

# Transport Framework for Wales: October 2001

[To be agreed with Minister]

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### 1. INTRODUCTION

1.1 The Transport Framework sets out the national context to lead and support the delivery of the transport services which we need in Wales.

1.2 Transport serves a wide range of needs for accessibility and mobility of people and freight. What we do to improve the transport system is therefore often driven by other strategies. The Assembly is in the process of developing its National Economic Development Strategy (NEDS) and a National Spatial Planning Framework. These strategies will help guide and determine how and where we should develop in future to meet Wales' economic, social and environmental needs. These strategies and the others listed later in this document will serve to define the demand we will be making on our transport system so that we can make the best use of the limited resources available to us.

1.32 The Framework is not a plan setting out funded programmes of delivery. It is the result of the translation of the aims and themes of the Assembly into what we want from our transport system. This has been done through a collaborative and consultative approach to gain consensus between local and other transport authorities and transport operators, who will work with the Assembly to deliver the right transport service. Through this consensus, all those who have a part to play will make complementary and co-ordinated decisions when formulating and delivering their transport programmes. The Assembly therefore expects those who deliver transport infrastructure and services to do so in line with the policies and principles set down in the Framework.

1.43 The Assembly, in addition to providing the leadership necessary to achieve these aims, has a direct role in the delivery of strategic infrastructure and services. The areas of responsibilities are set out in more detail in Section 3 and Section 6, describes what the Assembly intends to do in this regard.

1.54 A very important component of the transport system, is also administered and delivered by the unitary local authorities, typically through the work of the various transport consortia which they have established. The Framework aims to reflect the role of local authorities in meeting the sub-regional and local transport needs of Wales, but it does not aim to identify or prescribe in detail how the respective authorities achieve it. The local authorities through the various transport consortia have the right perspective to promote the needs of the different areas of Wales within the overall parameters set out in the Framework.

1.65 The collaboration of several other important authorities and other Government Departments, including the Strategic Rail Authority and the Department of the Environment, Transport and the Regions is also essential. The Framework reflects these functions.

1.76 You can find a copy of the Framework together with the Summary of Responses received during the Consultation (March-May 2001) on the Assembly's website at

[<http://www.wales.gov.uk/subitransport/content/framework/main.htm>]. Further copies of this document may be obtained from [Harriet Cozens], Transport Policy Division, National Assembly for Wales, Crown Buildings, Cathays Park CF10 3NQ: Tel No: 029 20826508.

## **2. Structure of Transport Framework**

### **2.1 Why we need a Transport Framework**

**2.1.1** The Transport needs of Wales are changing. We have to reverse years of decline in public transport. We need to reduce dependence on the car and at the same time improve accessibility and mobility for everybody particularly those without access to a car. We need to establish the basis for everyone to make integrated and co-ordinated decisions whether they are investing in transport or just planning a journey.

**2.1.2** The transport system we have is complex. There are many bodies both in the public and private sector that have responsibility for meeting the transport needs of Wales. It is important that these bodies share, as far as possible, a common set of aims and that we all clearly understand the role of others and how we may achieve integration. We can do this through the Framework.

**2.1.3** The Framework identifies a Vision and a Strategy, which will help define decision criteria. These criteria are tests against which we may measure the value of transport projects allowing us to develop integrated programmes funded by the various budgets of the Assembly and others. In this way the Framework will help us bring about the required result without reducing the flexibility of the operation of others.

**2.1.4** [The Environment Planning and Transport Committee of the National Assembly for Wales has endorsed the Framework, as has the Wales Transport Forum.] The Framework is needed now to establish the basis of immediate investment strategies but will have to be flexible over time to respond to a wide range of other developing strategies as set out in this document.

### **2.2 What the Framework looks like**

**2.2.1** The structure of the Framework is shown in Figure 2.2.1. This shows the process through which we can:

- translate into transport policy the National Assembly's overriding aims as set out in its strategic plan, *BetterWales* and the Assembly's Sustainable Development Scheme;

- identify the challenges we are faced with;
- inform and be informed by other strategies and policies -for example the National Economic Development Strategy, the Spatial Planning Framework, local authorities' transport plans and others in the United Kingdom and Europe;
- give a Vision of the integrated transport system we want and set out the Strategy;
- enable the Assembly and others to take coherent, complementary transport decisions;
- enable development of long-term programmes of action;
- measure how we are progressing by reviewing and monitoring.

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**2.2.2** The Framework includes maps at Annex 5, which also has an explanation of what they are. The aim is to represent some of the spatial issues associated with the Framework. These issues are set out in Sections 4 and 5.

## **2.3 How we can measure success**

**2.3.1** We believe the process outlined above is a way to make progress within a reasonable timescale. It does not rely on a future vision derived from extensive testing of possible strategies using computerised transport models. This could take years.

**2.3.2** What we are proposing is a more practical approach on which we are seeking your views in this consultation. This method, however, needs to include a proper monitoring and review process so that, as we go along, we are able to see whether we are achieving our aims. To do this we need to select suitable indicators of performance. We cannot measure every feature so we need to choose values which can be measured effectively and economically which tell us the story about the important issues. Section 4 contains facts and trends, which give some ideas of the evidence available to help with choosing the right indicators and sets out the challenges.

**2.3.3** Section 8 outlines how we will be measuring the success of the Framework.

## **3. Policy Context for Transport Framework**

## 3.1 *BetterWales* Aims

3.1.1 The National Assembly 's strategic plan *BetterWales* has 3 main themes:

(i) sustainable development (over-arching theme), aiming to promote development that meets the needs of the present without compromising the ability of future generations to meet their own needs;

(ii) tackling social disadvantage;

(iii) promoting equal opportunities.

3.1.2 Three of the five key action areas in *BetterWales* are particularly relevant:

(i) Better quality of life;

(ii) A better, stronger economy; and

(iii) Promoting better health and well-being.

3.1.3 The overall transport target set in *BetterWales* is to:

**•Develop a better co-ordinated and sustainable transport system to support local communities and the creation of a prosperous economy’:**

We aim to achieve this by measures including:

- improving public and community transport in urban areas to attract people away from travelling by car and to improve accessibility for those who do not have a car;

- improving public and community transport in rural areas to increase levels of accessibility for those who do not have access to a car;

- maintaining and enhancing our strategic transport corridors within Wales to provide high quality access and mobility for internal movement and journeys and those wanting to gain access to the rest of the UK, Europe and beyond;

- facilitating the development of the full strategic potential of our major ports and Cardiff International Airport;

- maintaining and improving regional and local roads to preserve our assets, provide better access and mobility for road based public transport, freight and private travel.

- contributing to the UK Government's target to increase by 80% the amount of freight

moved by rail and to improve the efficiency and quality of the way we move freight by road;

- improving safety, health and environmental conditions particularly on our roads;

- increasing the amount of walking and cycling we do particularly for journeys we have to make;

To do all of this in an environmentally, socially and economically sustainable manner.

## **3.2 Sustainable Development**

**3.2.1** The Assembly has adopted a Sustainable Development Scheme as an over-arching principle. This means that we will build in social, economic and environmental awareness into everything that the Assembly does. The Assembly is committed to integrating the principles of sustainable development into its work and to seek to influence others to do the same. This will need to be reflected in the values and criteria of the Transport Framework, and programmes which develop from it.

## **3.3 Statutory Powers and Responsibilities**

**3.3.1** The National Assembly has statutory powers and responsibility for the maintenance and improvement of the trunk road and motorway network in Wales. The A55 and A483 plus border links in the north and the M4, A449, A465, A48, A40, A477 in the south form part of the Trans European Road Network.

**3.3.2** The Assembly also has powers of grant aid to fund both public transport services and infrastructure development. These can be funded directly, or through various mechanisms to local authorities, public transport operators and others. The Transport Act 2000 confers on the Assembly powers to give guidance to Local Authorities on the approach to local transport planning, to enable congestion and workplace parking regimes, to give guidance on quality bus partnerships, and set levels and extend the availability of concessionary fares on local bus services. It also requires the Strategic Rail Authority to consult the Assembly on all matters relating to rail in Wales, as well as on the appointment of a member of its Board to represent Wales.

