

#### **ENVIRONMENT AND ECONOMY OVERVIEW AND SCRUTINY**

Date of Meeting	Tuesday, 16th May 2023
Report Subject	Review of Flintshire County Council's Integrated Transport Strategy
Cabinet Member	Deputy Leader of the Council and Cabinet Member for Streetscene and Regional Transport Strategy
Report Author	Chief Officer, Streetscene & Transportation
Type of Report	Strategic

#### **EXECUTIVE SUMMARY**

Flintshire County Council's Integrated Transport Strategy was last presented to members in February 2020. This explained the transport hierarchy in Wales and detailed the Council's strategic transport priorities in line with national and regional strategies and policy.

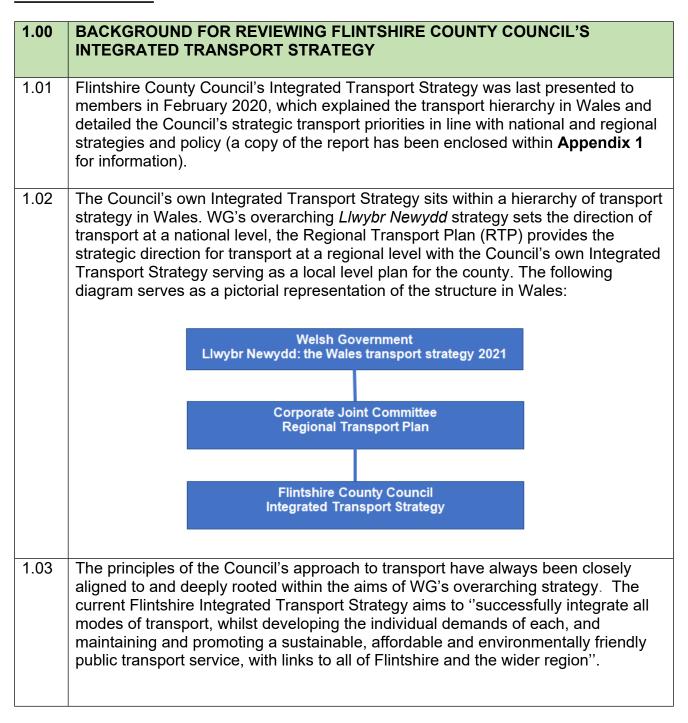
In January 2021, a report was presented to members providing an overview of Welsh Government's new transport strategy entitled "Llwybr Newydd: the Wales Transport Strategy 2021, which was adopted in March 2021 and sets out WG's vision for an accessible, sustainable and efficient transport system in Wales to help deliver their priorities in terms of responding to climate change, fewer cars on the road, more people using public transport, walking or cycling and creating community cohesion, social justice and inclusive economic growth.

