

October 2016

Paper 12: Sustainable Transport

Gloucester City Plan

Background Topic Paper for Policy Development

National policy and JCS issues

The NPPF states that the transport system needs to be balanced in favour of sustainable transport modes, providing real choice for the travelling public. The transfer of trips to non-car modes is at the heart of this NPPF approach.

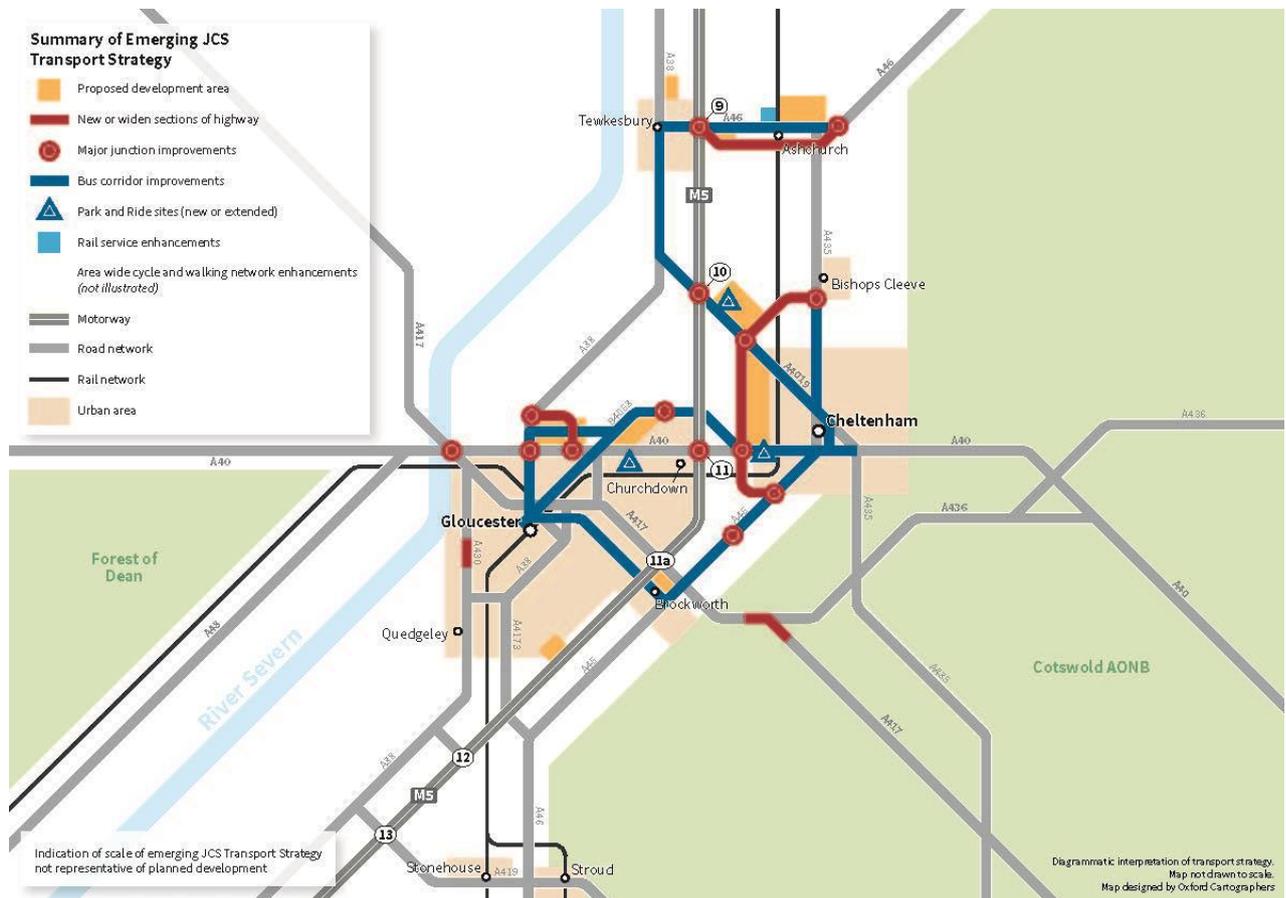
The NPPG backs this up and states that:

“Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. Smarter use of technologies can reduce the need to travel. The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. However, the Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas. Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.”