**3.3.3** The UK Government has the statutory powers and obligations in relation to rail; rail safety is monitored by Her Majesty's Rail Inspectorate; Railtrack's performance management of infrastructure is monitored by the Office of the Rail Regulator; and the planning and provision of services by franchise holders is monitored by the Strategic Rail Authority. The Strategic Rail Authority, through franchises including the proposed Wales and Borders franchise, is principally responsible for service subsidy in Wales. The Assembly does have powers to provide financial assistance to freight facilities for railways and inland waterways. The North Coast Main Line, and the South Wales Line to the West Wales ports, both form part of the Trans European Rail Network, and these, with the addition of the Welsh Borders Line, are part of the Trans European Rail Freight Network.

**3.3.4** The UK Government has the statutory powers and obligations in relation to Ports, Ferry and Shipping Services and Air Services, though the Assembly retains related planning and environmental responsibilities

and has an interest in promoting key links to ports and airports. The Department of the Transport Local Government and the Regions (DTLR) is the lead department on behalf of the UK Government in these matters. The UK Government also has the statutory powers and obligations relating to the Traffic Commissioners and the Driver and Vehicle Licensing Agency and for specifying developments in provision for disabled passengers.

**3.3.5** Local unitary authorities in Wales have statutory powers and obligations for all public highways which are not trunk roads and motorways. They also have powers to offer financial assistance for a wide range of public transport infrastructure and services on rail or road. Local authorities also have powers and/or obligations for Bus Strategies, Local Transport Plans, Quality Partnerships and Quality Contracts, Congestion Charging, Parking Enforcement, bus lane enforcement and Workplace Parking Charging.

**3.3.6** General statutory obligations are required of all public authorities, with recent developments in connection with the Human Rights Act 1998 and the proposed extension of the Disability Discrimination Act 1995 to cover public authorities being prime examples.

**3.3.7** In addition to the statutory powers and obligations for the individual local authorities, several regional consortia have a part to play in delivering the transport services. A description of the various consortia and their purpose is given in Annex 1 -Part 2.

## **3.4 Other strategies and policies**

**3.4.1** As well as conforming with European and United Kingdom legislation and policy (where appropriate), the Transport Framework needs to be compatible with a wide range of other strategies and policies namely:

- National Economic Development Strategy (Assembly);
- Spatial Planning Framework (Assembly);
- Public Transport Review (Assembly)
- Tourism Strategy
- Better Health/Better Wales (Assembly);
- Planning Policy Wales and Technical Advice Notes;
- Waste Strategy (Assembly);
- Road Safety Strategy (UK Gov't/Assembly);
- Communities First (Assembly);
- Rural Diversification Review (Assembly)



- Strategic Rail Authority 's Strategic Agenda;
- Climate Change Strategy (UK Gov 't/Assembly);
- Air Quality Strategy (UK Gov 't/Assembly);
- Crime and Disorder Strategies; (Local Authorities)
- Local Transport Plans; (Local Authorities)
- Unitary Development Plans; (Local Authorities)
- Environment, Planning and Transport Committee Public Transport Review (Assembly);
- Agriculture and Rural Development Committee Rural Diversification Review (Assembly);
- Best Value Reviews.

## **4. Where we are starting from - the Challenge**

### **4.1 History**

**4.1.1** Transport in the UK has undergone significant changes in recent decades. Public transport in particular has been subject to major initiatives such as deregulation of bus services and privatisation of the rail industry. Other significant developments have taken place such as the introduction of private funding for the provision of transport infrastructure and services.

**4.1.2** Over the years, there has been growth in the ownership and use of cars, an increase in the number of goods vehicles on our roads, and a decline in traditional industry. There is a need to develop and maintain a prosperous economy and reduce pressure on the environment .

### **4.2 The Challenge: Facts and Trends**

**4.2.1** The Challenge we face in achieving the Assembly 's aims appears in many forms.

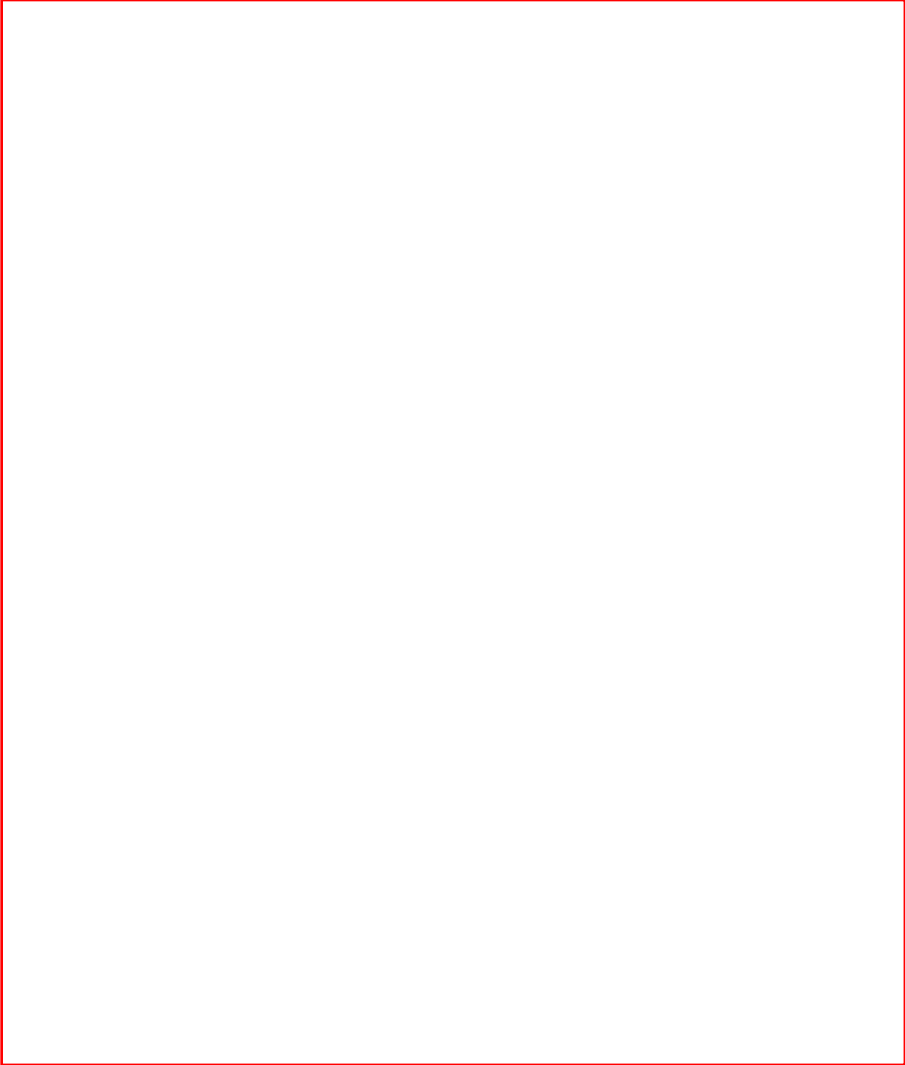
**4.2.2** Demand for transport rises with the increase in population, the number of households and the spread of development. Figures 4.2.2 (a) and (b) provide an indication of the spread and overall growth of the population. The maps in Part 1 of Annex 5 also give some information about how people travel in Wales. The current and projected trend is for continued growth in the population of Wales. Current trends also indicate that the average age of the population is likely to increase in the period up to 2011.

**4.2.3** Demand for transport increases with growth in economic activity. In addition, increases in real

personal incomes contribute to increasing car ownership and the demand for road transport.


**4.2.4** Wales and the United Kingdom have achieved overall growth in Gross Domestic Product (GDP) per capita in the 1990s (see Table 4.2.4). However, the average GDP per capita in Wales is about 20% lower than in the rest of the United Kingdom. (Source : Regional Accounts Unit, Office for National Statistics). The Assembly's National Economic Development Strategy Consultation document identifies the need to set targets using sustainability indicators, but acknowledges that one of the aims of the Economic Strategy is to increase GDP.

The influence on travel demand of this aim presents a real challenge to achieve a sustainable transport system.






