Appendix 18

Warrington LTP3 and DGN2

ONE WARRINGTON : ONE FUTURE
Making it happen

Warrington Borough Council
Local Transport Plan 3
Strategy

March 2011

Warrington

2.0   Active Travel

2.1   Evidence, Issues & Challenges

2.1.1   Warrington's compact size and fairly flat terrain generally gives good potential for local journeys to be made by **walking and cycling**.

2.1.2   Walking (including use of wheelchairs and mobility scooters) is an essential part of our day-to-day journeys; either on its own for shorter journeys or as part of journeys using cars, bicycles or public transport. However nationally, the number of walking trips made per person has fallen by around 24% over the last 10 years. The scope for local journeys to be made by walking is good in both the central area of Warrington and in some of the older residential areas. However in outer semi-rural areas and in some New Town developments the potential for walking can be limited by a lack of footways alongside roads.

2.1.3   Although bicycle ownership in the town is quite high, especially amongst children, the fear of the speed of traffic is one factor which deters people from cycling and speed reduction is covered in further detail in Section 6.0 'Safety & Security' and more specifically policy SS10 which relates to 20mph speed limits. Training is also important for encouraging cycling and this is covered in Section 5.0 'Smarter Choices'.

2.1.4   The **Warrington Cycle Map** shows the highway network graded according to the level of skill and experience required of the cyclist and this gives a useful indication of the coverage of the network. However there are gaps; routes need to cross motorways, railways and waterways and this can force cyclists to use roads graded at higher levels of difficulty. Access through the town centre is also complicated by the current ban on cycling in the pedestrianised area.

2.1.5   '**Greenways**' is a term used to describe a largely off-road network of attractive routes for getting around on foot, in a wheelchair or mobility scooter, on a bike and where appropriate on horseback. They connect people to facilities and open spaces in and around towns and originate from the late 1990's when pilot programmes of Greenways & Quiet Lanes were launched by the Countryside Agency (see current Natural England website for more information). The Greenway network within the borough includes the following routes:

- Trans-Pennine Trail;
- River Mersey Towpaths;
- Sankey Canal Trail;
- Woolston New Cut / Farrell Street; and
- the Bridgewater Canal Towpath.

2.1.6   The Bridgewater Canal Towpath is currently a public right of way for pedestrians only, but the Bridgewater Canal Trust is seeking to upgrade this to a permissive shared route (The Bridgewater Way) for both pedestrians and cyclists. If successful, this will provide an off-road route linking Warrington with neighbouring areas in Wigan, Trafford, Halton, Salford, Cheshire East and Cheshire West and Chester.

2.1.7   The Trans-Pennine Trail is part of the National Cycle Network (NCN) developed by the charity Sustrans and provides a signed route from Southport/Liverpool to Hull. Roughly three quarters of the Trail through Warrington is on un-surfaced traffic free paths and is not currently maintained as part of the highway network.

2.1.8   **Rights of Way** include public footpaths, bridleways, byways and roads used as public paths. The Warrington Rights of Way Improvement Plan (ROWIP) created in 2006, looked at the Rights of Way network; identified issues facing users; and set objectives along with aspirations for actions to address these issues. Although the lifespan of the ROWIP was originally aligned with that of the second LTP (2006-2011), much of the analysis, issues and aspirations are still current. **For this reason we are proposing to retain the existing ROWIP as a supporting document for LTP3.** We will also continue to review progress on delivering ROWIP actions and aspirations on an annual basis.

2.1.9   The Transport White Paper 'Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen' published in January 2011 was explicit in identifying the challenges facing local transport as excess delay is costing our urban economies £11 billion per annum and carbon emissions impose costs to society of up to £4 billion per annum. The costs to public health are even greater at up to £25 billion per year on the costs of physical inactivity, air quality and noise and £9 billion on road traffic accidents. With around two-thirds of all journeys being less than 5 miles in length, many of these could be easily walked or cycled. Encouraging sustainable travel choices for such journeys would assist economic growth, reduce congestion, cut carbon emissions, improve health as well as improve accessibility to key services and amenities. We understand that it is not feasible to make every journey on foot or by bike, but providing people with a choice of sustainable transport options can help make a real difference in Warrington.

2.1.10   To improve sustainable travel options, consideration needs to be given to how well people can interchange between different modes of transport. Active Travel modes are generally for shorter journeys under 5 miles, but can play a critical role in providing more sustainable alternatives for longer distance trips. For instance, the quality of pedestrian and cycle networks linking to rail stations, and other facilities such as secure parking, can be crucial in supporting sustainable travel choices. Section 3 includes a policy which relates to improving interchange between different modes of transport through the provision of facilities and joint working with operators and partners.

Figure 2.1 - Active Travel – Headline Facts & Issues

- 18% of commuters who live in Warrington travel less than 2km to work and 26% travel less than 5km to work.

- Statistics for car trips indicate that around 20% of car journeys are under 1 mile, 57% are under 2 miles and 78% are under 5 miles

- The number of people cycling in Warrington has increased, in 2009 an additional 500 cyclists were recorded at sites compared to the number recorded in 2004

- For some people in Warrington walking is a very important mode of transport and particularly for those without access to a car (21% of households)

- The Rights of Way Improvement Plan (ROWIP) identifies the following cross-cutting issues: managing user conflicts; developing a strategic and local network for all users; enhancing and maintaining network condition for all users; greater use of the network; and better internal and external communication.

- Neighbourhood Area Profiles (2009) show that Central Warrington has the highest percentage of residents in the borough classed as overweight or obese (57%) and the highest percentage of residents reporting a sedentary lifestyle (52%).

Figure 2.2 - Active Travel – Key Challenges

Give priority to providing for and encouraging walking and cycling for day-to-day 'utility' trips.

Create and promote a cycle network that will encourage more people to cycle.

Encourage 'new' and 'returning' cyclists in order to increase the level of cycling within Warrington.

Work with stakeholders to encourage walking and cycling to school.

Facilitate and promote active travel for health benefits – particularly in disadvantaged areas.

Ensure that walking, and cycling options are publicised and promoted.

Work with partners to facilitate and encourage travel to employment sites and other services by public transport, walking or cycling using existing services and routes.

Seek to continue to provide 'Bikeability' training to 10yr olds and seek to extend Bikeability training other age groups.