The JCS has a Part 5 which addresses Transport and Infrastructure comprehensively. Policies include:

- INF1: Access to the Transport Network
- INF2: Safety and Efficiency of the Transport Network
- INF3: Flood Risk Management
- INF4: Green Infrastructure
- INF5: Social and Community Infrastructure
- INF6: Renewable Energy/Low Carbon Development
- INF7: Infrastructure Delivery
- INF8: Infrastructure Contributions

Of particular relevance for Sustainable Transport in the City Plan are INF1 and INF2 covering access, safety and efficiency issues for the transport network. Policy SD5 criterion 7 and table SD5a is also relevant and seeks to transfer to non-car modes. There is also a JCS transport strategy which provides an important strategic context for the City Plan and a list of key local projects that are required to deliver future growth. The following diagram shows the emerging JCS transport strategy as at October 2016.



Local Transport Plan

The Local Highways Authority is Gloucestershire County Council. The County Council manages and maintains the local road network, supports non-commercial passenger transport services and promotes safe and sustainable travel. The Local Transport Plan (LTP) is prepared by the County Council and sits alongside the JCS and is a key strategic transport document setting out projects, policies and timescales. The two documents need to be read together. The draft LTP was put out for public consultation recently from 20 November to 5 February 2016, and the LTP has now been adopted. The LTP provides an important context for the City Plan and the LTP (and JCS transport strategy) contains a number of key projects which the policies in the city plan will help to deliver.

Highways England

Highways England, and executive agency for the Department of Transport, manages and maintains the strategic road network including the M5, M50, A40, A46 and A417. Highways England contributes to the LTP, and ongoing partnership working also happens through regular liaison meetings with the County.

There is therefore substantial national, regional and local policy context for transport for the City Plan and so the content of the City Plan will be focussed on what the key transport issues for Gloucester are. The transport priorities for Gloucester are essentially to work with the organisations involved in the delivery of local transport schemes, upgrades and improvements, and to maximise the obligations arising from planning permissions through s106 and the forthcoming CIL procedures.

Local challenges/ issues in Gloucester

The current policy position set out in Chapter 5 Travel of the 2002 Plan. Parts of the introductory chapter, Chapter 5 Travel, are reproduced below to set the scene:

- Improve accessibility to day-to-day facilities for all, especially for those without a car;
- Integrate all forms of transport with the land-use planning process, leading to a better, more efficient transport system;
- Widen sustainable transport choices and reduce reliance on the car for work and other journeys;
- Protect sites and routes which are critical in developing infrastructure, to widen
- Transport choices for both passengers and freight movements.

The car dominates transport in Gloucester. Over 70% of Gloucester residents use a car, either as a driver or as a passenger, for their journey to work. The amount of traffic in Gloucester is also growing..

Walking, cycling and public transport must play a greater role if we are to successfully address the problems of congestion and pollution. We need to give priority within the limited road space, and in the provision of new routes, to these forms of travel. The travel policies in this Plan focus on the promotion and development of these more sustainable forms of transport.

This short extract from the 2002 plan shows that the policy context remains somewhat similar to today, i.e. the promotion of sustainable modes of transport and delivering new schemes to make the system more efficient and safe. The City Plan should focus on delivering the new schemes and projects taking place and included within the Local Transport Plan and the JCS strategy. The JCS provides a sufficient level of policy context for the City Plan. There is a car parking study being progressed as further evidence base at the current time that will feed into the evolving City plan process. New development shall therefore provide car parking and cycle provision in accordance with the guidance provided in Gloucestershire Manual for Streets 4th Edition 2016 and any subsequent amendments.

City Plan Parts 1, 2 and the draft city plan will be assessed as part of the transport modelling evidence base. The transport modelling will involve an assessment of the sites that are proposed for development and consider their potential impact on the transport network. Transport assessment/modelling work will be undertaken at a suitable time in the future when the JCS has made sufficient progress to provide a suitable strategic context for the City Plan, and when the sites to be included in the city plan are known.

Other local issues identified through the Ward Area Profiles include:

- car parking – particular issues include parking on housing developments designed under the restrictions of PPG3, and parking in densely populated Victorian areas of the city.
- Poor access to the canal frontage and natural assets such as Robinswood Hill.
- Traffic congestion along some key routes – Bristol Road, Cheltenham Road and roundabout, Elmbridge Court roundabout (the most congested junction in the County)
- Poor public transport connectivity in Matson and Robinswood ward to the centre and the expense of public transport journeys.
- Air Quality Management Areas – demonstrating poor air quality in some areas along road ways.
- Opportunities to improve the footpath and cycle network.