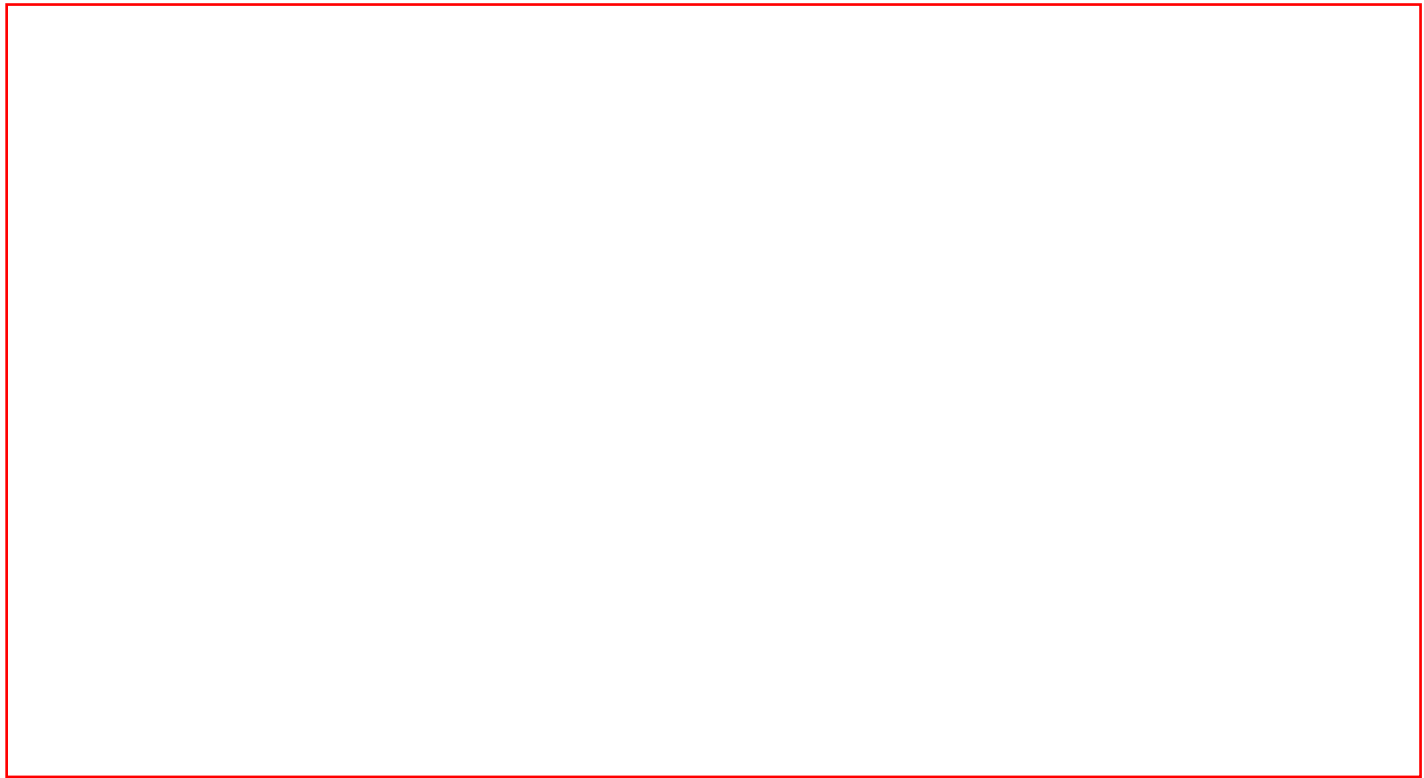
**4.2.5** Around 30% of households in Wales do not own a car. Car ownership per head of adult population in Wales is lower than the UK average. The level of car ownership in Wales has recently been rising slightly faster than in the UK.



**4.2.6** The way people make their journeys is an issue for the Transport Framework. This can be represented by the average length of all journeys made by car (including taxis and minicabs), bus, rail, walking and cycling (see Figure 4.2.6). We travel less far by rail in Wales, which probably reflects the smaller rail infrastructure and service network. People in Wales appear to rely on their car more than people in the rest of Great Britain.



**4.2.7** How people travel to work is of particular interest as this influences the times when the various transport systems are busiest. Car ownership influences the choice of mode for travelling to work in favour of the car. Figure 4.2.7 indicates that at the time of the 1991 census about 75% of people travelled to work by car.



**4.2.8** The trend in the means by which people travel to work is directly relevant to our overall aims. Since about 1990 trends indicate increasing use of the car (see Figure 4.2.8) such that the 1991 figure has increased from 75% to about 80%.



**4.2.9** Journeys taken for education and accompanied travel to school purposes, also generally occur during the busiest periods and the trend of increased use of the car is similar to the way people travel to work..



**4.2.10** Figure 4.2.10 gives a breakdown of the proportion of domestic freight carried by the principal modes in Great Britain (excluding pipeline). The UK Government has a target to increase the amount of freight moved by rail in the UK by 80%.



**4.2.11** Over the last 50 years or so traffic on the roads in Great Britain has increased by a factor of about seven. The number of people killed is now slightly less than at the start of the period but the number injured is higher (see Figure 4.2.11). Much of the reduction in deaths is because we have safer vehicles and good road design but the total number of people killed or injured on our roads, over 40,000 each year, is still far too high.

**4.2.12** The casualty rate among children is of particular concern, with rates in Wales one of the highest in Europe (see Table 4.2.12 (a) and Figure 4.2.12(b)).

Table 4.2.12(a)

Child pedestrian fatality rate per 100,000  
children aged 0 to 14: 1997

Country	Children Pedestrian
Austria	0.79
Belgium	0.94
Denmark	0.85
Finland	0.94
France	0.91



Germany	0.64
Great Britain	1.21
Ireland	1.31
Italy	0.49
Netherlands	0.66
Northern Ireland	[ ]
Norway	0.81
Scotland	[ ]
Spain	0.94
Sweden	0.54
Switzerland	0.96
Wales	1.24

[Accessibility data/charts from Stats and Text].

#### 4.2.13 Other challenges derived from a range of sources are:

- About 45% of all journeys in the UK are under two miles; and 35% of journeys under two miles are now made by car, compared with 26% just 15 years ago (Commission for Integrated Transport).
- The UK Government is committed to targets under the Kyoto convention-to reduce UK greenhouse gas emissions to 12.5% below 1990 levels by 2008-2012 and to move towards a domestic goal of 20% reduction in CO2 emissions by 2010.
- Transport improvements may generate either increases or decreases in regional inequalities. This suggests that there is no simple rule which can be applied to predict regional outcomes of transport projects (Standing Advisory Committee on Trunk Road Assessment: Transport and the Economy).
- Despite the fact that the proportion of households in Great Britain who own a bicycle has increased from 36% to 40% between 1985 and 1997 the number of journeys has fallen by over a third from 25 journeys per person per year to 16. About 2% of journeys are by bicycle (DTLR National Travel Survey 1996-98).
- Wales' long term prosperity depends on good strategic links within Wales and with the rest of the UK, Europe and the world (Welsh Local Government Association: Integrated Transport).

- Local transport is vital to the well being of Wales' communities, economy and environment (Welsh Local Government Association: Integrated Transport).
- The ability to move people, materials and goods quickly, cheaply and reliably is critical to creating competitive business. Transport improvements will play a major role in sustaining and developing the Welsh economy, particularly in those areas where access is poor and business activities are low (CBI Cymru: Transport for Growth).
- Transport - generated air and noise pollution levels is a source of concern to people (Commission for Integrated Transport). Health effects resulting from this forms part of the Challenge.
- 79% of bus users in Wales would prefer to go by car (this rises to 89% in Cardiff and South East Wales and 83% in West South Wales): Surveys imply that 58% of people would increase their use of bus if improvements are made to the bus industry (Welsh Consumer Council: Bus Travel in Wales, A Consumer's Journey Jan 2001).
- It is widely perceived that public transport, if any, in rural areas is limited; this tends to result in those without access to a car being more isolated, socially excluded and being limited in their work options.
- A recent study into a strategy for north-south links in Wales recommended improvements to rail and bus services together with localised improvements for roads. The development of the trunk road programme and negotiations for the new all-Wales rail franchise need to proceed in light of these recommendations.
- A recent study into the east-west transport corridor in West Wales concluded that there may be a case for improvement of public transport and that the A40 trunk road west of St Clears should be improved. The development of the trunk road programme and negotiations for the new all-Wales rail franchise need to proceed in light of these recommendations.
- Journey time reliability can be more important than reduced journey times. Unreliable journey times either waste time or disrupt peoples activities.