Table 2.1   Policies and Actions for Active Travel

Warrington Borough Council will …	CO$_2$	One Warrington Ambitions				
		Prosperous & Vibrant	Environmentally Responsible & Attractive	Safe & Strong	Healthy & Active	Ambitious & Achieving
AT1: Develop a comprehensive borough-wide network of walking and cycling routes utilising quiet roads, cycle paths, off-road routes and cycle-friendly highway links, which connect to employment, key services and amenities as well as opportunities for recreation.	CO$_2$	■	■	■	■	■
AT2: Ensure that routes in the network are convenient, accessible, safe and attractive to users.	CO$_2$	■	■	■	■	■
AT3: Establish policies in the Local Development Framework that support making journeys by Active Travel by encouraging development to be sited in sustainable locations and to contribute to development of walking and cycling networks and facilities.	CO$_2$	■	■	■	■	■
AT4: Ensure that Travel Plans submitted at the planning application stage of the Development Control process fully consider the role of physical measures to support walking and cycling.	CO$_2$	■		■	■	
AT5: Require comprehensive cycle audits to be carried out at the planning application stage of the Development Control process for relevant highway and land-use development proposals.	CO$_2$		■	■	■	
AT6: When designing for both pedestrians and cyclists or when making changes to the highway network, seek to follow the guidelines set out in DfT Local Transport Note 2/08 (Cycle Infrastructure Design), Manual for Streets 1 & 2 and any subsequent documents, including specified hierarchies for types of design.	CO$_2$		■	■	■	
AT7: Seek to minimise potential conflict between different categories of Active Travel users and ensure that facilities introduced to benefit one category of user are not detrimental to the convenience, accessibility of safety of other users.	CO$_2$		■	■	■	
AT8: Maintain pedestrian and cycle facilities to appropriate standards in accordance with the Transport Asset Management Plan and policies for highway maintenance.	CO$_2$	■	■	■		■
AT9: Seek to implement the goals identified within the Rights of Way Improvement Plan.	CO$_2$	■	■	■	■	■

KEY: ■ = Prosperous & Vibrant ■ = Environmentally Responsible & Attractive ■ = Safe & Strong ■ = Healthy & Active ■ = Ambitious & Achieving

Short Term Actions	Longer Term Actions

• Ensure that land-use developments do not sever or reduce access to existing routes, and where appropriate include measures to improve access.
 	
• Require new developments to provide facilities for walking and cycling within the site and where appropriate contribute towards improvements in the wider area.
 	
• Ensure that new developments provide good walking and cycling access to public transport stops and interchanges.
 	
• Carry out audits of key links on the pedestrian network with the aim of identifying physical deterrents to walking and developing measures to address these. Priority will be given to the following locations:
 	
    o Routes within and linking to Warrington Town Centre.
    o Routes to/from Public Transport Interchanges.
    o Routes within and linking to District Centres.
 	
• Work with partners, to provide information to the public on Active Travel networks and facilities in the borough.
 	
• Improve signage of Active Travel networks and facilities in the borough
 	
• Provide advice on desirable standards for cycle parking provided at major new developments for inclusion in the Local Development Framework (LDF).
	• Implement physical measures to improve the connectivity of routes making up the cycling network, concentrating on providing 'missing links' and 'closing gaps'
	
	• Implement physical measures to improve the pedestrian network and remove barriers/deterrents to walking.
	
	• Implement physical measures to improve safety, access and journey times for Active Travel users.
	
	• Work with partners to improve cycle parking facilities in key public places, with priority being given to the following locations:
	
	    o Warrington Town Centre.
	    o Public Transport Interchanges.
	    o Schools, Colleges and Educational Establishments.
	    o Hospitals, Medical Centres and Health Facilities.
	    o Libraries.
	    o Leisure and Community Centres.
	    o Other Public Buildings.
	
	• Work with partners to create and improve facilities at public transport interchanges which make interchange between walking (including wheelchair users and mobility scooters), cycling and public transport easier, quicker and safer.

3.0 Public Transport

3.1 Evidence, Issues & Challenges

Local Bus

3.1.1 Over 90% of local bus services in the borough are provided by the Council-owned operator **Warrington Borough Transport (WBT).** The remaining services in the Borough, which are generally cross-boundary, are run by a range of different operators.

3.1.2 Local bus operators including WBT run bus services on a commercial basis and rely on revenue from passenger fares to sustain their business. If passenger numbers on a route are too low to be commercially viable, local bus operators can amend or withdraw the service. Local Authorities such as Warrington Borough Council do however have the power to secure socially necessary bus services and through competitive tender, can engage a commercial bus operator to run a bus service in return for payment from the Council. This payment acts as a financial subsidy, enabling the service to run which otherwise would not be possible on a commercial basis.

3.1.3 Warrington currently has a relatively small budget to secure **socially necessary bus services**. Whilst the overall Council budget in 2010/11 was around £1.4million, the vast majority of this (over £1.1million) was spent on providing bus services to schools and colleges, leaving the remainder to be spent largely on providing financial subsidy to evening and rural bus services, which often do not carry sufficient passengers to be financially viable.

3.1.4 The bus network in Warrington runs largely on a 'hub and spoke' pattern with Warrington Bus Interchange acting as the 'hub' and routes radiating out like 'spokes' from the town centre. Although this is very effective for most journeys into the town centre, the pattern does require users to travel into the centre and back out again for cross-town journeys. This is a particularly significant issue and barrier for residents living in areas to the north of the town centre seeking to travel east/west to the Birchwood, Gemini and Omega developments. This characteristic also results in most bus trips from within Warrington requiring an interchange in the town centre to access Warrington General Hospital, a key destination for employment, patients and visitors.

3.1.5 Warrington Borough Transport (WBT) was awarded **Bus Operator of the Year** in 2008 in acknowledgement of how WBT has transformed the quality of bus travel in Warrington with its innovative local marketing initiatives and continued investment in vehicles. Indeed, all its vehicles will be low floor from March 2011. WBT also works closely with the Council to ensure good standards of bus service information and on improving bus punctuality and reliability. All this is reflected in a consistent increase in bus patronage which has remained above the national average.

Rail

3.1.6   The borough is crossed by three rail lines carrying passenger services and has a broad range of both regional and national destinations served by rail:

- Westcoast Mainline: connects London with the West Midlands, North West England and Scotland. Warrington Bank Quay station provides access to these services.

- Liverpool-Manchester (Chat Moss): runs across the northern tip of the borough. There are no stations within Warrington on this line however North Wales to Manchester services use the Chat Moss line after calling at Warrington Bank Quay. Outside Warrington, Newton-le-Willows station provides access to services on this line and attracts passengers from the northern part of the borough.