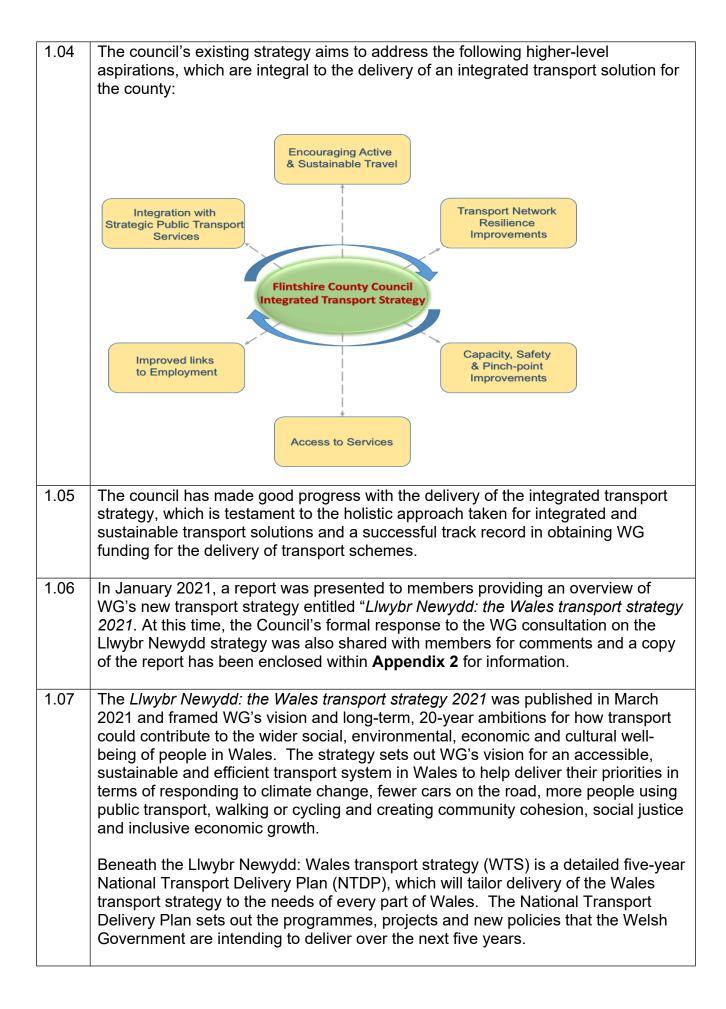
Subsequently, regulations were made by the Welsh Government on 17 March 2021 creating four Corporate Joint Committees in Wales, the North Wales Corporate Joint Committee (CJC) was established on 1 April 2021. The CJC must exercise functions relating to strategic development planning and regional transport planning, as well as being able to promote economic well-being. One of the mandatory functions prescribed to be discharged by the CJC is the development of a Regional Transport Plan (RTP) with policies for regional transport. The RTP shall be prepared by new Corporate Joint Committees (CJCs), or a sub-Committee of the CJC, and delivered by Local Authorities to ensure that planning and transport solutions are tailored to the needs of different communities and different parts of Wales, including rural Wales.

To ensure that Flintshire is best placed to feed into and shape the development of the RTP, it is proposed to undertake a review of the Council's own Integrated Transport Strategy which will help to determine the county's transport priorities for the next five years. The purpose of this report is to provide an overview of the review and an update on the current "state of play" in relation to national and regional transport developments.

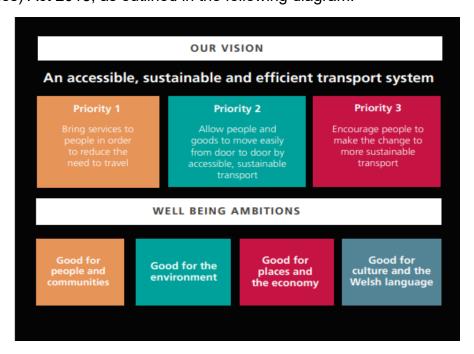
RECON	MENDATIONS
1	That the Scrutiny Committee notes the national and regional developments taking place and supports the proposal to undertake a review of the Council's own Integrated Transport Strategy to help inform the RTP development.
2	That the Scrutiny Committee supports the proposal to hold a members' workshop to review the Council's Integrated Transport Strategy later this year.

#### REPORT DETAILS





1.08 WG's revised strategy consists of 3 main priorities and aims to provide an accessible, sustainable and efficient transport system that is good for people and communities, good for the environment, good for the economy and places in Wales, and good for culture and the Welsh language, contributing to each of the seven national well-being goals set out in the Well-being of Future Generations (Wales) Act 2015, as outlined in the following diagram.



1.09 WG's revised strategy also identifies a new sustainable transport hierarchy, which reinforces the move towards more sustainable modes of travel, and the RTP will be required to take this into account: -



- 1.10 Subsequently, regulations were made by the Welsh Government on 17 March 2021 creating four Corporate Joint Committees in Wales, and the North Wales Corporate Joint Committee (CJC) was established on 1 April 2021. The CJC must exercise functions relating to strategic development planning and regional transport planning, as well as being able to promote economic well-being. One of the mandatory functions prescribed to be discharged by the CJC is the development of a Regional Transport Plan (RTP) with policies for regional transport. The RTP shall be prepared by new Corporate Joint Committees (CJCs), or a sub-Committee of the CJC, and delivered by Local Authorities to ensure that planning and transport solutions are tailored to the needs of different communities and different parts of Wales, including rural Wales.
- 1.11 The WTS states that the CJCs will prepare RTPs for transport in their area and that these should be shaped by the WTS and aligned with Future Wales the National Plan 2040 and the Five Ways of Working principles set out in the Well-being of Future Generations (Wales) Act 2015 for long-term, prevention, integration, collaboration and involvement. The CJC will also be subject to the Equalities Act, language standards under the Welsh Language Measure 2011, and other legislation, in the same way as local authorities.
- 1.12 Currently, work is underway to establish the governance and financial structure for the CJC in north Wales and also the delivery model of the statutory functions, in other words, for the 'immediate duties' prescribed in the legislation for developing an RTP, which are proposed to be delivered through the CJC and will commence in 2023. WG has already commenced an initial consultation with local authorities across Wales on producing Statutory Guidance for the RTPs, which will lead to an intended implementation timetable. However, the timetable to discharge these 'immediate duties' remains challenging with the RTP requirement to be submitted to Welsh Government for approval by the end of March 2024.