#### **4.2.15** Some other transport forecast trends are:

- Rail demand in Great Britain is forecast to grow by a significant amount by 2010 (DTLR Transport 2010).
- Total traffic on roads in England is forecast to grow by 17% by 2010, urban congestion by 15% and inter-urban trunk road traffic by 28% (DTLR Transport 2010). Past growth in SE and NE Wales has been higher than average growth in Great Britain. Consideration is being given to preparing forecasts for the whole of Great Britain.

**4.3 Summary of the Challenges**

**4.3.1** Several of the facts and trends indicated above present a challenge to us achieving the aims set out in section 3, and the Vision set out in section 5 below.

**4.3.2** These can be summarised as follows: [review text in 4.2 to cut out repetition]

- The projected increase in population and car ownership are likely to increase the demand for travel generally and road travel in particular. If we increase productivity per head we are likely to have the same effect;
- We already rely heavily on our cars, more so in Wales than in other areas of Great Britain. This is the case when our transport systems are at their busiest when people are travelling to work and to school. In recent years the reliance on our cars when making these sorts of journeys has been increasing. [Something on rural/urban differences - to support a distinctive approach between the two - Stats reviewing].

**Challenge - Sustaining Public and Community Transport**

To get people to switch to public transport from their cars and thus to sustain improvements to public transport infrastructure and services. If we cannot sustain the improvements to public or community transport we will not achieve the social aim to meet the needs of those who do not have a car or realise the environmental benefits.

\* \* \* \* \*

- Our main transport corridors have had significant investment in recent years but that investment has not been completed to the same extent as other parts of Great Britain. There is some congestion on our road network in north east and south east Wales and the road and rail infrastructure in west Wales and on north-south routes does not match the high standards we would like to see. We need to maintain the infrastructure we have already and to improve it in an appropriate manner.
- Our local roads also suffer from shortcomings in maintenance and improvement often to a greater degree than the strategic network.

## Challenge - Networks

To prioritise the development of our programmes for maintaining and development our networks, whether it be rail or road. The networks need significant investment which must be well targeted and carried out in a sustainable manner.

\* \* \* \* \*

- The vast majority of our freight is carried on our roads. In Wales we do carry a significant proportion of bulk freight by rail.

## Challenge - Freight

How we address freight issues in Wales. In the past we have tended to concentrate on attempting to transfer more freight to rail, which is just one important objective. At the same time as supporting the UK Governments targets in this, we also need to concentrate on the quality and efficiency aspects of moving freight by road.

\* \* \* \* \*

- When there were only two million motor vehicles in Britain they killed more people every year than the 27 million vehicles do today. However, whilst we have made improvements in our safety record the number of accidents particularly on our roads and those involving child pedestrians is unacceptable.
- The UK Government, jointly with the Assembly, has published new targets for road safety in the road safety strategy Tomorrow's Roads - safer for everyone. The targets are:
  - a 40% reduction in the number of people killed or seriously injured in road accidents;
  - a 50% reduction in the number of children killed or seriously injured; and
  - a 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

## **Challenge - Safety**

The rail industry needs to maintain its initiatives in improving safety for rail travellers. On our roads we have challenging targets for improving safety by 2010. The road safety strategy and programmes will need to address the priorities with the limited resources available in order to meet them.

\* \* \* \* \*

- The amount of walking and cycling we do, particularly for essential journeys, has been decreasing. Walking and cycling can help people lead healthier lifestyles and can make a major contribution to the effect that people making journeys have on the environment whether they form part of a long multi-modal journey or the whole of a short journey.

## **Challenge - Walking and Cycling**

We need to make the safety, comfort and convenience of people making journeys by walking and cycling sufficient to attract a greater number if people are to have healthier lifestyles and help improve environmental conditions.

\* \* \* \* \*

## **4.4 The Spatial Challenge**

**4.4.1** It is important that in achieving our general aims we do not create further inequalities within Wales. This Transport Framework is designed to be flexible enough to respond to the demands of a dynamic economy. There will be times when changes in the location of jobs for example will mean that people have to adjust to how and where they travel to work. The Framework needs to inform decisions that reflect the needs of the separate regions within Wales accordingly it incorporates a spatial perspective.

**4.4.2** This is demonstrated by the inclusion of a series of Transport Data Maps in the Framework. . It is important to note that the maps are intended only to give a broad picture of how things are and might be. They are not intended to be comprehensive tools of analysis. Proper analysis and monitoring must be conducted through significantly more comprehensive data than can be represented on the maps.

#### **4.4.3** The main messages, which the Transport Data Maps reveal are:

- The greatest amount of travel is in an East/West direction along both the North and South coastal regions.
- Roads carry the vast majority of passengers and freight.
- Movement in the South Wales Valleys is of significant proportions.
- Constraints set by topography, environmental designations, heritage sites are significant throughout Wales.
- Need for better economic performance is widespread and mainly in the areas with the greatest constraints and poor infrastructure or services.
- Wales' rail network is sparse and the services on it need improvement. The network needs complementary services on other modes to connect with the rail interchanges.
- Links to adjacent regions in England, the remainder of the UK and Europe are vital.
- Safety in rural areas is an equivalent problem to more heavily trafficked areas. • There are significant gaps in public transport infrastructure and services in Mid, West and North Wales.
- Wales has an improving network of long distance cycle routes; however, the principal issue is functional cycling requirements which contribute to multi - modal journeys or replace short motorised journeys.
- Wales' long distance bus services are widely spaced and poorly structured.

## **5. The Vision**

### **5.1 A General View**

**5.1.1** The aims set out in section 3 and the challenges identified in section 4 serve to construct and condition the Vision the Assembly has for transport. The Vision set out below is what we want within about 10 years but will inevitably contain components which may extend well beyond that. In order to achieve this we believe there are some things which we would want to have achieved in about 5 years and we have identified those also.

**5.1.2** Transport serves the wide range of needs for accessibility and mobility of people and freight. What we do in improving transport services is therefore often driven by other strategies as indicated in the Introduction and Section 2. The Assembly is developing important strategies including the National Economic Development Strategy (NEDS) and the National Spatial Planning Framework (NSPF). The

Transport Framework will help to enable the implementation of those strategies. Inevitably, therefore, the Vision does not describe hard and fast outcomes, but guiding principles which can be responsive to other strategies as they emerge. The NEDS is expected to be published by the end of 2001 and the NSPF at the end of 2002.

**5.1.3** The overall Vision of the Assembly is to facilitate within 10 years a transport system that:

- delivers agreed thresholds of accessibility and information for users;
- provides strategic mobility within environmental and health benchmarks for regeneration and other economic aims;
- changes travel patterns and transport usage and where appropriate reduces the need to travel by motor vehicles by integrating with land-use planning;
- is consistent with real needs;
- charges the traveller a fair reflection of the costs of making a journey; financial, social and environmental;
- is adaptable to the developing needs of Wales.

## **5.2 What we want in 5 years**

**5.2.1** Within 5 years Wales should have:

- a much improved sustainable public transport system on all modes with better and safer access, more frequent and better quality services and facilities to an agreed standard;
- better links and interchange with other means of transport;
- better travel information for users of all modes;
- safer and easier cycling and walking;
- a more efficient and socially and environmentally friendly means of moving freight;
- greater access particularly for those who do not have a car;
- more use of sustainable modes of transport; .
- an improved and better maintained road network;
- improved journey time reliability on all modes.



## **5.3 A Vision for Communities**

**5.3.1** The National Assembly's emphasis on improving life in our communities will mean an emphasis in transport on providing a safer and better environment by:

- listening to the needs and wishes of local communities and local groups;
- reducing isolation and providing opportunities for rural diversification;
- reducing speeds and setting appropriate speed limits and restricting motor vehicles access to residential streets, where appropriate;
- contributing to well maintained environments;
- reducing congestion;
- facilitating walking and cycling locally by improving facilities and off road routes;
- reducing traffic noise;
- improving air quality;
- reducing accidents.

## **[5.4 A Spatial Vision**

**5.4.1** It is important that the Transport Framework informs decisions which reflect the needs of the separate regions within Wales and that we do not create further inequalities in meeting our overall aims.

**5.4.2** This means we would want to represent the Vision not only in words as we have above but in a way which shows how it affects the different regions of Wales.