- Liverpool-Manchester (CLC): runs through the middle of the borough. Warrington Central and Birchwood are the main Warrington stations on this line but selected services also stop at the smaller stations of Sankey for Penketh, Glazebrook and Padgate.

3.1.7   Warrington Borough Council does not have any direct influence over rail services but during previous LTPs has actively supported station operators in making improvements at both Warrington Bank Quay and Warrington Central. Warrington Bank Quay was originally identified for a further multi million pound investment under the previous government's 'Better Stations' initiative but financial support for this has now been withdrawn meaning there is uncertainty about whether further improvements can be secured.

3.1.8   Future opportunities to increase the frequency of passenger rail services or the capacity of passenger trains will depend very much on what happens nationally with rail investment and franchising. The Coalition Government has committed to improvements to the track between Manchester and Leeds including the full electrification of the Chat Moss line. Similarly we currently do not know what investment will be available to improve rail network capacity at 'bottlenecks' into Manchester.

3.1.9   It is important that Warrington continues to work with adjoining local planning and transport authorities to press for improvements to the rail network in the North. Many of the issues such as passenger overcrowding or pinch points on the rail network impact on a wide range of authorities and as such there is a clear common interest in seeing investment brought forward on a series of capacity and infrastructure improvements referred to by NWDA and Network Rail as the 'Northern Hub'.

3.1.10   The Coalition Government has made a clear commitment to the development of a high speed rail network as part of their ambition to achieve a low carbon economy and this may present opportunities for Warrington in the future. The government company HS2 is currently looking at options for **high speed rail** north of Birmingham and is due to undertake a major public consultation exercise on plans for the first phase between London and the West Midlands Conurbation.

3.1.11   The proposals are expected to take some years to come to fruition with the London-Birmingham section expected to be delivered by 2025. The Council will ensure that it continues to work closely with other stakeholders in the rail industry to ensure that HS2 provides the maximum possible benefit for Warrington when plans are made to extend high speed rail north of Birmingham.

Other forms of Public Transport

3.1.12   There are currently no **Light Rapid Transit** (LRT[1]) services such as tram or guided/express bus operating in the Borough. There may be opportunities to develop LRT services in the future but given constraints on public sector spending, any future development of LRT would be heavily reliant on private sector investment.

3.1.13   National Express **coaches** call at the Warrington Bus Interchange and offer commercial coach travel to the following destinations: London, Manchester, Liverpool, Edinburgh, West Yorkshire, North Yorkshire, the North East, Birmingham, the East Midlands, Cambridge, Chester and Wrexham, with a summer only service to Skegness.

3.1.14   Two regional **airports** act as gateways to international travel: Manchester Airport and Liverpool John Lennon Airport (JLA). Both are within easy travelling distance of Warrington and take roughly 30 minutes by car when traffic conditions are good. There are direct train services from Warrington to Liverpool South Parkway; the nearest station to JLA where passengers then have to transfer to bus or taxi. Warrington to Manchester Airport requires users to change trains in Manchester but the station itself is adjacent to the airport terminals.

3.1.15   Until recently a commercial hourly express coach service, the X2, ran from Piccadilly Station to Liverpool Lime Street Station via Manchester Airport, Warrington, Widnes and Liverpool John Lennon Airport. Unfortunately the service was subsequently withdrawn due to journey time reliability issues, but the need to improve cross-boundary transport opportunities remains.

3.1.16   There are currently 154 **taxis** and over 400 **private hire** vehicles operating in Warrington. Warrington Borough Council licences these vehicles and is able to work with operators to develop provision that complements the main public transport modes of local bus and rail. The Council currently has a policy of 'managed-growth' regarding the number of taxi licences with growth only allowed where this would increase the availability of accessible vehicles.

3.1.17   **Warrington Community Transport (WCT)** is the main provider of demand responsive accessible transport services such as Dial-a-Ride. WCT relies heavily on funding from the Council to maintain its operations. There are also two partly demand responsive rural services provided by another operator through Rural Bus Subsidy Grant (RBSG) funding; these serve the Glazebrook, Glazebury, Kenyon, Croft, Lymm, Statham and Broomedge areas.

3.1.18   The Council has an integrated approach to **Social Transport** provision, co-ordinating access to social care, education and community services through the use of an in-house fleet complemented by contracts with local operators. This ensures a high quality of service whilst ensuring efficient use of resources.

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[1] LRT is a collective term which covers tram, tram/train and guided express bus

Figure 3.1 - Public Transport – Headline Facts & Issues

- During the day,1 out of 4 Warrington residents have the potential to reach the town centre by bus within 20 minutes.

- Since 2004/5, annual passenger numbers on Warrington buses have risen by 28% to a figure of 11.2 million in 2009/10. This is strong improvement compared to national growth of 13% during the same period.

- Rail services from Warrington Central and Birchwood provide a daytime Mon-Fri frequency of 3-4 trains per hour to Liverpool and Manchester.

- Growth in rail patronage in the North West has been greater than average. Warrington Bank Quay and Warrington Central are amongst the top 20 busiest stations in Greater Manchester, Cheshire and Merseyside.

- Warrington Bank Quay is the first stop north from London on Virgin Train's services to Scotland and has a journey time of 1 hour 46 minutes to London.

- Warrington has around 1200 bus stops, 445 of which are built with raised kerbs and are therefore fully accessible for low floor vehicles.

- Over crowding on trains into Manchester from Warrington Central is such that in the AM peak, seat occupancy is between 100 and 125% (Network Rail 2007).

- Warrington Community Transport has over 3,000 members and handled 32,800 journey bookings in 2009/10. Services operate throughout Warrington seven days a week (except Bank Holidays) 08.30 - 17.00hrs and are provided by 10 employees and 21 volunteers.

- Warrington Borough Council funds a range of public transport initiatives including:
  - Local school bus services - £1.1m
  - Warrington Bus Interchange - £300,000
  - Supported bus services - £230,000
  - Dial a Ride - £180,000

- In Warrington the annual cost of Concessionary Travel[2] by bus is £3.8m.