The key transport infrastructure issues for the City are therefore mainly improvements to the existing transport network to help facilitate the growth provided through city centre urban regeneration initiatives, and the peripheral urban extensions to the north of Gloucester at Innsworth and Churchdown, and to the south of Gloucester at St Barnabus roundabout and at the Hunts Grove urban extension.

Comments received from previous City Plan consultations

Highways Agency (now Highways England) recognised the need for Gloucester to plan strategically with other authorities, and support the broad approach of the city plan including the city centre strategy, retail strategy and re use of land to provide for housing needs in the city. The key area of need identified by the Agency was for further work to be completed on the transport evidence base including transport modelling work on the sites proposed for development.

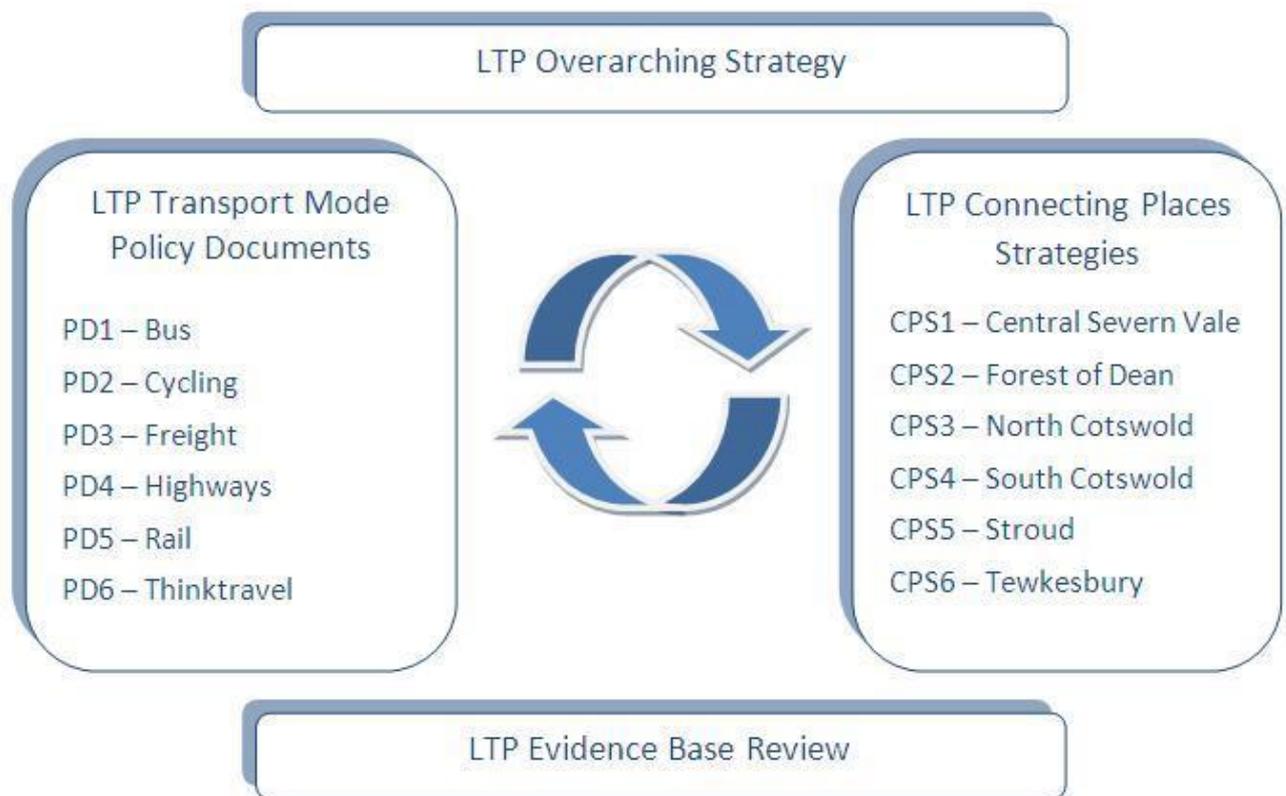
Other issues raised during the consultations included:

- Concern about impacts of development on St Barnabas roundabout
- Lack of bus services to St Oswalds or the Quays
- Shuttle bus required between Quays and City Centre
- Car Parking strategy, pricing and access to the city centre issues
- The future of the railway station and rail network should be addressed
- Pollution issues on the transport network need to be improved
- Access and movement in the Quedgeley area needs to be improved

Policy

The Gloucestershire Local Transport Plan 2016 is now complete and has been adopted. This extensive document provides a thorough overview of the transport priorities, projects, policies and the funding and delivery opportunities for transport projects. The structure of the document is summarised in the diagram below, and comprises:

1. An overarching strategy
2. Connecting places strategies
3. Transport mode policy documents (six); and supported by
4. An evidence base review.