**5.4.3** Included in Part 2 of Annex 5 is a set of maps or diagrams. The diagrams are a first step towards setting out the geography of the Vision. They show:

- The main multi-modal (carrying road and rail) transport corridors.
- External links.
- The rail network also identifying centres which do not have direct access to strategic roads and which are not closely served by the rail network.
- Regional transport consortia (there is more information on the consortia in Part 2 of Annex 1).

We plan to add to these a representation of:

- Integrated Transport Investment setting out the broad objectives of the various authorities and operators responsible for investment on each mode in the main strategic corridors. With this further map we can compare the respective strategies to ensure that all parties are acting in a complementary way.] [**MAPS UNDER REVIEW**]

**5.4.4** As the National Economic Development Strategy and the National Spatial Planning Framework develop, spatial differences in policy and priority may emerge and be represented by maps in this and other policies.

## 6. The Transport Strategy

### 6.1 The Overall Strategy Aim

**6.1.1** The Strategy set out here gives the basis on which to realise the overall aims set out in *BetterWales*.

**6.1.2** *BetterWales* identifies the need to develop a better co-ordinated and sustainable transport system to support local communities and the creation of a prosperous economy.

**6.1.3** To do that we need to create a transport system that is:

- more accessible to all people, including people with disabilities, young people and those at a social disadvantage;
- better integrated between different modes and with land-use planning with care for the environment, as a basic principle;
- safer and health promoting;
- more efficient in its use of resource.
- able to provide access and mobility to support commercial activity and facilitate implementation of the economic vision for Wales.

### 6.2 The Transport Strategy

**6.2.1** Set out below are the main elements of a transport strategy together with an account of the main activities which are being undertaken under each heading. A detailed account of these activities is given in Annex [2].

**6.2.2** To achieve this transport system the future strategy includes:

- an emphasis on improvements to all forms of **public transport** to improve its availability

and the quality of interchanges by providing:

- links to all major settlements in Wales including from rural areas;
- an attractive alternative to the car with;
  - a consistent quality;
  - operation on a clockface timetable (services the same time past hour) with guaranteed interchange, where appropriate, through ticketing and better information;
  - better personal security and comfort;
  - better accessibility for disabled people to vehicles and infrastructure;
  - innovative solutions to our problems where appropriate e.g. guided bus, people movers, light rail;
  - convenient access to timetable information and development of real time information systems to inform people whether services are on time or not and what road conditions are like;
  - the improvements which bus and rail users really need and can afford
  - better integration with taxis and community/voluntary transport;

### **Public Transport - What is happening**

- The Environment, Planning and Transport Committee of the Assembly is in the process of reviewing the wider issues of public transport in Wales (Terms of Reference in Annex 1). The outcome of this review is expected in [late 2001] and will inform many of the issues connected with public transport and is awaited with interest to help with the long-term rail strategy for public transport in Wales.
- The Strategic Rail Authority is renegotiating a reduced number of more coherent and more long term rail franchises, without the necessity to ensure a reducing level of subsidy. This, in turn, is expected to attract further investment in services, rollingstock and infrastructure by the successful franchise operators.
- The Assembly is liaising closely with the Strategic Rail Authority (SRA),

which is negotiating an All-Wales rail franchise. We expect the delivery of the new franchise to commence in 2002. The SRA also have a pivotal role in the continuing Virgin and First Great Western franchises linking into Wales. From this we expect to see enhanced rail services in terms of quality and frequency; better interchanges and linkage with bus services; better station environment and marketing with improved integrated ticketing.

- The Assembly has combined its Rural Bus Grant and Community Transport Grant into one Local Transport Services Grant. This will enable a flexible approach by local authorities to meeting the distinctive needs of their areas when enhancing bus and more flexible services. The Assembly has entered into Policy Agreements with all local authorities to monitor bus usage over the next 5 years and funds the Bus Fuel Duty Rebate scheme to operators. From this we expect a 60% increase in socially necessary services by 2002; bus and local transport addressing accessibility by 2003; proactive development of new and better services through local authority/operator partnerships..

- The Assembly is commencing the Guidance and Regulation provisions under Part II of the Transport Act 2000 to enable local authorities to enter into Quality Partnerships with bus operators to improve services. The Assembly will keep under review the need to commence the other provisions under the Act covering Bus Quality Contracts, Congestion Charging and Workplace Parking Charging. Under the Act the Strategic Rail Authority are required to consult the Assembly on all issues including the appointment of a board member for Wales. The Assembly requires local authorities to have bus strategies in place through their local transport plans by 2003. The Local Government Acts of 1999 and 2000 provide opportunities for greater co-operation between local authorities to deliver services.

- For the first time the Assembly announced this year an indicative 5 year forward programme in making the 2001 Transport Grant award. The emphasis of the announcement and award of grant is on improvements to public transport and packages for integrated transport.

- The Assembly has established the Welsh Transport Forum (details in Annex [ ]). The Forum has established a number of sub-groups to assist considerations on public transport and the development of programmes for delivery. The sub-group on long distance bus and coach services will advise the Assembly on developing a strategy for the long distance bus and coach network including a best practice guide. The sub-group on Community Transport will advise on the role, that more flexible forms of transport can play in meeting people's needs where scheduled services may not be justified or viable. The Forum considers the full range of transport issues which are of concern to all people and provides an invaluable source of opinion and guidance to the Assembly in such matters.

- The Assembly is enabling local authorities to provide concessionary bus fares in the form of free passes for pensioners and disabled people from April 2001 and free passes and travel for the same categories of people from April 2002.

- The Assembly is collaborating with the Department for Transport Local Government and the Regions on the development of *Transport Direct* to provide better information on all modes of transport.

\* \* \* \* \*

- support and leadership for **local authorities'** transport plans and programmes and the various local transport consortia to achieve the overall aims at local and regional level taking into account the needs of all interests, subject to the Environment, Planning and Transport Committee's Review of Public Transport;

**Local Authorities** - What is happening

- All local authorities in Wales voluntarily produced Local Transport Plans (LTPs) in 2001 to deliver integrated transport at the local level. The LTPs will become statutory in August 2001 when the Transport Act 2000 comes into effect. The Plans will be replaced by a date to be specified by the Assembly and annual progress reports will be prepared. The Plans cover integrated transport, widening travel choices (including powered two wheelers), traffic management and demand restraint, rural transport, planning and managing the local highway network, sustainable distribution and integration with wider policies.

- Local authorities are also providers of major infrastructure improvements on road and rail. They are supported in this by the Assembly through the Transport Grant Budget. The Transport Grant supports integrated transport packages (including rail), road schemes and safe routes to school.

- Local authorities have formed various consortia details of which are contained in Annex [1]. These consortia serve to co-ordinate activities across unitary authority boundaries where there are common regional interests. They have played a major role in supporting bids for Transport Grant.

- The Assembly is funding 5 short-term posts dedicated to promoting school and work based travel plans.

- Local authorities have a wide range of activities which contribute to the overall development of the transport system which are covered elsewhere within the strategy they are not listed here to avoid repetition.

\* \* \* \* \*

- measures to increase **walking and cycling**, as modes for short journeys, especially those to school, work or transport interchanges: reflecting the different needs of cyclists and pedestrians where shared facilities are used: also the appropriate use of powered two wheelers to contribute to this end;

## Walking and Cycling - What is happening

- With the assistance of the Welsh Transport Forum (see Annex [ ]) and Sustrans the Assembly is developing a walking and cycling strategy. This is part of the strategy for widening travel choices. This strategy will be a key part of the National Assembly's duty of sustainability. The objectives are:

- (i) to promote sustainable transport

- (ii) to ensure the land-use planning process assists the growth of walking and cycling

- (iii) to increase real and perceived safety on the roads

- (iv) to promote social inclusion by improving access to services on foot and bicycle

- (v) to improve the health of people in Wales.

- Local authorities have a significant role to play in delivering improvements in the number of journeys made by walking or cycling to achieve the Vision.

- By the above means we aim to have safer routes to schools, safer routes to stations, directly funded crossing points between the National Cycling network and trunk roads, additional 350km of cycle route by 2003, 5 action plans for non car access to stations, more than 30 travel plans each year.

