be provided to sustain growth. The area has over £3 billion of potential development sites available. With appropriate investment in public infrastructure, the JLTP area has the capacity and expertise to reduce overheating in the South East without damaging the area's high quality natural and built environment.



# Final Joint Local Transport Plan 2006/07 - 2010/11

1.5 Transport infrastructure is vital for this continued economic and social success. Yet the Shared Priorities work completed by the four Councils with the Department for Transport (DfT) in 2004 showed that at least £300 million is required just to address the under-investment in transport of the last 20 years. If we are to both manage and deliver sustainability then additional investment will be required to address existing social, economic and infrastructure imbalances and deficits. It is estimated that time lost due to congestion costs the local economy some £350m a year.

1.6 Investment is required in a broad range of areas including bus, rail, park and ride, bus rapid transit or trams and also roads. All are critical to support economic development as well as tackling the impacts of large volumes of traffic on particular communities. A package of major schemes is being developed. This has been shaped by the outcomes of the Greater Bristol Strategic Transport Study. Achieving the Plan's overall objectives and vision requires a range of major schemes to be delivered.

1.7 Our proposals also have a regional significance. By securing sufficient measures at the JLTP area wide level we can relieve demand and capacity problems on the strategic transport network, fulfilling its function linking the South West with the rest of UK.



*Pero's Bridge Waterfront Bristol*

1.8 The importance of the JLTP area is being recognised through the Government's new Regional Funding Allocation system for prioritising major transport schemes. No less than eight major schemes in the JLTP area are included in the list for funding during 2006 to 2016 and a further 10 recognised as strategically important but requiring further work before they can be approved in this process.

## 2 The Vision

2.1 We will build on the West of England Partnership's vision for the area through a Joint Local Transport Plan which:

- Strengthens the local economy;
- Supports rising quality of life and social inclusion;
- Improves access and links;
- Ensures that alternatives to the car are a realistic first choice for the majority of trips;
- Offers real choice - affordable, safe, secure, reliable, simple to use and available to all;
- Meets both rural and urban needs.

2.2 Our vision is also shaped by people's concerns. We are aware from ongoing monitoring and consultation of the problems they face. Problems such as growing traffic levels, air pollution, road safety concerns and the growing barriers to travelling to jobs, education and services without using a car. Thus Local Government and Central Government have agreed that transport investment should be based around the four shared priorities aimed at:

- Tackling Congestion
- Improving Accessibility
- Improving Air Quality
- Improving Road Safety

## 3 Regional Context – Planning for Growth

3.1 As the economic powerhouse of the South West region the four Councils are playing a vital role in influencing the emerging Regional Spatial Strategy (RSS). The RSS is a new kind of plan setting the regional context for planning in the South West until 2026. Among the more important issues dealt with are:

- The amount of housing that should be built in different parts of the region;
- Which city and town centres should be targeted for growth;
- Where major employment sites are needed;
- How and where we should improve the environment; and
- The priorities for transport investment.

3.2 The RSS is not simply a land-use plan. It is being developed in the context of the Integrated Regional Strategy and driven by the need to make environmental, social and economic change happen in an effective and inclusive way. The RSS includes the Regional Transport Strategy (RTS).

3.3 Transport underpins all these issues. It is a means for realising our future economic, social and environmental objectives.

## 4 Developing the Strategy

4.1 In developing the strategy the JLTP sets out how transport will contribute towards delivering the longer-term regional vision through strengthening the capacity of the area whilst recognising local needs. In doing this we are responding to the national agenda for change embracing sustainable communities, shared priorities and comprehensive service improvement with strong links to social inclusion, housing and education.



*Portishead waterfront development*

4.2 Large scale housing growth and economic development, particularly in the northern and eastern fringes of the Bristol built up area, have not been accompanied by sufficient investment in transport infrastructure. This problem has been highlighted by traffic levels rising up to three times the national average and almost a quarter of travelling time is now spent stationary in traffic queues. Housing growth in Weston-super-Mare without the equivalent growth in employment has actively contributed to these problems as people head to the North Fringe to work.