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[2] The costs of concessionary travel are grant funded by central government
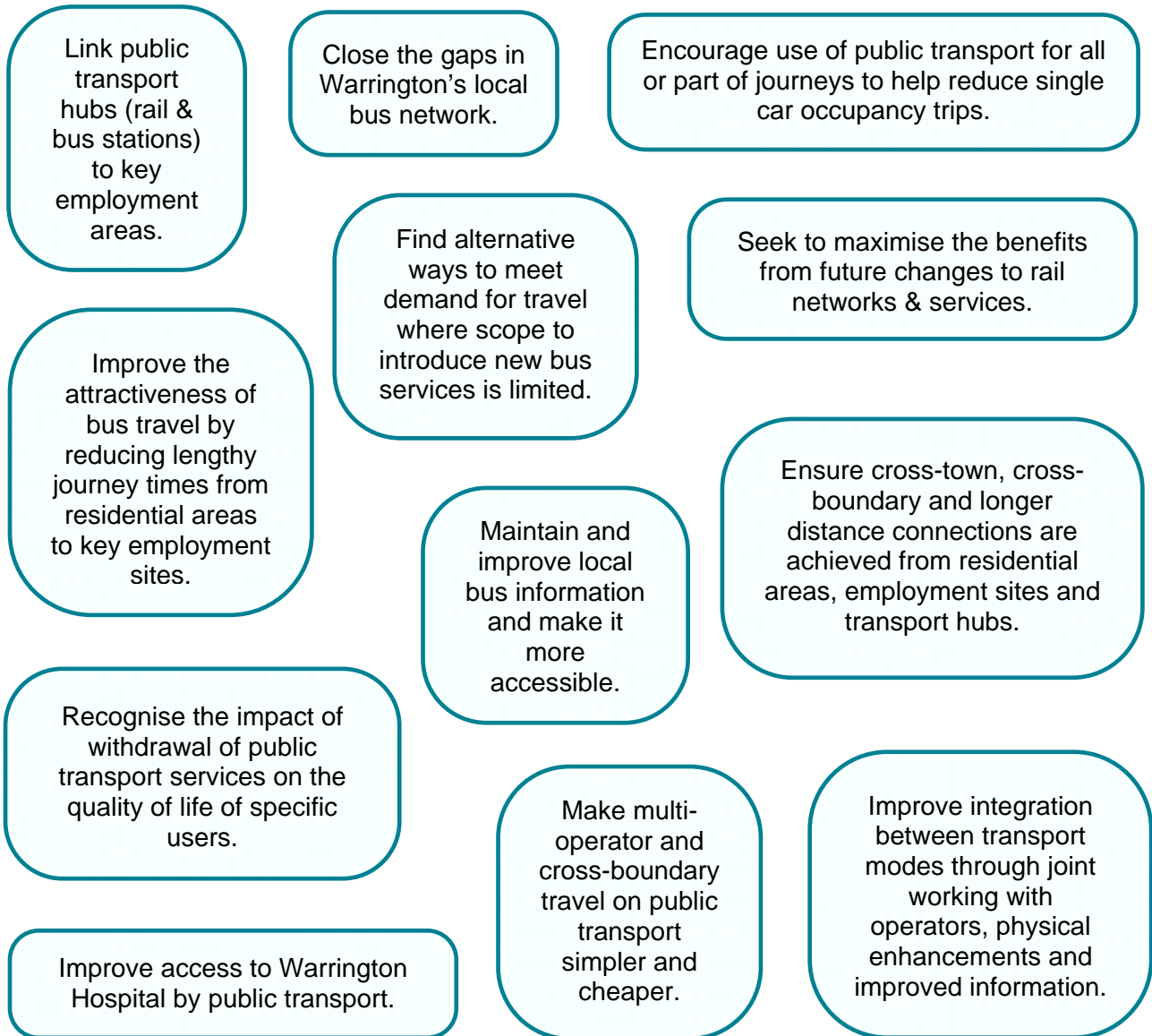
Figure 3.2 - Public Transport – Key Challenges

Link public transport hubs (rail & bus stations) to key employment areas.

Close the gaps in Warrington's local bus network.

Encourage use of public transport for all or part of journeys to help reduce single car occupancy trips.

Find alternative ways to meet demand for travel where scope to introduce new bus services is limited.

Seek to maximise the benefits from future changes to rail networks & services.

Improve the attractiveness of bus travel by reducing lengthy journey times from residential areas to key employment sites.

Maintain and improve local bus information and make it more accessible.

Ensure cross-town, cross-boundary and longer distance connections are achieved from residential areas, employment sites and transport hubs.

Recognise the impact of withdrawal of public transport services on the quality of life of specific users.

Make multi-operator and cross-boundary travel on public transport simpler and cheaper.

Improve integration between transport modes through joint working with operators, physical enhancements and improved information.

Improve access to Warrington Hospital by public transport.

Table 3.1 - Policies and Actions for Public Transport

Warrington Borough Council will …	CO$_2$	One Warrington Ambitions				
PT1: Seek to maintain a core strategic public transport network linking key residential areas of the borough with employment sites and key local services.	🦶	■	■	■	■	■
PT2: Give priority to supporting public transport services which enable disadvantaged groups and communities to access employment sites and key local services.	🦶	■	■		■	■
PT3: Consider the impact of key decisions made by the Authority on the ability of residents to access services and on possible need for public transport changes or enhancements to facilitate this.	🦶			■	■	■
PT4: Establish policies in the Local Development Framework that support making journeys by Public Transport by encouraging development to be located in sustainable locations where access to public transport is good and to contribute to the development of Public Transport services and facilities.	🦶		■	■	■	■
PT5: Maintain and seek to improve the provision of local bus information and make maximum use of electronic technology to provide convenient information to public transport users.	🦶	■	■	■		
PT6: Seek to ensure that the environment at public transport stops and interchanges is designed to minimise opportunities for anti-social behaviour and increase passengers sense of personal security.	🦶		■	■		
PT7: Ensure that new public transport infrastructure complies with the requirement of the Disability Discrimination Act (DDA).	🦶		■	■	■	
PT8: Maintain a policy of managed growth of Hackney Carriage Licences to ensure sufficient capacity of accessible vehicles in line with The Equality Act 2010.	🦶	■	■		■	
PT9: Seek to ensure that improvements to the national rail network are positive for Warrington and maximise opportunities that arise to improve rail passenger and freight services.	🦶	■	■			
PT10: Seek to improve integration between modes of transport through joint working with transport operators and authorities and through provision of interchange facilities.	🦶	■	■			
PT11: Seek to improve cross boundary travel by public transport through joint working with transport operators and authorities.	🦶	■	■			

KEY: ■ = Prosperous & Vibrant ■ = Environmentally Responsible & Attractive ■ = Safe & Strong ■ = Healthy & Active ■ = Ambitious & Achieving

Local Transport Plan (LTP) Strategy   ONE WARRINGTON: ONE FUTURE Making it happen