\* \* \* \* \*

- the right approach to the development of **ports** in Wales which reflects their

strategic importance and the role they play as interchange facilities where people and freight in particular transfer to a different form of transport;

## Ports - What is happening

- The Assembly liaises closely with DTLR to reflect Welsh interests within UK Ports, Ferry and Shipping policy. The broad aims are that the ports offer safe, efficient operations consistent with local priorities. In terms of the ferry and shipping services the aim is to have improved interchange, marketing and through ticketing; better services to Ireland and development of short sea shipping for freight.
- Similarly close liaison is maintained with Port Authorities, local authorities and WDA on opportunities for developing new market opportunities and improved transport links to ports and freight facilities to improve interchange and links to Ireland.

\* \* \* \* \*

- well maintained and enhanced strategic **infrastructure** on our transport corridors including rail and a targeted trunk roads programme addressing the need to relieve communities from the environmental effects of traffic, to provide access for economic purposes and to tackle congestion to improve journey time reliability and journey times where appropriate; [review this]
- adequate maintenance of the existing **local road network** in order to maintain the asset and provide the appropriate level of service in a cost effective and sustainable manner;

## Strategic Infrastructure - What is happening



- Railtrack is principally responsible for rail infrastructure. It receives support from the Strategic Rail Authority and the Assembly is committed to funding key infrastructure developments in South and mid Wales to increase the capacity of the national network to support improved services; to provide better interchanges with local transport, the private car to increase modal shift away from the car; to provide better facilities for cycling and walking and to improve safety and security at stations. . The Rail Regulator has placed more challenging conditions upon Railtrack to deliver the associated infrastructure improvements, whilst at the same time moving quickly in the short term to ensure that the national track recovery programme is resourced and delivered effectively.

- The Assembly has direct responsibility for maintaining and improving the 1,708 kilometres of trunk road and motorway network in Wales. This forms the basis of the strategic road network amounting to 5% of all roads in Wales but which carry over 50% of all traffic. The optimal maintenance and best use of the network is of primary importance and forms a significant proportion of the Assembly 's roads budget. The Assembly will announce later this year its proposals for a targeted improvement programme for the trunk road network including community relief roads, strategic and safety enhancements and better interchange with other modes.

- The Assembly aims to have a Intelligent Transport Systems Plan by the end of this year.

- Local authorities have direct responsibility for the 32,000 kms of roads in Wales which are not on the trunk road and motorway network, this is a vast asset which is maintained and improved through the revenue and capital grants provided for local authorities. Local authority programmes are expected to provide similar benefits to the elements of the trunk road programme together with better local access.

- a range of measures to improve **safety, health and environmental** conditions on all roads;

**Safety, Health and Environment on our Roads** - What is happening

- The Assembly has established a Road Safety Board to develop and advise on the implementation of a Welsh Road Safety Strategy to meet the targets set out in the UK Government's Road Safety Strategy. Following a consultative conference in May 2001 there will be further consultation with stakeholders before a final strategy is agreed in the Autumn.

- The Assembly has implemented a Rural Town and Village - Trunk Road Initiative to produce a better environment for those communities which are situated on trunk roads. It also has a targeted trunk road safety budget.

- In cases where the conditions and demands of the trunk road do not permit an acceptable level of improvement through the above initiative the Assembly will consider the inclusion of a bypass in its trunk road improvement programme.

- On local roads the Assembly has a targeted Local Road Safety Grant for local road safety schemes in addition to the Safe Routes to School element of Transport Grant.

- The Assembly is also implementing a programme to make better use of our more congested strategic routes to improve conditions for drivers but also to reduce the adverse effects of congestion in the localities where they are situated.

\* \* \* \* \*

- means to facilitate the movement **freight** by efficient and sustainable means;

## **Freight** - What is happening

- The Assembly supports the principles set out by DTLR in their publication *Sustainable Distribution*. The Assembly also supports the UK Governments' target to deliver 80% growth in the amount of freight carried by rail. The Strategic Rail Authority (SRA) have announced in their *Freight Strategy* (May 2001) that it intends to develop a national rail freight Strategy for Wales in collaboration with the Assembly. This initiative is welcomed and the Assembly will engage with the SRA to ensure that the strategy deliver the most sustainable outcome for Wales.
  
- The Assembly will play its part in company specific support in administering the re-launched Freight Facilities Grant and will also engage the SRA in the broader nationally initiatives in Track Access Grant subsidies, interchange finance support, investment by Railtrack and innovation funding to ensure best deal for Wales.
  
- The Assembly, in conjunction with the SRA, is agreeing a reformulated Freight Facilities Grant to broaden the application of the grant to a wider range of rail freight facilities. The Assembly will also consider opportunities of supporting waterborne projects in consultation with the DTLR, the British Waterways Board and other agencies.
  
- The majority of our freight will still be moved on our roads and the economic well-being of Wales relies much on how efficiently and sustainably we manage that. Local authorities are required to include evidence that they have taken appropriate steps to evaluate the impact of policies and programmes on local and wider distribution systems with regard to the economic, social and environmental outcomes. The Assembly will issue guidance in collaboration with stakeholders, including local authorities and the Freight Transport Association to complement Planning Policy Wales and to further the principles of 'quality partnerships' set out in *Sustainable Distribution*.

- to help create the right conditions to enable the strategic potential of **Cardiff International Airport (CIA)** to reflect Wales' business and leisure needs; and to improve access to other regional airports important to Wales;

## **Airports** - What is happening

- DTLR are conducting a review of air services in English regions, Wales and Scotland. The Assembly is closely involved in this review and the outcome should be known by the end of 2001. There will be further consultation and the opportunity to consider, for example whether there should be North-South services or links between airports in Wales and external destinations.
- An aviation and economic opportunities group has been established by the Assembly to look at the economic potential of Cardiff International Airport (CIA) to act as a catalyst for economic development and expansion in South Wales. The group will also consider the opportunities for attracting additional air services to a greater range of destinations from CIA. The group will include representatives from the Welsh Development Agency and Cardiff Chamber of Commerce.

\* \* \* \* \*

- meeting the obligations set out in the **Road Traffic Reduction** Acts of 1997 and 1998.
- The Road Traffic Reduction Act 1997, requires local authorities to undertake a review of existing and forecast levels of traffic on local roads in their area and to prepare a report. These reports should contain information on existing levels of traffic and projected growth on local roads, identifying particular problem areas and indicate what action is proposed for reducing those levels or the rate of growth or, if it is judged no action is necessary, the report should state why this is the case.

- The National Assembly under the Road Traffic Reduction (National Targets) Act 1998 is required to set and publish in a report a target for road traffic reduction in Wales with the aim of reducing the adverse environmental, social and economic impacts of road traffic; or explain why it considers that other targets or other measures are more appropriate for the purpose of reducing the adverse impacts of road traffic, and provide an assessment of the impact of the other targets or other measures on road traffic reduction. In considering how to comply with the above obligation, the Assembly shall have regard to:

(1) the adverse impacts of road traffic including:

- emission of gases contributing to climate change
- effects on air quality
- effects on health
- traffic congestion
- effects on land and biodiversity
- danger to other road users
- social impacts

(2) the mobility needs of persons with disabilities (3) the need for an adequate provision of taxi services in rural and non-rural areas. At such times as it deems appropriate, the Assembly will publish further reports on:

- progress in reducing the adverse environmental, social and economic impacts of road traffic
- updating any targets set and assessments made of the impacts of other targets and measures on road traffic reduction

Definition of "road traffic": traffic consisting of mechanically propelled vehicles on roads, but excluding vehicles constructed or adapted to carry more than eight passengers in addition to the driver (ie. Includes motorcycles).

- In its report under the 1998 Act in March 2000 the National Assembly indicated that it was inappropriate at that stage to set a single national target for traffic reduction in Wales. The position has not altered.

- The Assembly intends to build on the policies in the Framework and adopt a twin approach to taking action forward to combat the adverse effects of traffic. The first strand is to establish a suitable set of benchmark targets for traffic growth in different area types. This will be done through collaboration with local authorities at the level of the transport consortia. The aim will be to establish the benchmarks as a backdrop to the individual policies for road traffic reduction in Local Transport Plans. The second strand will be to enable local authorities to combat congestion through a range of policy measures. The emphasis on public transport development and the commencement of relevant powers under the Transport Act 2000 in the form of workplace carparking charges, Quality Bus Partnerships and Contracts will be the main contributors. The commencement of other powers under the same Act will be kept under review.

\* \* \* \* \*

- a basis to fully utilise the benefits offered through the European Structural Funds Programmes including **Objective One** and to make the best use of resources generally.