## 1.13 Other National Developments and Considerations:

When considering the further development of a RTP and indeed the review of our own integrated strategy, we need to be mindful of the development and impact of wider national policies and projects, some of which have yet to be concluded: -

#### a) Ongoing Bus Network Review (TfW):

Transport for Wales (TfW), the WLGA and Welsh Government have been working with local authorities to review the current local bus network within Wales with an aspiration to have a passenger-focussed, easy-to-understand, better coordinated, consistent and strongly-branded bus network, which gives people confidence in using buses – this includes anything from community transport through to long distance bus services such as the TrawsCymru services – and everything in between. The provision of network improvements will also be reliant upon other elements of the bus system to be in place, including cross-ticketing, infrastructure, information and marketing initiatives, and associated agreements and arrangements with operators.

Over the summer period of 2022, a review was undertaken of the Sherpa'r Wyddfa network of bus services to help inform the wider bus network review. The review found that there was duplication of routes and journeys, limited connectivity opportunities, inconsistent fare structure and the marketing offer was undersold and uninspiring. The review has resulted in simplifying and merging of routes, coordinated network and fares, one improved brand and an

increase in passenger growth on the network. The wider bus network review has yet to be concluded.

# b) Bus Reform & Franchising:

In July 2022, a report was presented to Cabinet and the Environment & Economy Overview & Scrutiny Committee outlining the Welsh Government's proposals to essentially change the way that bus services are governed, coordinated and operated in Wales. WG is intent on achieving a bus system that boosts social equity and is capable of delivering the scale of modal shift required by the climate emergency, which is governed and designed to serve the public interest, with the widest possible geographic coverage, fully integrated connections between different services, the highest possible service frequencies, and simple unified easy-to-use ticketing and information under the banner: 'One Network, One Timetable, One Ticket: planning buses as a public service for Wales.'

https://gov.wales/one-network-one-timetable-one-ticket-planning-buses-publicservice-wales

WG intends to encourage people to make the change to more sustainable transport by making it more attractive to all parts of society (One Network), adopting innovations that make it easier to use (One Timetable) and making it more affordable (One Ticket). WG is currently developing a five-year plan for bus services in Wales with a vision to achieve a stable and coherent network of bus services that are fully integrated with other modes of public transport, that are reliable, affordable, flexible, easy to use, low-carbon and that encourage more people to use the bus rather than their cars. WG is intending to introduce Primary Legislation that enables the regulation of bus services in Wales and includes franchising of bus services across Wales: powers for franchising would sit with Welsh Ministers in order for TfW to procure and manage franchise contracts for those plans, in close cooperation with local authorities. The legislative proposals have yet to be concluded.

# c) Bus Funding

In February 2023, Welsh Government confirmed that the cut to Bus Emergency Scheme (BES) – originally due to end in March 2023 – would be extended to June 2023. Governments across the UK stepped in to provide support to bus companies when passenger numbers collapsed at the start of the Covid pandemic. In Wales, the Bus Emergency Scheme (BES) was set up to help keep bus companies afloat and ensure that vital bus services kept running throughout the pandemic.

An initial extension of three months by WG is intended to give the industry the short-term stability it needs while plans for reviewing and developing the bus network continues to better suit the new travel patterns seen since the end of the pandemic. This funding has now been extended to the end of the school year in July 2023 to ensure that there is no disruption to school transport services; however, there is no further funding for bus companies beyond this time and it is expected that operators will be making decisions on their future commercial network in the near future with a likely knock-on effect on subsidised bus networks anticipated subsequently.