Short Term Actions	Longer Term Actions
• Continue to invest in small scale physical improvements to the public transport network, such as at bus stops and rail stations. • Through the Development Control process, ensure that new developments have good access to public transport networks and seek contributions to improved services and infrastructure where appropriate. • Work with partners to improve links between public transport interchanges and key employment areas in the borough. • Work with partners from all sectors to improve access to Warrington Hospital by public transport. • Continue to work with partners to facilitate and promote use of public transport services by 16-19 year olds. • Work with partners to explore opportunities for greater co-ordination and integration of door-to-door transport services. • Work directly with the community and third sector organisations to engage them in the development and provision of public transport. • Work with partners to press for improvements which will benefit rail access to and from destinations within the borough.	• Work with partners to identify the gaps in the local bus network and develop innovative alternatives to meet travel demands where scope or ability to support new or enhanced conventional services is limited. • In securing socially necessary transport, encourage the use of lower-emission public transport vehicles by giving priority to companies that use higher Euro standard engine vehicles. • Work with partners to create and improve facilities at public transport interchanges which support the use of multiple modes of transport (rail, bus, cycle, car, taxi, walking) to make journeys. • Implement physical measures to improve the Disability Discrimination Act (DDA) compliance of existing public transport infrastructure. • Identify opportunities to encourage ticket interoperability and explore the potential contribution of electronic technology such as smartcard ticketing. • Work with partners to maintain and improve the reliability and punctuality of the public transport networks and implement physical measures to give public transport priority where appropriate. • Work with partners to explore opportunities to improve cross town journeys; making them simpler, easier and quicker and investigate the feasibility of creating orbital and cross-town bus routes. • Work with partners to investigate opportunities to improve cross boundary access by public transport to major employment sites.

KEY: ■ = Prosperous & Vibrant ■ = Environmentally Responsible & Attractive ■ = Safe & Strong ■ = Healthy & Active ■ = Ambitious & Achieving   **29**

4.0　Managing Motorised Travel

4.1　Evidence, Issues & Challenges

4.1.1　Managing Motorised Travel in LTP3 recognises the need for policies and actions which support the sustainable use of cars, motorcycles and road-based freight in a manner which is consistent with achieving our overall objectives.

4.1.2　Secretary of State for Transport, Rt Hon Philip Hammond stated that '*For short-distance urban travel, our challenge is to make public transport or low-impact modes such as walking and cycling the most attractive options. But for intermediate journeys involving complex routing across rural and suburban areas, there is no realistic prospect of displacing the car through persuasion … Whether we like it or not, the ability to travel point-to-point on an individually-tailored timetable is one of the great quality-of-life gains of the second half of the 20th century – and not one that people will give up without a fight*[3]. This reflects the growing recognition that for some users and for some journeys, the car remains a very necessary form of transport.

4.1.3　Warrington is a car dependant town; it has a lower percentage of households without access to a vehicle (21%) than the rest of the UK (27%) or North West (30%) and has a higher percentage of households with more than one vehicle. Breaking the connection between households owning/having access to a vehicle and the automatic choice of this mode for journeys is a key challenge for the future and links closely with Smarter Choices.

4.1.4　The availability, cost and quality of **parking** can be a key influence on the use of motorised vehicles and on the economic success of specific locations. Warrington Borough Council has direct control over only a small proportion of the off-street parking spaces in the borough and will need to develop parking policies and actions in partnership with the private companies and employers who control the majority of spaces.

4.1.5　Although a key objective of LTP3 is to reduce the need to travel by car, we also need to recognise that some journeys do not have a viable public transport or active travel alternative. **Park-and-Ride** may have a role to play in capturing these trips as they enter the borough, transferring users from motorised to public transport. Given Warrington's proximity to the national motorway network and the volume of cross-boundary trips, strategic Park-and Ride sites around motorway junctions which provide opportunity for express coach services to destinations such as Manchester and Liverpool and direct bus services to destinations such as Warrington town centre and key employment sites could prove successful.

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[3] Speech to the IBM START Conference: Business Summit 10/09/2010

4.1.6   Increasing emphasis is being given to ways in which drivers can run more fuel efficient vehicles, or electric vehicles which reduce the impact on climate change and reduce emissions. The new government White Paper, 'Creating Growth, Cutting Carbon' sets out that the government will support the market for **electric and other ultra-low emission vehicles**. In Warrington, the Council is to shortly install the first electric charging point in the Town Centre.

4.1.7   '**Car sharing**' where people travel together in the same vehicle to make journeys rather than travelling in separate vehicles is one way in which motorised travel can be made more sustainable. The Council needs to consider the scope for encouraging car sharing and the measures which may be required to make this happen. Car sharing is one of the options which could be promoted as part of Smarter Choices campaigns. Parking spaces for 'park-and-share' users could form part of the facilities offered at strategic Park-and-Ride sites aimed at capturing cross boundary trips.

4.1.8   **Demand management** measures seek to reduce demand or redistribute it to higher capacity locations or less congested times of day. The London Congestion Charge is a well-known example of demand management. Warrington Borough Council does not currently have any plans to investigate or introduce congestion charging but we do propose to explore how parking charges may be used to influence demand.

4.1.9   Traditionally the focus on **motorcycling** has been from the point of view of improving safety as statistics show that motorcyclists are more likely to be involved in a fatal collision than other road users. However in considering the wider objectives of LTP3, it is important to recognise that motorcycles contribute less to emissions and congestion than single occupancy cars and therefore are a legitimate travel option. In considering the needs of motorcyclists, there is a wide range of machines in use from small engine 'twist-and-go' scooters to large engine touring bikes. 'Powered Two Wheelers' is a collective term which is used to reflect this range of machines.

4.1.10   Managing the movement of **freight** in/out and through the borough is an important issue for Warrington particularly as a number of large freight distribution or 'logistics' companies have developed bases in the borough, attracted by good access to the motorway network which surrounds Warrington. Congestion and incidents on the motorway also impact on the amount of freight traffic travelling through the borough as strategic traffic including Heavy Goods Vehicles (HGVs) are regularly displaced onto local roads.

4.1.11   Warrington has existing **rail freight** operations mainly located to the north and south of Warrington Bank Quay station and there are proposals for future large-scale rail based multimodal freight distribution centres in areas adjoining the borough. However opportunities to increase the amount of freight carried by rail are constrained by available capacity on the busy Westcoast Mainline and by the need for freight trains using the Arpley line to turnabout in Latchford.

