

**DUDLEY METROPOLITAN BOROUGH COUNCIL**

**SELECT COMMITTEE ON THE ENVIRONMENT– 23<sup>rd</sup> JANUARY 2006**

**REPORT OF THE DIRECTOR OF THE URBAN ENVIRONMENT**

**LOCAL TRANSPORT PLAN 2005/6 – 2010/11**

**PURPOSE**

1. To consider the 2005 Local Transport Plan (LTP2) submission for funding the West Midlands (WM) transport initiatives for the period to 2011.

**BACKGROUND**

2. The West Midlands Metropolitan Authorities and the Passenger Transport Authority (PTA) jointly submit a Local Transport Plan and this enables over £100m capital investment per annum to the conurbation. This now being split between funding direct to the WM Conurbation as contained within the Annual Capital Settlement (ACS) and Regionally determined allocations for major schemes.
3. This is the final LTP2 document which seeks to clarify long and short term strategies in advance of any recommendations arising from demand management studies, financed through the Transport Innovation Fund (TIF), in addition it contains the Integrated Transport and Maintenance initiatives proposed over the five year period to 2010/11.
4. The Department for Transport (DfT) have agreed that LTP2 is essentially an update of the 2003 LTP, reflecting the response by the Secretary of State to the West Midlands Area Multi Modal Study (WMAMMS) in which £1.0bn was committed to the WM subject to a robust transport strategy being put in place.
5. The final LTP2 has been developed from the provisional LTP2 submitted in July 2005 to take into account of;
  - DfT Guidance,
  - Discussions between Leaders and the DfT in connection with the development of a strategy
  - The regional prioritisation process
  - The Accessibility Strategy
  - The Equality assessment
  - The Strategic Environmental Assessment Consultation
  - Stakeholder and public consultation.
  - The ACS Letter of the 14<sup>th</sup> December 2005

6. Each Council and the PTA must approve this document for submission to Government by the end of March 2006.
7. The West Midlands Planning and Transportation Sub-Committee considered the LTP2 at its meeting on 13<sup>th</sup> January and the Leaders will consider it at their meeting on the 25<sup>th</sup> January.

#### **POLICY FRAMEWORK**

8. LTP2 is a strategy document required by Government, outlining the transport investment priorities for the WMs and is used as a basis for determining the level of capital investment for transport in the period to 2011 - now being set in a regional context.
9. LTP2 contains the strategies for the promotion and encouragement of safe, integrated, efficient and economic transport services that are required to meet the needs of people living and working in the area as well as those passing through and in particular to address the needs of freight and pedestrians.
10. To accompany the LTP2 document, an additional requirement for authorities is to produce a Bus Strategy based is upon:

- Driving up quality of services
- Improving reliability & journey times particularly through highway efficiency.
- Improved information by building on Matisse (Internet based facility for the dissemination of traffic information)
- Enhancing the efficient use of bus lanes
- Enhanced Area Wide Initiatives

A revised Bus Strategy for the period 2003-11, with changes to reflect LTP2, was reported to this committee and subsequently approved by Council.

11. In order to deliver headline outcomes, the LTP sets out a series of targets and indicators to achieve:

- No increase in congestion
- A more efficient road network
- Encouraging extra trips by public transport and walking cycling

12. The DfT's guidance on LTPs requires authorities to set transport in its wider context and demonstrate a commitment to delivering the Government's Transport Shared Priorities (TSP). These priorities are:

- Reduced congestion
- Improved Air Quality
- Improved Road Safety
- Increased Accessibility.

The WMs additional objective of supporting regeneration is not covered by the TSP.

13. Reflecting these national priorities, the LTP2 sets out a vision of how transport investment can contribute to improved quality of life within the conurbation:

- A thriving, sustainable and vibrant community where people want to live and where business can develop and grow.
- Town, city and local centres that are attractive and vibrant where high quality public transport is the norm, and walking and cycling are common place.
- Cleaner air and less congested traffic conditions
- A safer community with fewer road accidents, and with environments in which people feel secure
- Equal opportunities for everyone to gain access to services and facilities and enjoy a better quality of life, with travel choices that are attractive, viable and sustainable.

This is in tune with the expected outcomes of the Black Country Study and the Council Plan.

14. The LTP2 vision has been developed following a dialogue with the DfT to ensure the strategy reflects national transport policy - against the background of Government recognition that demand for travel on roads railways and at airports will increase and that addressing this increase is at the heart of regeneration of our communities.