4.3 Despite all the development there remain substantial problems of deprivation in parts of Bristol, Weston-super-Mare and other pockets across the area. Poor air quality and high accident figures are problems. Access to jobs and services from rural areas is increasingly difficult with the dispersed nature of jobs, loss of local services and general lack of public transport.

4.4 The strategy has been developed around the shared priorities of tackling congestion and improving accessibility, air quality and road safety. These high level aims can be related to the specific objectives set out in Box A.

## Box A - JLTP AIMS AND OBJECTIVES

### Aims

#### To tackle congestion

### Objectives

- promote use of alternatives to the private car
- encourage more sustainable patterns of travel behaviour
- manage the demand for travel by the private car

#### To improve road safety for all road users

- ensure significant reductions in the number of the most serious road casualties
- achieve improvements in road safety for the most vulnerable sections of the community

#### To improve air quality

- improve air quality in the Air Quality Management Areas (AQMAs)
- ensure air quality in all other areas remains better than the national standards

#### To improve accessibility

- improve accessibility for all residents to educational services
- improve accessibility for all residents to health services
- improve accessibility for all residents to employment

#### To improve the quality of life

- ensure quality of life is improved through the other shared priority objectives, contributing towards the enhancement of public spaces and of community safety, neighbourhood renewal and regeneration, healthier communities, tackling noise and protecting landscape and biodiversity

## 5 Delivering through Partnerships

5.1 If we are going to achieve the maximum impact and benefits to those living, working and visiting the area then our strategy, policies and measures must be developed and delivered in partnership with the communities and stakeholders in the area.

5.2 We have built on the solid foundations of the four Councils' first LTPs. Developing new consultation arrangements we have targeted the public, stakeholders and interest groups to ensure that the JLTP represents the needs and wishes of the whole area. Amongst these are the four Local Strategic Partnerships and the West of England Partnership.

5.3 Consultation included a "roadshow" touring shopping centres, libraries and leisure centres across the area complemented with posters, media information and web-based consultation. We have also set up a Transport Plan Commission. The Commission is a small grouping of key stakeholders including business, education, voluntary sector,

transport, motoring and environmental groups. Their views and suggestions, for example recommending the CO<sub>2</sub> assessment study, have made a valuable contribution to the development of the JLTP broadening the knowledge base and providing constructive challenges throughout.

5.4 Consultation is just the first stage of wider partnership working. The JLTP builds on best practice, both within and outside the area, to ensure delivery maximises the use of skills, resources and value for money.

5.5 Together with First, the main local bus operator, we have given our full commitment to work in partnership to transform the quality and performance of the local bus network across our area. This has been demonstrated in the 'Greater Bristol Quality Bus Network' Concordat signed April 2005 giving public commitment to joint working and supporting the two bus based major scheme funding bids to Government (see 7.4).

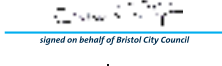
## Greater Bristol Quality Bus Network



### Partnership Concordat



signed on behalf of Bath & North East Somerset Council



signed on behalf of Bristol City Council



signed on behalf of North Somerset Council



signed on behalf of South Gloucestershire Council



signed on behalf of First



An efficient and effective transport system is the lifeblood of any community especially one that serves urban centres and their hinterlands as thriving economically, culturally and socially as the Greater Bristol region. Such a system must cater for a full range of choices of routes and travel times to suite the needs of the traveller. Within these choices public transport has a major role to play in supporting mobility for those without access to a car as well as providing an alternative choice for those that have.

The Greater Bristol Bus Network Partnership is an integral part of the area's strategy to:

- Enhance access across the area to education, training, employment and health facilities.
- Promote realistic choices in travel opportunities.
- Reduce traffic congestion and hence improve reliability for both bus and car users.
- Reduce environmental pollution and traffic related accidents.
- Promote a sustainable transport and land use system that raises the quality of life for everyone.
- Encourage inward investment and regeneration opportunities.

It is acknowledged that the public transport system within Greater Bristol Region could benefit from substantial new investment in both traffic engineering and physical measures as well as in terms of the vehicle fleet. Hence within the concept of quality partnership working the signatories of this concordat will work towards a high quality network of bus services that will include:

- 16 new showcase bus routes including extensive bus priority measures.
- Upgraded bus stops and shelters.
- Real time information.
- Modern high quality vehicles.
- Timetabling and network revisions where required.
- Improved information and marketing of services.