4.1.12   The **Manchester Ship Canal** runs east-west through Warrington and connects the Port of Liverpool with Salford Quays. The Ship Canal provides a unique 44 mile seaway for "big ships" and the owner, Peel Ports, is keen to develop the commercial potential of the Ship Canal. Peel Ports is investing in a multi-million pound inland intermodal freight terminal at Port Salford and expects other port developments along the canal to stimulate further growth in waterborne freight. In principal, transferring freight trips from road to water has clear environmental and social benefits. However there is a local impact in Warrington associated with the swing road bridges (A56/A5060, A49 & A50) which have to be opened to allow ships to pass along the Canal. Bridge swings disrupt local transport movements (including public transport and active travel) and cause traffic congestion which has economic and environmental costs.

4.1.13   Warrington Borough Council and Manchester Ship Canal Company have for some years now been working together to consider the impact of bridge swings on local roads. Currently both partners are looking to integrate our information and control systems and produce jointly agreed processes to allow us to manage the network and provide real time information to road users. It is proposed that these joint protocols are formalised in a Memorandum of Understanding.

Figure 4.1 - Managing Motorised Travel – Headline Facts & Issues

- Warrington has a higher percentage of households with 2 or more vehicles (36%) than the rest of the North West (27%) or UK (30%).

- Warrington attracts more journeys to work (97,078) each day than it generates (85,813) and is the 8th largest attractor of work trips in Greater Manchester, Merseyside & Cheshire.

- Warrington has a higher percentage of people commuting over 20km to work in (17%) or out (18%) of the borough than the rest of the North West (10% & 14%).

- 39% of off-street parking spaces in the town centre are privately owned by non-retail businesses, 27% are owned by retail businesses and available to customers/staff and 26% are privately operated public parking spaces. The majority of these spaces (96% to 99%) are offered free of charge. Warrington Borough Council only controls 7% of off-street parking spaces.

- Charges for Long Stay Parking (over 4 hours) in Warrington town centre are comparatively low compared to other adjoining locations with park and ride services. Examples of the range of costs:

  Warrington £2.20 - £4.00   Chester £4.00 - £5.90

  Manchester £5.00 - £15.00   Liverpool £5.00 - £9.00

- Rail and waterborne freight typically produces 75% less CO_2 per tonne kilometre than an articulated Heavy Goods Vehicle (HGV).

Figure 4.2 - Managing Motorised Travel – Key Challenges

Encourage behaviour which makes sustainable use of motorised vehicles.

Balance the provision of short and long term parking in a way which supports the vitality of retail centres whilst discouraging single-occupancy car use.

Break the link between car/vehicle availability and automatic choice of this mode for journeys.

Encourage drivers of Heavy Goods Vehicles (HGVs) to use appropriate routes.

Consider how charges and levies might be used to reduce parking demand and discourage single-occupancy car use.

Consider how Park and Ride services may help improve sustainable use of motorised vehicles for cross boundary journeys.

Support the principle of freight switching from road to rail or inland waterways whilst being mindful of the impact of Ship Canal bridge swings on Warrington.

Recognise the possible role of Powered-Two-Wheelers in addressing congestion/ emissions and facilitate their safe use.

Make freight train movements to/from the Arpley line easier.

Table 4.1 - Policies and Actions for Managing Motorised Travel

One Warrington Borough Council will …	CO$_2$	One Warrington Ambitions				
MT1: Consider the role of charges and controls in seeking to manage the demand for parking and discourage unnecessary single-occupancy car use.	CO$_2$		green			
MT2: Balance the provision of short-stay and long-stay public parking provided by Warrington Borough Council so that it supports the vitality of retail centres whilst encouraging use of more sustainable travel modes.	CO$_2$	pink	green			
MT3: Deal with requests for the provision of 'Residents Only' parking schemes in accordance with approved council policy for new and existing schemes.			green	cyan		
MT4: Seek to ensure that Heavy Goods Vehicles (HGVs) use appropriate routes within the borough.	CO$_2$	pink	green		purple	
MT5: Seek to ensure delivery of goods by road to businesses in the town centre and other key locations in the borough can be made efficiently and with minimal disruption to traffic flows on key sensitive routes.		pink	green	cyan		
MT6: Support the principle of encouraging freight to switch from using road to rail or inland waterways where this would result in a reduction in carbon emissions from transport at a strategic and local level.	CO$_2$	pink	green			
MT7: Seek to develop park and ride provision in Warrington which provides the opportunity to intercept car trips to destinations in and outside Warrington onto more sustainable forms of travel, including rail, bus, coach, car-share and bike.	CO$_2$	pink	green			

Short Term Actions	Longer Term Actions
• Undertake regular monitoring of parking stock availability, usage, and prices of both on and off-street public parking. • Review provision for disabled parking in Warrington with the aim of ensuring that there is an appropriate supply of spaces	• Work with partners to provide facilities for electric motorised vehicles including charging points and priority parking. • Provide highway and parking infrastructure which facilitates

KEY: ■ = Prosperous & Vibrant ■ = Environmentally Responsible & Attractive ■ = Safe & Strong ■ = Healthy & Active ■ = Ambitious & Achieving

close to key facilities whilst maintaining efficient passage of traffic on key sensitive routes.

- Develop an effective working relationship with companies providing public parking in Warrington and work together to improve the quality, safety, and security of parking offered.

- Provide advice on desirable standards for parking provided at major new developments for inclusion in the Local Development Framework (LDF).

- Review all aspects of off and on-street parking provision in Warrington Town Centre and consider if charges should be introduced for the use of on-street parking as part of overall management of parking .

- Consider whether to allow Power Two Wheelers to use bus/taxi priority lanes provided in Warrington.

- Work with partners to develop a strategic routing strategy for Heavy Goods Vehicle (HGV) traffic through the borough.

- Support the principle of providing appropriately located, good quality Heavy Goods Vehicle (HGV) parking facilities in and around Warrington.

- Consider the application of Residents' Parking Policy to existing schemes.

- Support the pilot installation of electric vehicle charging points in Warrington town centre.

car-sharing as an alternative to single occupancy car trips.

- Develop facilities for safe and secure parking for Powered Two Wheelers at town and local centres.

- Work with partners to identify opportunities for bus or light rapid transit park-and-ride at a local, borough and sub-regional level and develop proposals for appropriate sites.

- Work with rail industry partners to investigate opportunities for rail based park-and-ride in Warrington.

- Implement measures to enable efficient delivery of goods to businesses in Warrington Town Centre.

- Implement measures to support strategic routing of Heavy Goods Vehicles.

- Work with the freight industry to promote use of rail and inland waterways for the distribution of freight and the development of rail and inland water freight facilities.