#### **DEMAND MANAGEMENT (TRANSPORT INNOVATION FUND INITIATIVE)**

15. The Transport Innovation Fund (TIF) is the Government's commitment to seeking a political consensus for tackling congestion by way of funding local feasibility studies that examine innovative packages of transport measures aligned to local circumstances.
16. Against this background The DfT has awarded the West Midlands £2.6m, through the TIF, to undertake a feasibility study (reporting in summer 2006) that examines predicted levels of congestion and examines all the options for tackling it.
17. The WM's TIF bid is the next stage of the WM commitment to tackling congestion started in LTP1 and the WMAMMS.
18. The TIF provides the WMs with an opportunity to investigate congestion solutions and unlock vital new money for transport – the Government has made it clear that TIF is the only route to new, significant, additional transport funding.
19. The TIF enables a potential platform to help fund a world class transport network in the WMs including a redeveloped New Street Station, better buses, Metro, roads and trains.
20. WMs business bodies are supportive of the TIF initiative and are engaged with the feasibility study now being undertaken and in a similar vein public consultations and involvement on the wider issues is a key element.

21. The Current TIF bid is Phase 1 and future phases will be subject to political decision and debate with the widest range of stakeholders.
22. In taking the bid forward the following conditions have been established;
- Any scheme must improve and not detract from the region's economy
  - Appropriate transport alternatives must be provided to offer choice
  - Funds should be able to be hypothecated to enhance region's reinvestment
  - Should fully utilise the region's innovation and skills base
  - Any scheme must recognise the inter-relationship with our Motorway network
  - Be responsive to local conditions in terms of location and time of day
  - Be integrated with overall transport strategy
  - Be consistent with conurbation's economic growth and social inclusion strategies

### **FUNDING**

23. LTP2 is no longer a bidding document - the programme has to be prepared in line with spending guidelines set out by DfT – the ACS gave spending guidelines for the levels of the Integrated Transport block over the period of LTP2 rising from £44.596m to £52.062m over the period..
24. The production of a balanced strategy, in keeping with national guidance, will have a positive impact upon funding allocations. DfT have advised that the production and delivery of a robust strategy can affect capital funding by up to 25%.
25. LTP capital funding is received annually to the WMs and covers two main types of scheme including:
- Highways maintenance (Bridges, Principal Road Network & Local roads)
  - Integrated transport - being locally determined schemes
26. Major schemes, hitherto being the construction of new roads but increasingly including public transport orientated initiatives, are now funded through a regional allocation where schemes are prioritised on a regional basis.

### **REGIONAL PRIORITISATION**

27. The Government has devolved to The Regions, within a framework of regional allocations, decision making in respect of funding for Transport, Housing and Economic Development.
28. By the end of January 2006, regions are required to submit advice on priorities for all major transport schemes to 2007-08, as well as indicative, longer term, priorities to 2015-16.

29. The Government has provided Regional Funding Allocations (RFA) for Three years up to 2007-08 and indicative longer term planning assumptions beyond the three years of the current spending review period. RFA represents only part of the Governments spending on transport in each region, rail expenditure is not currently included, but is expected to be included in future as details become available on both franchises and infrastructure. Transport Innovation Fund (TIF) is not incorporated into the RFA, since it is designed to support the achievement of national objectives.
30. The Government is therefore seeking advice from the regions to assist them in making decisions on local transport major schemes, i.e. schemes costing more than £5m, where direct grant is sought by the Local Authority. It should be noted that following prioritisation transport allocations on specific schemes will continue to be subject to the subsequent decisions of the Secretary of State.
31. In March 2005 a joint team was convened between Local Government, Central Government and the private sector to develop and apply a methodology which would assist the WMs Region in prioritising alternative transport investment within the Region.

## **LOCAL ISSUES**

### **Major Capital Schemes**

32. Major capital schemes (schemes that exceed £5m), have to be ranked for inclusion in LTP2 and this ranking needs to take account of a regional context see above.
33. The outcome of the adopted strategy for the Black Country Study will highlight investment to 2031 against the background of identified Transportation needs.
34. In LTP2 Dudley has the Brierley Hill Sustainable Access Network Scheme that is programmed to commence in the autumn of 2006 (subject to a satisfactory outcome to the Public Inquiry and final approval by the Secretary of State) and the Wednesbury to Brierley Hill Metro Line now programmed for commencement in 2008 – this being promoted by Centro.
35. The only other scheme is the A4123 Burnt Tree Island scheme that is being currently progressed by Sandwell and was submitted for provisional acceptance in July 2005. It is proposed that this scheme will be delivered by the Dudley's Strategic Partner contracted to undertake work within LTP2 - being in line with Government thinking on collaborative working between authorities.