The transport section of the City Plan will highlight the significance of the Local Transport Plan and the JCS transport strategy in the hierarchy of plans, and make clear that the approach of close and joint working should take place on the planning and delivery of the improvement schemes and major projects identified in the LTP and JCS.

The 2002 plan goes into quite some detail on transport schemes locally, and some of it will remain of relevance today. However, given the scale of the challenge and the extent of joint working in the county that is now taking place it is more appropriate to allow the extensive detail on transport projects and policies to be covered by the Local Transport Plan prepared by Gloucestershire County Council and the JCS strategy rather than try and replicate and prioritise this list of projects in the City Plan.

Where necessary we will allocate or identify specific sites that are required for transport provision or intervention where appropriate to do so, and sufficiently strategic in nature for the City Plan to identify.

We propose to provide a policy that supports close working with the County council, Highways England and other transport organisations involved in delivering transport schemes and improvements that enhance the local transport network.

Draft Transport Policy:

The Council will work closely with Gloucestershire County Council and other organisations with regard to all local transport matters. The Council will take direction from both the transport strategy and policies of the JCS and the Gloucestershire Transport Plan (2015-2031) with regard to the priority projects for implementation, including the capital and revenue funded transport projects identified in the City. The policies set out in the JCS

and the Gloucestershire Transport Plan will also be used with regard to development management matters and planning application decision making.

New development shall provide car parking and cycle provision in accordance with the guidance provided in Gloucestershire Manual for Streets 4th Edition 2016 and any subsequent amendments.

The City Council supports and encourages improvements to the sustainable transport network including access to the open spaces, and our natural assets such as the River and Canal, Robinswood Hill, Alney Island and the open countryside.

Further information on Car Parking in new residential developments, Cycle Storage, Active Design, Air Quality and Pollution can be found in the Design and Health and Wellbeing Topic Papers.

Justification/ background

The provision of transport projects and improvements is a fast moving and changing activity and closely linked to more general development delivery activities especially those that are planned through the JCS. Setting policies in the city plan for each specific piece of potential transport infrastructure is not considered necessary and would become out of date very quickly. The Local Transport Plan performs this role better than the City Plan can, and will be frequently updated. The JCS also provides a transport strategy and policy context for the consideration of transport issues in the development management process. This is appropriate given the significance of joint working in the county and the likelihood that this will continue.

Objectives met

City Plan Part 1 Key Development Principles:

To ensure that development minimizes its impact on climate change through design and meeting building standards. The protection and enhancement of flood plains and their natural environment will be key as well as improving air quality, reducing traffic congestion and encouraging less use of the car, while adequate parking in new development will be provided. Development will be promoted that encourages greater use of walking, cycling and public transport through the integration of homes, jobs and services.

Joint Core Strategy

Strategic Objective 7 of the JCS promotes sustainable transport in a similar manner to the NPPF and NPPG described above.

Evidence Base

- NPPF
- NPPG
- LTP
- Manual for Gloucestershire Streets
- JCS

Useful references

Gloucester City Plan
Topic Paper – October 2016

Monitoring Indicators

The City Plan will align with the monitoring framework within the JCS:

Promoting Sustainable Transport			
Indicator	Target	Source	Period
Increase use of bus	Increase number of bus passenger journeys	LTP Annual Progress Report.	Annually
Increase use of cycling	Increase the number of cycle users at sites across the county	LTP Annual Progress Report.	Annually
Increase use of rail	Increase the number of rail ticket sales from railway stations		
Journey time reliability on primary strategic routes	Maintain average journey times at 2015/16 levels	LTP Annual Progress Report	Annually
Number of peak hour vehicle journeys	Restrict growth in the number of peak hour vehicle journeys on local access routes	LTP Annual Progress Report	Annually

The LTP will also monitor rail use.