- Consider how future charges and controls could be used in the long term to discourage single-occupancy car use.

- Work with businesses and developers to roll out an electric vehicle charging network across the borough - dependant on the success of the town centre pilot scheme.

DGN2: Travel Plans

Document:	WBC Design Guidance Note	Version:	1.0
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Contents

1.   Introduction

1.1.   This advice sets out Warrington Borough Council's requirements for Travel Plans and identifies where they are required in support of a planning application. It is strongly advised that applicants contact the Council's Travel Plan Officer for advice before developing a travel plan as local requirements may vary from national guidance.

1.2.   Travel Plans are an integral part of national policy on sustainable transport. The implementation of travel plans in Warrington will help to achieve national and local targets to reduce congestion, improve air quality and promote healthier travel.

1.3.   The National Planning Policy Framework published in March 2012 requires submission of Travel Plans alongside planning applications for developments which generate significant amounts of movement. Warrington's Local Plan Core Strategy gives more local guidance and requirements.

1.4.   In order to be effective a Travel Plan must be written in a straight forward manner that can be understood by a non-transport planning professional. The plan does not require excessive amounts of national and local planning policy to be stated, but rather should concentrate on information directly relevant to the site, should be as concise as possible, and must have a clear implementation plan including responsibilities and timetable. Further guidance is provided in sections 3 and 4 of this document.

1.5.   The Council may be able to offer a service to prepare an appropriate travel plan, work with occupiers of the site to implement the travel plan, and to monitor the plan. If developers are interested in this service they should approach the Council's Travel Plan Officer to discuss options. Planning obligations may be entered into, where appropriate, for this comprehensive travel planning service.

...Travel options for your journey to work

2. Background Information

What is a Travel Plan?

2.1. A Travel Plan is a package of measures to assist in managing the transport needs of an organisation. A successful Travel Plan will offer users of an organisation or business a choice of travel modes to and from the site to encourage more sustainable patterns of movement. Local Authorities are encouraged to promote the use of Travel Plans to assist in wider aims of reducing pollution, congestion and improving health.

2.2. A Travel Plan must contain an action plan detailing which measures will be promoted as alternative modes of travel for commuting, school journeys (if applicable) and business trips. These may include bus, train, cycling, walking, motorcycling or car sharing. This may also apply to journeys made during the course of work or to visitors and customers to a site where a travel plan can realistically influence these journeys.

2.3. Travel Plans consist of two stages; development and implementation.

- The **development** stage involves analysis of and consultation on site-specific issues, determining which measures are required, and the production of an action plan.

- The **implementation** stage is an ongoing process, ensuring the actions are put into operation, monitoring their effectiveness, and revising where necessary.

Objectives of a Travel Plan

2.4. The main objective of a Travel Plan is to enable and encourage users of a development to reduce their single occupancy car travel to the site.

2.5. A Travel Plan is better viewed in terms of an ongoing process rather than a one-off document. A successful Travel Plan will benefit from continual monitoring (e.g. staff surveys), review and adjustment over time. It requires integration into other management procedures and demonstration of high-level management commitment.

The Benefits of a Travel Plan

2.6. Whilst a Travel Plan will clearly help to reduce congestion and traffic related pollution for residents in the Borough, there are also benefits to organisations, namely:

- producing cash savings, particularly where there is a constrained or congested site, car parking costs are high, or parking areas could be put to higher value use;

- improving competitive advantage, they can help employee recruitment and retention, create a better image and improve public relations, reduce employee stress through healthier forms of travel, encourage flexible working practices and produce a fair approach to travel subsidy; and

- offer a wider choice of travel mode for all those travelling to and from the site.

Local Policy on Travel Plans

2.7.   The promotion and implementation of Travel Plans is a policy objective in the Local Transport Plan (LTP) for Warrington. The LTP quotes that "the Council is concerned that proposals for new building developments take full account of the need to encourage more sustainable transport solutions." Local and national initiatives and targets to reduce road traffic, promote public transport, walking and cycling are also set out.

2.8.   Warrington's Local Plan Core Strategy states…"Applications for major developments, developments that are not consistent with the Local Planning Framework or developments that raise specific issues in a locality that consist of housing, employment, retail, leisure, and service uses must be accompanied by a Transport Assessment, Transport Statement, and Travel Plan in accordance with National Planning Policy and national guidance on transport assessments."

When is a Travel Plan required with a Planning Application?

2.9.   In addition to the guidance in 2.8 above, developers are encouraged to consult with the Council at an early stage, preferably before submission of an outline or detailed planning application, as to whether a Travel Plan is required. This consultation is important as it may influence the design of any final scheme.

2.10.   The Department for Transport's Good Practice Guide outlines the four different types of Travel Plan and determines which is appropriate for which circumstance:

Area-wide travel plan

For use in rural areas or complex large developments in existing developed areas. Can ensure that proposed development creates effective, integrated, sustainable access.

Framework travel plan

For large mixed-use developments with multiple occupants or mixed uses. Overall outcomes, targets and indicators are shared and administered centrally. Sets the parameters for the individual uses/elements that should prepare their own subsidiary travel plans which are in line with the framework travel plan.

Interim travel plan

For when it is not possible to identify all the outcomes or measures and/or where the uses and end users are unknown. Covers all main elements and fixes a time-frame and commitment for completion of the full travel plan.

Full travel plan

The expected standard choice, when location, use and end users are known.

Travel plan statement

For small applications, when a full travel plan is not justified, a travel plan statement can be used to deal with any issues that arise from the transport statement.

Section 106 Agreements

2.11.   A developer may be required to enter into an Agreement with the Council made under Section 106 of the Town and Country Planning Act 1990. This could include:

- A financial contribution

- A requirement to produce a Travel Plan

- Monitoring requirements

3. Developing a Travel Plan

3.1. It is strongly advised that contact is made with the Council's Travel Plan Officer at the earliest opportunity as advice will be given on the best approach to take, and support may be available to assist with the development and implementation of the Travel Plan. This can save the developer time and money commissioning an alternative, and is likely to lead to a quicker decision.

Appointment of a Travel Plan Co-ordinator (TPC)

3.2. The Developer or Occupier must supply to the Council the name of the appointed person from within the organisation responsible for the success and running of the Travel Plan, known as the Travel Plan Co-ordinator. The post needs to be of sufficient seniority to undertake tasks associated with the post, however the appointment need not necessarily be a new one but instead a case of extending the job profile of an existing employee (this will depend on the scale of the development and size of the organisation).