### **Integrated Transport**

36. The Integrated Transport block (IT) element of LTP2 includes a range of smaller transport initiatives that are locally determined. Funding is

received in the form of a single capital pot and expenditure proposals are reported to Cabinet for approval following the ACS in December.

37. To secure funding in the ACS the prioritisation of schemes within the IT block need to reflect the transport strategy as outlined in LTP2. This is becoming more important as the level of funding for future years will be based on delivery of outputs against the performance indicators.

### **Highway Improvement Strategy**

38. A five year programme of highway improvement is required to be included in LTP2 and the proposed schemes are as indicated in appendix 2.
39. Dudley is the only WM Authority not actively engaging in the Phase One Red Routes programme (RR) – recently approved by DfT encompassing routes in Walsall, Solihull, Sandwell and Birmingham. Much has been learnt since the faltering trials a couple of years ago and it is considered that it is now time for Dudley to consider engaging with future phases of the RRs that are programmed for post 2008 – depending on regional prioritisation.
40. RRs are designed to benefit all road users through quicker and more reliable journeys, for cars, lorries and for buses. In particular, they aim to reduce congestion which is costing the WMs £2.3bn each year. They have the potential to reduce accidents as well as noise and pollution.
41. Any proposals for RRs will only be considered with the approval of The Cabinet as resolved at the meeting held on 17<sup>th</sup> December 2003.

### **PUBLIC TRANSPORT**

42. The developing Transportation hierarchy is;
- Trains for major inter city connections,
  - Metro for centre connections and
  - Buses for local journeys.
43. Bus priority measures, funded from a top slice from the WM's IT allocation, provides a potential resource for investment in improving the local highway infrastructure other than that provided by the locally determined IT and the major schemes.
44. In addition to the existing bus showcase corridors and associated improvement schemes, new bus improvement corridors are being developed for approval. These additional routes include Dudley to Halesowen and Dudley to Wolverhampton.

### **OTHER PUBLIC TRANSPORT**

45. To assist access to employment opportunities, aid social inclusion, promote the use of more sustainable modes of transport and encourage walking and cycling, LTP2 maintains the important role of workplace travel plan co-ordination and promotion and will seek to develop accessibility strategies.

## **ACCESSIBILITY**

46. Included as part of the final LTP2 is an Accessibility Strategy. This strategy sets out the areas of work being undertaken by Authorities' to improve access to essential services.
47. Accessibility Planning focuses upon promoting social inclusion by tackling the accessibility problems experienced by those in disadvantaged groups and areas. It also concentrates on access to those opportunities that are likely to have the most impact on life chances: employment, education, health care and fresh food shops.
48. The Accessibility Strategy has a three-level approach:
- Strategic level analytical evidence produced using the DfT software, Accession.
  - Discussions with Local Strategic Partnerships, Primary Care Trusts, Local Education Authorities and providers of transport for people who cannot use conventional public transport.
  - Building on work in disadvantaged areas such as Regeneration Zones.
49. The strategy sets out an aim to embed accessibility considerations within decisions that are taken in developing transport schemes. It also outlines a process whereby each authority will work in partnership with other organisations providing essential services. This will aim to ensure services are located in the most accessible locations and with adequate transport provision for those without access to a private form of transport or who are mobility impaired. Accessibility issues have been considered as part of the prioritisation of the integrated transport schemes within the LTP.

## **SETTLEMENT LETTER ASSESSMENT**

50. The settlement letter gives an assessment of the Provisional LTP that was assessed by DfT on six Criteria, scored as set out below:-

<u>Assessment Criteria</u>	<u>Assessment</u>
Context	Promising but needs more work
Analysis	Promising but needs more work
Maximising Value from Resources	Promising but needs more work
Involvement	Very Promising
Performance Management	Promising but needs more work
Priorities	Promising but needs more work

Overall, this equated to a "Promising" assessment.

- 51. A number of detail comments were received and these have now been taken on board in the final LTP2
- 52. The LTP2 is on deposit in the Members Library and appendix 1 sets out the contents of the document.
- 53. Appendix 2 indicates the nature of work undertaken within the Integrated Transport block and the locally determined Highway Improvement Programme.