In order to bring forward the extensive opportunities that will flow from this scheme, each of the parties will work together in a partnership and actively assist in the development and implementation of this key project. This approach is designed to ensure that a high standard scheme is implemented which will enhance the image and reputation of our area whilst meeting the transport and social needs of the community in a logical and timely fashion. The Public/Private partnership recognises the requirements of the private sector to secure an appropriate return on its investment and job security for its employees and for the public sector to secure benefits for the whole community. This partnership is compatible with the mutual aims of all the partners, which is to improve prosperity, reduce the gap between the disadvantaged and other communities and improve accessibility for all.

Joint Local Transport Plan Team,  
Floor 1, Wilber House, Wilber Street, Bristol, BS2 8PH  
This Joint Local Transport Plan Team has been established by the Councils of Bath & North East Somerset, Bristol, North Somerset and South Gloucestershire to produce the Second Local Transport Plan and subsequent reports.

- 5.6 Partnership arrangements are far wider than working with just transport operators. They range from working within local authorities, for example with education and social services, to working with bodies such as the business community, health providers, development agencies, voluntary sector and community groups.

## 6 Long Term Plans – 2011 onwards

- 6.1 Our challenge is to deliver a transport system that makes a positive contribution towards achieving our 2026 Vision for this area. This means delivering a step change in public transport provision that is reliable, safe, affordable and accessible whilst protecting the environment. Key elements include:

- Continued development of the heavy rail network including local rail lines and services.
- Strategic rapid transit network delivering an attractive alternative to the private car. Ultimately we are looking at an LRT network serving the area.

- Selective additional highway capacity, for example regeneration in South Bristol and Weston -super-Mare and improving access to the airport.

## 7 Five Year Plan 2006 – 2011

- 7.1 Clearly, improvements of this nature cannot be delivered overnight and we must plan for a staged approach to securing the necessary enhancements. The JLTP represents a first step on this road.
- 7.2 The 126.9m worth of measures contained within the plan are based on the financial planning guidelines set out by the Department for Transport in December 2005. They are focused on delivering value for money through making best use of existing infrastructure. Our targets, challenging and realistic, will measure our success.
- 7.3 Measures within the Plan are grouped under the shared priorities. Key measures set out in this Plan include: -

### Congestion

- New showcase bus routes and local improvements.
- Accelerated delivery through two bus based major scheme bids (see 7.4).
- Expanded and new Park & Ride services.
- Continuing to work with the DfT, train operating companies, Network Rail and through the re-franchising process to support our vision for local and regional rail travel.
- Local rail improvements including Bristol Parkway third platform and Worle Parkway.
- Preparatory works on highway improvements (selective widening and new roads).
- Promoting public transport, travel plans, car sharing, cycling, walking, powered two wheelers, ferries and taxis.

- Managing demand for travel through consistent parking controls.
- Carrying out our Network Management Duties with the appointment of four Traffic Managers.
- Transport Innovation Fund development work into potential charging schemes and supporting measures.

## Accessibility

- Eight Action Plans for tackling accessibility to health, employment and education in partnership with other service providers.
- Developing proposals for future Action Plans.
- Exploring challenging ideas to improve accessibility.

## Road Safety

- Extensive road safety education and training programmes.
- Road safety schemes targeted on children, powered two wheelers, urban, rural and disadvantaged areas.
- Speed management and effective enforcement measures.

## Air Quality

- Air Quality Management Areas and Action Plans.
- Reduced emissions from vehicles.
- Awareness raising and promotion of air quality issues.

## Asset Management

- Joint Transport Asset Management Plan (TAMP).
- Joint monitoring, procurement and delivery.
- £65.7m highway maintenance programme.

## Major Schemes

7.4 We recognise the scale of funding and pace of improvements needs to be stepped up. In the first instance we are

looking, through the submission of two major scheme bids, to deliver short-term improvements to the bus network. The total package of funding that these bids would deliver is £68m for the Greater Bristol Bus Network (July 2005) and £65m for the Bath Package (2006). Developed in partnership with First, the main bus operator, they have attracted significant investment in terms of new vehicles and service enhancements. It will provide long overdue improvements to the bus network and give the area the reliable modern bus service that it deserves.