3.3. The role of the Travel Plan Co-ordinator will be to manage the Travel Plan, liaise with the Council and provide monitoring information when agreed. Depending on the elements in the Action Plan, the job description also requires to include some or all of the following:-

- to promote and encourage the use of non-car travel modes, including publicity;

- to ensure that all relevant information is provided to all users of the site, and that up to date information is clearly displayed on the noticeboards or via the intranet if applicable;

- to arrange and record surveys of car park usage as required by the Council;

- to co-ordinate car sharing arrangements in whatever manner the organisation has decided upon;

- to arrange for either full or snapshot travel surveys to be undertaken of all users of the site, at intervals agreed with the Council;

- to liaise with public transport operators and officers of the Planning and Transport authorities and arrange regular meetings with all interested parties;

- to organise the flow of information to educate existing and new staff.

(NOTE: Support and advice will be available from relevant WBC officers throughout)

3.4. The following are suggested steps to be taken when developing a Travel Plan. For ease of assessment it is recommended that the applicant sets out the Travel Plan as shown below. Best practice suggests that a panel be set up to advance travel plan development and its future implementation. This should consist of the travel plan co-ordinator, decision-makers and any other interested parties.

STEP 1 – Site Audit

3.5. This is an essential part of preparing a Travel Plan. It is a tool for methodically assessing transport facilities on the site and transport links to it. In the process of carrying out a site

audit, a list of actions to make it easier and more attractive to travel to the site on foot, by public transport and bicycle is drawn up for use in a Travel Plan.

STEP 2 – Travel Survey

3.6.   A survey of travel modes of users of the site (usually staff but may include others such as patients/students/pupils depending on type of development) should be undertaken. The aim of the survey is to collect data on current transport methods and determine which alternative modes are required and are likely to be acceptable and most effective. The survey should include the following questions:

- How far do you travel to work (one way)?
- How long does it normally take you to get to work?
- How do you usually travel to work?
- Why do you currently travel to work in this way?
- If driving, is there anything that would make you change how you travel?
- Please enter your full home postcode
- Any other aspect of travel the organisation might require information on.

3.7.   The most effective method of conducting the survey should be selected, and an attempt should be made to ensure maximum return by offering, for example, entry into a prize draw for participants. Thought should be given as to whether electronic or hard copy distribution will elicit the highest return.

Our travel patterns are complex;
help us understand them better.

STEP 3 – Drafting the Travel Plan

3.8.   The Travel Plan should then be drawn up and relevant measures included, based on the survey data collected. Components required in a Travel Plan are outlined below.

STEP 4 – Submission and Evaluation of a Travel Plan

3.9.   The Travel Plan will be evaluated by the Council's Travel Plan Officer, and when approved the Travel Plan will be passed to the Planning Case Officer for discharge of the planning condition.

4. Components of a Travel Plan

4.1.   It is recognised that a Travel Plan will be unique to any site and a variety of initiatives may be adopted. However the following list gives an idea of what should be included in a quality plan to make it as effective as possible.

> **NOTE:** The Council does not require excessive national and local policy to be outlined within the Travel Plan. The Plan needs to be as concise and user-friendly as possible as it will often be implemented by non-transport professionals.

Introduction

4.2.   Purpose of travel plan (one to two paragraphs are sufficient). This should provide an overview of the site and introduces the organisation. It should set out reasons for the travel plan and refer to the relevant national and local policy background.

Audit: Facts and Figures

4.3.   A table or bullet points including site address and location, building size, site opening date, employee numbers, shift patterns or business hours, purpose of site, number and location of car parking spaces, cycle parking spaces, shower and locker facilities, bus facilities, rail facilities, motorbike parking, etc.

Travel Survey

4.4.   Show the results preferably, or an outline of how and when one will be undertaken.

Promoting Travel Choices – package of measures

4.5.   A clear description of the measures planned to enable and encourage cycling, walking, bus and train use, car sharing, etc. This should only include items that WILL be done, not that could be done. It should include measures with tangible outputs – e.g. cycle storage if necessary.

4.6.   A useful tool is a personal travel induction pack for each staff member moving to the new site which could include a site-map, cycle map, and appropriate bus or train timetable. Research suggests that the most successful plans incorporate a broad range of measures, both 'carrots' and 'sticks' with incentives introduced first.

Aims and Targets

4.7.   Sets out in broad terms what the above measures are seeking to achieve and how these will be evaluated or measured to demonstrate success or a need to adjust to ensure future positive outcomes.

Marketing Strategy

4.8.   Describe how the plan will be implemented on an ongoing basis including how the plan will be funded, together with a strategy for communicating the travel plan to all site users, including:

- raising awareness of sustainable travel options;

- promoting individual measures and initiatives;

- distribution of travel information from the outset (or even in advance if workforce is already in place elsewhere) and on an ongoing basis.

- a monthly promotional event in a communal area such as the staff canteen

Management Strategy

4.9.   Specifically to show commitment and buy-in from the developer or occupier. The travel plan must have a robust strategy for its implementation that is appropriate for the location and which considers the long term sustainability of the plan. This should include:

- details of who is responsible for implementing and managing the travel plan, both before and after occupation;

- appointment of a travel plan coordinator, time allocated to this position, when to be appointed and how the coordinator will be managed, full contact details if available or interim contact details where applicable;

- other management arrangements to steer the plan, both before and after occupation

- a systematic approach to monitoring and review, at least annually.

Action Plan

4.10. The most important section: usually in a table format with the minimum headings of 'Action', 'Who leads', 'Timescale', 'Budget'. Generally a 12 month plan will be appropriate, to be reviewed and updated annually following annual survey results. The Plan will set out the actions to be implemented to reduce single occupancy car travel. They should be realistic and achievable but also stretching enough to drive progress.

Commitment

4.11. The implementation of initiatives within the Action Plan above is the most essential part of the process. Without effective implementation of initiatives, a travel plan is likely to be no more than a paper exercise, hence it is it important to name those responsible for the implementation and to ensure they understand their duties.

Evidence of commitment to the Travel Plan by the occupier of the site is essential. The document should be signed off by someone in authority in the organisation it is written for to give confidence that it will be implemented.

5.   Assessment Criteria

5.1.   The Travel Plan will be assessed by the Council based upon the inclusion of the components above and the potential to lessen the transport implications of the development and bring about a change in modal share.

5.2.   Any plans that do not include realistic measures and management criteria to enable implementation will be rejected and returned with suggested improvements.

5.3.   Travel Plans which are considered credible will be accepted, added to the Council's database for monitoring and offered practical support to help with the implementation stages.