## **FINANCE**

- 54. The Local Transport Plan Settlement is the means by which transport capital resources are distributed to Local Authorities.
- 55. Maintenance and block allocations will be issued as non-ring fenced, single pot Supplementary Capital Expenditure (Revenue) SCE(R). Major schemes allocations will be secured as half grant contributions (Transport Supplementary Grant for road schemes and S56 grant for public transport as was previously the case) and half ring fenced SCE (R).

## **LAW**

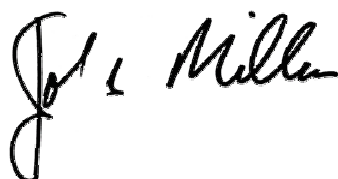
- 56. The Transport Act 2000 requires that Local Transport Plans be submitted.

## **EQUALITY IMPACT**

- 57. The shared priorities agreed with DfT aim to improve social inclusion, the access to opportunities and to enable individuals and communities to realise their potential.
- 58. The Capital Programme includes specific provision to benefit pedestrians and other vulnerable users of the highway; assist social inclusion and the mobility of the less able.

## **RECOMMENDATION**

- 59. That the LTP2 be considered by the Select Committee.



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## **Background documents used in the preparation of this report:-**

Meetings of the Chief Executives Transport Steering group  
Meetings of the Planning and Transportation Sub Committee  
Transport Innovation Fund workshops  
Feedback from meetings of Regional Transport Partnership  
Feedback from the Strategic Transport Group  
Reports to and meetings of CEPOG  
E mails from Core Support Team & Chair of CEPOG  
Provisional LTP2  
Bus Strategy  
Passenger Transport Authority meetings  
Various meetings DfT officers and CEPOG  
E mails and reports from Fishburn Hedges  
West Midland Peer Review of capital Schemes  
Reports from Buchannons on programme implementation  
Settlement Letter December 2005.  
Various e-mails from Helen Krowiak Government Office  
Government Office Performance Review 2005/6  
Meetings of the Black Country Study Transport Group  
Regional funding allocations: Guidance on preparing advice.

## **Appendix 1**

### **LTP2 Contents**

- Executive Summary
- Introduction
- Vision for the West Midlands
- Setting Transport in it's Wider Context
- Objectives
- Travel & Transport Problems
- Opportunities
- Strategy Development
- The strategy
- Implementation
- Performance Management
- Accessibility Strategy Statement
- Air Quality Strategy Statement
- Congestion Strategy Statement
- Road Safety Strategy Statement
- Network management Duty Statement
- Hackney Carriage and Private Hire Vehicle Policy Statement
- Rights of Way Improvement Plans Statement
- LTP Finance Forms

Together with a series of annexes covering; Congestion Strategy, Rights of Way improvement Plans, Hackney carriage and Private Hire Policy Statement, Road Safety Strategy Statement, Network management Duty Statement.

## Appendix 2

### Integrated Transport Block

- Minor improvement schemes
- Local safety schemes
- Measures to encourage Cycling
- Measures to encourage Walking
- Safe routes to schools
- Disabled facilities
- Public Transport measures
- Regeneration and Integration
- Promotion of safe and healthy communities
- Improvement of highway efficiency

<b>Dudley MBC - Minor Improvement Schemes 2005/6-2010/11</b>						
	<b>2005/6</b>	<b>2006/7</b>	<b>2007/8</b>	<b>2008/9</b>	<b>2009/10</b>	<b>2010/11</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Existing schemes</b>						
Enville Street	<b>1354</b>	<b>200</b>	<b>25</b>			
Halesowen Town Centre	<b>300</b>	<b>375</b>	<b>25</b>			
<b>Future schemes</b>						
Brierley Hill Road, Wordsley		<b>422</b>	<b>550</b>	<b>25</b>		
Lawnswood Road, Wordsley		<b>25</b>	<b>350</b>	<b>800</b>	<b>25</b>	
Sedgley Centre		<b>50</b>	<b>50</b>	<b>203</b>	<b>800</b>	<b>800</b>
High Street/High Oak, Pensnett			<b>72</b>	<b>100</b>	<b>400</b>	<b>400</b>
Manor Way/Grange Road, Halesowen					<b>39</b>	<b>128</b>
<b>Total</b>	<b>1654</b>	<b>1072</b>	<b>1072</b>	<b>1128</b>	<b>1264</b>	<b>1328</b>