### **Objective One and Resources Generally** - What is happening

- Transport will benefit principally from the Accessibility and Transport Infrastructure Measure in the Objective One Programme (Measure 1 of Priority 6). This measure aims to develop an efficient, integrated transport system that will facilitate the movement of people and goods in a sustainable manner and combat peripherality. A Regional Partnership [has been/is being] established to develop a plan to implement this measure. The Partnership which is comprised of an equal mix of the public, private and voluntary sector will receive and prioritise suitable projects for consideration for funding by the Programme Monitoring Committee. [To date expressions of interest have been received from promotees in addition to a first tranche of bids to enable an assessment sift to be carried out. The first tranche of bids have been rejected and a significant number of expressions of interest received, which over-subscribe the measure].

- The Assembly and others who invest in the transport system have to ensure that we obtain the maximum benefit for scarce resources and to do so in sustainable manner. With the assistance of the Welsh Transport Forum the Assembly have derived a set of assessment criteria for prioritising programmes to meet the objectives of the integrated transport policy to help with delivering the most for the resources used. These criteria will be applied to Transport Grant applications from local authorities and the trunk road programme.

\* \* \* \* \*

## **7. Delivery of the Vision**

### **7.1 Programmes**

**7.1.1** Section 3 sets out the statutory transport responsibilities and obligations of the various bodies. Section 6, the Strategy, and Annex 2 expand on the part that these bodies and others have to play in developing and delivering programmes to bring about the Vision. These are many and varied.

**7.1.2** A common basis of assessment for projects which all bodies use to prioritise and make decisions can help achieve the Vision of a co-ordinated transport system.

**7.1.3** The Government's New Approach to Appraisal (NATA) has been adopted by the National Assembly. A commentary on how the various criteria apply in Wales is given in Annex 3. The Assembly has collaborated closely with the Welsh Transport Forum to develop a suitable set of assessment criteria which are defined using the NATA principles, covering all the different issues involved with all types of transport investment, and taking account of the aims of this Strategy set out in the Transport Framework.

### **7.2 Funding**

**7.2.1** There is a wide range of organisations who invest in the transport system. The main sources of funds are administered through the budgets outlined in Table 7.2.1.

Table 7.2.1 Budgets

Organisation Budget/Type

European Commission European Structural Funds (incl Objective One)

Trans European Network Fund

DTLR/SRA Rail Franchises

Direct Infrastructure Budget

National Assembly Transport Grant

Local Transport Services Grant

Bus Fuel Duty Rebate

Trunk Road Budget

Concessionary Bus Fares

Road Safety Grant

Freight Facilities Grant

Revenue Support Budget

Local Authorities Local Authorities Budgets

Private/WDA Railtrack Budget

Transport Operators

Developers

[7.2.2 The current and projected size of various budgets are given in Annex [ .].]

## **8. Review and Monitoring**

**8.1** Section 2.3 outlines the need for ways to measure whether we are achieving the overall aims.

**8.2** Section 4 sets out some of the facts figures and challenges which indicate what the position is now in regard to the aims of the Framework.

**8.3** We have identified the following indicators, which, over time, could show whether we are being successful.



Changes in:

- Journey time reliability for all journeys.
- How people travel to work or school.
- Road casualties.
- Accessibility to bus services or essential services.

**8.4** The Assembly, in collaboration with the [Department of Transport, Local Government and the Regions], is developing a means of measuring journey time reliability on our roads. We will use this and the information available on rail journey reliability to establish a baseline for all modes and monitor progress against suitable measures and targets, which we will identify within 12 months.

**8.5** We aim by 2010 to enable about a quarter of commuting to work to take place by means other than by car compared to about a fifth in the late 1990s. We will measure progress on this through the Labour Force Survey. We will also look at whether we can monitor how children travel to school.

**8.6** We aim to achieve by 2010:

- a 40% reduction in the number of people killed or seriously injured in road accidents;
- a 50% reduction in the number of children killed or seriously injured; and
- a 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

**8.7** By the end of 2001 we will develop a representative accessibility target for public transport appropriate for Wales. We will build on the work being carried out by the Environment, Planning and Transport Committee in their review of public transport and seek the advice of the Community Transport Sub-group of the Welsh Transport Forum in doing so.

**8.8** We propose to report our progress annually where possible, and to use these indicators in a full review in 5 years.

## **9.2 Contact details**

**9.1** You can find a copy of the Framework together with the Summary of Responses received during the Consultation (March-May 2001) on the Assembly's website at

[<http://www.wales.gov.uk/subitransport/content/framework/main.htm>]. Further copies of this document may

be obtained from [Harriet Cozens], Transport Policy Division, National Assembly for Wales, Crown Buildings, Cathays Park CF10 3NQ: Tel No: 029 20826508. E-mail harriet.cozens@wales.gsi.gov.uk.

## Glossary of Terms

**Air Quality Strategy** Air Quality Strategy for England, Scotland, Wales and Northern Ireland. Joint Publication, 2000.

**Best Value** Statutory requirement for local authorities and other agents to provide cost effective and high quality (economic, efficient and effective) services to local people using set indicators of performance.

**Better Health/*BetterWales*** Better Health/*BetterWales*: Welsh Office 1998

***BetterWales*** National Assembly's strategic business plan.

**BFDR** Bus Fuel Duty Rebate.

**CBI** Confederation of British Industry.

**CfIT** Commission for Integrated Transport.

**Climate Change Strategy** A Climate Change Programme for Wales - learning to live differently - National Assembly March 2000.

**Communities First** Regenerating our most Disadvantaged Communities – "Communities First" - National Assembly's proposals for implementation - out to Consultation.

**Congestion Charging** Discretionary power for local authorities under the Transport Act 2000 to charge for the use of local roads.

**DTLR** Department of Environment, Transport and the Regions - UK Government.

**DVLA** Driver and Vehicle Licensing Agency.

**EPT Committee** Environment, Planning and Transport Committee of the National Assembly.

**GDP** Gross Domestic Product.

**Infrastructure** The hard structures on which services are provided, e.g. railway, stations, roads, bridges etc.

**LTP** Local Transport Plan (Local Authorities).

**Mode** Means by which people travel, e.g. bus, train, private car.

**NATA** New Approach to Appraisal - process of assessment of transport projects, which measures costs and benefits under the headings of integration, environment, economy, accessibility and safety.

**People in Communities** Selective Grant Scheme - forerunner to Communities First.

**Quality Contracts** A local authority acting alone, or jointly with one or more neighbouring authorities determines what local bus services should be provided in whole or part of its area. Under the terms of the Quality Contract, it can let contracts with bus operators, which grant them exclusive rights to provide services to the authority's specification. Under the Transport Act 2000, Quality Contracts in Wales need to be approved by the National Assembly, and local authorities must demonstrate that it is the most economic, efficient and effective approach .

**Quality Partnerships** A co-operative arrangement between local authorities and bus operators to improve services. By providing better facilities such as bus lanes and shelters, the local authority can require higher standards from bus operators, e.g. higher quality vehicles.

**Rail Franchise** Agreement between SRA and a train operator under which the operator guarantees a service for a controlled level of remuneration.

**Road Safety Strategy** Tomorrow's Roads - safer

for everyone. Government's road safety strategy and casualty reduction targets for 2010: DTLR.

**Rural Diversification Review** Review being undertaken by the National Assembly's Agriculture and Rural Development Committee into ways of developing a stronger, more diverse rural economy in Wales.

**SAC** Special Area of Conservation designated under the EC Habitats Directive (92/43/EEC).

**SACTRA** Standing Advisory Committee on Trunk Road Assessment.

**SPA** Special Protection Area for birds designated under the EC Birds Directive (79/409/EEC).

**Spatial** Facts, information or policies which provide distinction and definition between geographic areas.

**SPF** National Assembly's Spatial Planning Framework.

**SRA** Strategic Rail Authority.

**SSSI** Site of Special Scientific Interest designated under the Wildlife and Countryside Act 1981.

**Sustainable Development** National Assembly's Scheme to meet its sustainable development **Scheme** obligations.

**SUSTRANS** An environmental and transport charity working on practical projects to reduce car dependency by encouraging people to walk and cycle more.