7.5 The task of successfully delivering major schemes should not be underestimated. The Greater Bristol Bus Network bid will allow the development of joint delivery arrangements that will ensure our ability to secure and deliver other major schemes in the future. This is essential if our future highway and public transport infrastructure aspirations are going to be met and as such represents a first significant step in the process.

7.6 Subsequent major scheme bids will be submitted to the Department for Transport building upon this foundation. Future bids to be submitted during the life of the JLTP and supported by the Regional Funding Allocation are:

- Development of a Bus Rapid Transit Network.
- Selective highway enhancements.
- Weston-super-Mare Package.

7.7 Other potential major schemes require further work before being submitted into the Regional Funding Allocation process. All the bids will be needed to accommodate future major developments.

## 8 Funding Options

8.1 As part of the consultation process we asked people for their views on three funding options for the JLTP. These options, summarised below, reflect the additional funding we need to deliver change and the difficult decisions we face.

## Option A – £12 million per year

This assumes that we receive our annual grant from Government at current levels but do not obtain additional funding from local or national sources.

## Option B – £25-35 million per year

Working in partnership with the main bus operator, First, to secure significant improvements through two additional major scheme bids. Both bids will provide additional funding over and above that in Option A to improve bus infrastructure delivering “showcase” bus routes. With increased funding, additional investment in road safety, walking, cycling and improving air quality can take place but this would still not be sufficient to meet the transport needs of our area.

## Option C – £60-100 million per year

Builds on Option B. To obtain the higher levels of funding needed we will need to apply to the Government’s new Transport Innovation Fund. The Government has indicated that this will only be available to those who consider managing the demand for travel through ‘congestion charging’ (as in London) or other innovative measures. Under this option we could secure significant additional funding and make large improvements to public transport and walking and cycling networks including high quality kerb-guided bus routes, improved local rail services, new bus services, improved concessionary fares and new park and ride sites. We could also begin to develop some of the key road schemes in the area. With the additional funding we would be able to make improvements far quicker than in Options A or B.

- 8.2 Extensive consultation was undertaken during the spring and winter of 2005 with views expressed on the options via written submissions, stakeholder forums, public exhibitions, the website and the consultation questionnaire.
- 8.3 It has been clear from all responses that Option A is not considered as a viable



Showcase bus

option for the JLTP. At the same time Option B and Option C have both received strong support in both written responses and in the questionnaire (go to Chapter 4 for further details).

- 8.4 Of the 1553 questionnaires returned options B and C were “strongly supported” or “supported” by 54% and 62% respectively whilst option A received only 24%. In contrast 41% were against Option A whilst only 15% were against Options B or C.
- 8.5 On the basis of the all the responses and wider public and stakeholder consultation the Councils have dropped Option A and are progressing with the submission of the two initial Major Scheme Bids as set out in Option B. Given the views expressed on Option C the Councils will continue to consult on this option.
- 8.6 We are already starting to look at Option C with our successful bid for £1.5m from the Government’s Transport Innovation Fund. As part of this work we will investigate developing a package of alternatives including high quality public transport and wider measures aimed at influencing travel behaviour in combination with congestion charging type measures.
- 8.7 Our robust performance management mechanisms will ensure we continuously monitor and deliver our scheme programmes on time and to budget achieving outcomes that meet the aims of the four Shared Priorities.

## 9 Summary

- 9.1 The challenges we face in improving transport cannot be understated and the social and economic impacts of failing to tackle them are stark. Nonetheless we believe this JLTP is a real opportunity to plan for the future and start to reverse the trends of the past.
- 9.2 The interest and support of both the public and stakeholders in developing this plan combined with the significant benefits to be gained from a JLTP means we are uniquely placed to step up to these challenges.
- 9.3 The Councils believe this plan is the first step towards securing the investment to start making the large scale infrastructure improvements to public transport and the highway network the area needs. These large scale measures will be part of a fully integrated package of measures aimed at reducing dependence on the car and promoting greater use public transport, walking and cycling.



*Second Severn Crossing*