**SWIFT** South Wales Integrated Fast Transit Consortium (see Part 2 Annex 1).

**SWITCH** South West Integrated Transport Consortium (see Part 2 Annex 1).

**TAITH** North Wales Transport Consortium (see Part 2 of Annex 1).

**TG** Transport Grant made by the Assembly to local authorities.

**TIGER** Transport Integration in Gwent Economic Region (see Part 2 Annex 1).

**Transport 2010** DTLR's 10 Year Plan published in July 2000.

**UDP** Unitary Development Plan (local authorities).

**Waste Strategy** Waste Strategy 2000 - England and Wales - being developed into the Wales Waste Strategy.

**WDA** Welsh Development Agency

**Workplace Charging** Discretionary power for local authorities under the Transport Act 2000 to allow charges to be levied on car parking at the place of work.

**WTF** Welsh Transport Forum established by the National Assembly.

## **Annex 1**

### **Part 1: Terms of Reference for the National Assembly's Environment, Planning and Transport Committee's Review of Public Transport**

1. To consider the Assembly's public transport policies (covering bus, rail and community transport services) and to identify any short-term changes within the existing statutory, regulatory and organisational framework which would facilitate the delivery and take up of improved and integrated services.
2. To consider whether any longer-term changes to the statutory, regulatory and organisational framework relating to public transport would facilitate the delivery of improved services.

### **Part 2: Regional Transport Consortia in Wales**

There are two cross-boundary consortia in South East Wales with the objective of securing modal shift in the journeys to work to Cardiff and Newport; SWIFT and TIGER. In the South West there exists a more broadly tasked consortium, SWITCH. SWITCH reflects the more dispersed travel to work patterns and the contrasts in transportation needs of the urban and rural sectors: the consortium is developing an integrated strategy for people and freight transport through the sub-region. A new consortium, TAITH, has been

established in North Wales reflecting the region covered by the North Wales Economic Forum.

**SWIFT** - South Wales Integrated Fast Transit, comprises representatives of various transport operators and six local authorities - Bridgend CBC, Caerphilly CBC, City and County of Cardiff, Merthyr Tydfil CBC, Rhondda Cynon Taff CBC and the Vale of Glamorgan Council. Leadership of the Consortium rotates between Councils.

**TIGER** - Transport Integration in the Gwent Economic Region comprises five local authorities - Blaenau Gwent CBC, Caerphilly CBC, Monmouthshire CC, Newport CBC and Torfaen CBC. These are working in partnership with the various transport operators in the Greater Gwent region. Lead authority for managing the Consortium is Torfaen CBC.

**SWITCH** - South West Integrated Transport Consortium, known as SWITCH, comprises Carmarthenshire CC, Neath Port Talbot CBC, Pembrokeshire CC and the City and County of Swansea. Ceredigion CC has observer status. This consortium is at the early stages of development. Lead authority for managing the Consortium is Neath Port Talbot CBC.

**Mid Wales Partnership** includes Powys CC and Ceredigion CC. Ceredigion is linked to the SWITCH initiative. The Mid Wales Integrated Transport Strategy covers Powys, Ceredigion and southern Gwynedd.

**The TAITH Consortium in North Wales** includes Ynys Môn, Gwynedd, Conwy, Denbigh, Flintshire CC, and Wrexham CBC. In addition, Flintshire and Wrexham are also members of the Chester, Flintshire and Wrexham Liaison Panel which promotes common working on land-use planning, transport and housing within the Panels travel to work area.

Part 3:

[Add details of Welsh Transport Forum]

## **Annex 2**

### **Programmes**

**A2.1** The main tools to deliver the Vision within the Transport Framework are programmes, adjusted and developed to reflect the guiding principles in the Strategy to deliver the desired outputs. The programmes will need to be developed at 3 distinct levels:

- (i) long distance (strategic, national, international);
- (ii) regional/sub-regional;
- (iii) local.

**A2.2** The components for each of these categories are as follows:

(i) long distance/strategic:

- rail network and services;
- long distance coach services;
- motorway and trunk road/strategic road network;
- ports;
- airports.

(ii) regional/sub-regional:

- local authority consortia strategies (SWIFT, TIGER, SWITCH, etc);
- local transport plans;
- regional/sub-regional rail service strategies to support journey to work and school;
- bus and coach strategies at regional/sub-regional level;
- principal roads;
- cycling.

(iii) local:

- local transport plans;
- bus services and local bus strategies;
- community transport and other flexible transport provision;
- local cycling and walking strategies;
- local road safety strategies;
- other local authority initiatives;
- safer communities;
- promotion of employers' travel plans.

**A2.3** The National Assembly has a direct role to play in the long distance/strategic component of the Framework and will support where appropriate the programmes at regional, sub-regional and local levels. The Assembly is as much reliant on influencing central institutions as on developing its own programmes to deliver the long distance/strategic links. The programmes will need to be flexible and evolve with time.

**A2.4** Development of the programmes will inevitably result in competing demands for scarce resources, both those of the Assembly and other key organisations. The guiding principle will be that the adopted programmes should provide overall value. The programmes will need to be developed and prioritised using the assessment criteria (see Annex 3) which are currently under consideration, supplemented by the guidance for the production of Local Transport Plans, Transport Grant Bids, the New Approach to Appraisal (NATA) criteria and principles for roads, and criteria set down for other grant schemes. It will be important in developing programmes to have a clear view of the real impact of projects. The Assembly will consider collecting best practice information from available research to inform this process.

**A2.5** All unitary authorities in Wales have produced Local Transport Plans which set out strategies and targets for transport in their areas. These Plans are the cornerstone of implementation of the Framework at the local level and have a significant contribution to make at the sub-regional level through local authorities.

**A2.6** The Vision and its related Strategy will be delivered through programmes developed within the various sectors - public transport, roads and some cross-linking issues.

## **Annex 3**

### **Appraisal/Decision Criteria**

**A3.1** In order to translate the spatial aims and transport Strategy in the Framework into action (programmes), decision criteria are needed to test the relative costs and benefits of projects which go to make up the programmes.

**A3.2** Development of the programmes will inevitably result in competing demands for the scarce resources of the Assembly and other key organisations. The guiding principle will be that the programmes adopted should provide overall best value. These programmes will be developed and prioritised using the conventional transport assessment criteria of accessibility, economy, environment, safety and integration. These criteria can be used to determine the overall value of projects in meeting the wider aims of the Assembly and the particular needs of the different parts of Wales together with the guiding principles set out in the Strategy and the Vision in the Framework. Detailed criteria are being developed in conjunction with the Welsh Transport Forum.

**A3.3** Wales has an **accessibility** problem. This relates not only to remoteness, a key problem in rural areas, but also to transport services which do not offer a reasonable level of service and equal opportunities to all people including the socially disadvantaged. There are other social parameters associated with transport, e.g. health which appear under other headings.

**A3.4** The **economic** aspirations of Wales rely on an efficient transport system which has adequate capacity and services to enable a sustainable level of regeneration, new development and maintenance of existing economic activity, and better access to markets in Wales and beyond.



A3.5 Wales' **environment**, one of its greatest assets, is severely degraded in parts. Whilst safeguarding or mitigating the effects on the environment where possible, overall sustainability can be improved by taking opportunities to enhance the environment where opportunities are present. The Assembly has a duty to conserve and enhance biodiversity, and to protect designated sites of scientific and conservation importance (national: SSSIs; international: SPAs/SACs etc). Environmental issues in transport such as air quality and noise impinge on the health aspirations for Wales as do cycling and walking strategies. Wider actions to promote use of cleaner fuels and enforce vehicle emission standards are likely to produce significant improvements in these areas.

A3.6 **Safety** is of particular importance in transport and connects with the economic and health agendas. Whilst not a devolved issue for public transport the Assembly will press transport operators, and Central Government, to ensure proper investment in safe transport. The UK Government has set challenging road casualty reduction targets for 2010, shared by the Assembly. There is to be a particular focus on reducing child casualties; personal safety is also an important consideration in decisions on choice of travel mode.

A3.7 **Integration** cuts across several areas and we must identify and take opportunities to improve integration within transport, with the environment and land-use planning. Local authority partners and consortia need an integrated approach to transport, including across boundaries. Availability of real time information on all modes to those planning and undertaking journeys is a key element in effective integration.

A3.8 The assessment criteria currently under consideration will select key features under each of the above criteria and test each project's performance to establish its relative overall value.

A3.9 Criteria to test the performance of projects in a spatial sense need to be developed.