# d) Outcome of WG Roads Review:

In June 2021, the Deputy Minister for Climate Change announced a review of new road schemes funded by the Welsh Government, which has been undertaken by an independent panel of experts in transport policy, climate change, highway engineering, and the freight and logistics sector. The review was commissioned by WG Ministers due to concerns that some road investment schemes in development were no longer consistent with Welsh Government's *Llwybr Newydd, the Wales transport strategy* and wider policies, and particularly with the declaration of a climate and nature emergency. The roads review was undertaken to:

- ensure road investment helps the delivery of the Wales Transport Strategy, our Programme for Government commitments and Net Zero Wales
- develop criteria to identify when we should fund new road building
- use the criteria to decide if current road projects should be supported, modified, or have support withdrawn
- provide guidance on reallocating road space on parts of the road network which might in future benefit from enhancement
- consider how any savings might be allocated, to ensure problems on the road network are addressed, and make recommendations on how to tackle the backlog of road maintenance

Following consideration of the panel's advice, WG published its response to a report advising on current road projects across Wales and how to consider future projects. This included the revision of a number of road schemes to take account of the Panel's recommendations in line with the future road building tests and some schemes not progressing at all. Below is a summary of future plans as set out in the National Transport Delivery Plan recommendations made by Roads Review Panel.

#### New multi-modal corridor level programmes:

- A55, A494 and other SRN routes In line with any relevant recommendations of North Wales Transport Commission and aligned to the future road building tests
- A494 Aston Hill The Roads Review Panel will work with the Local Authority to develop options to improve air quality and support modal shift and resilience, aligned to the future road building tests

These multi-modal corridor level programmes supersede the following schemes and studies:

- A55 At-grade crossing review\*
- A55 Slow-moving vehicle overtaking restrictions\*
- A55 / A494 Network Resilience Study
- A55 Junctions 15 and 16
- A55 Junction 23 to 24 Corridor Study
- A55 Junction 24 to 29 Corridor Study\*
- A55 Junctions 29-33b
- A55 Junctions 32-33
- A55 Junction 30 to 32a Corridor Study\*
- Flintshire Corridor Improvement
- A55 J33b Ewloe to A494 Queensferry interchange corridor study

<sup>\*</sup> Early-stage studies not reviewed by Roads Review Panel

# Projects not progressing in any form at this stage

- Chester-Broughton Growth Corridor (North Wales)

A small sample of land development schemes, which included Warren Hall in Flintshire were reviewed due to Welsh Government involvement via land ownership or funding. The Panel did not make recommendations on whether these individual schemes should proceed. Instead, the sample was used to inform the Panel's advice on future road investment.

# e) Wales Road Safety Strategy

Welsh Government is developing a new road safety strategy, which will complement the *Llwybr Newydd: the Wales Transport Strategy 2021* and the *National Transport Delivery Plan*, and they believe that road safety should become part of the remit for the new Corporate Joint Committees as part of the regional transport plans.

The new strategy will include new ways of thinking about and understanding of road safety, incorporating latest international thinking, including "Vision Zero" and "The Safe System".

Vision Zero has the long-term goal for a road traffic system, which is eventually free from death and serious injury, based on a guiding 'moral' principle to treat road deaths as unacceptable and avoidable, rather than accidents that we should tolerate. It involves an important shift from trying to prevent all collisions to preventing death and mitigating serious injury in road traffic collisions, a problem which is largely preventable based on current knowledge.

The Safe System is based on a series of important underlying principles which include that people make frequent mistakes that lead to road collisions and that road safety is a shared responsibility between all stakeholders, which includes road users, road managers and vehicle manufacturers. It is increasingly being adopted throughout Europe, Australasia and North America. The Safe System has five pillars of action:

- Safe road use
- Safe vehicles
- Safe speeds
- Safe roads and roadsides
- Post-crash response

A mid-term review of the Road Safety Framework for Wales of 2013 was conducted in 2018, identifying a number of changes around governance, behaviour change, target groups, data, evidence, collision investigation and technology.

Welsh Government has published a final review of the existing Road Safety Framework 2013-2018 and has commenced work to draft a new road safety strategy and delivery plan for Wales with clear targets.

Nationally, the Department for Transport (DfT) is drafting a new road safety framework and the aim is that the devolved governments will develop their own strategies that align with the UK government strategy.

#### f) Levelling Up:

The UK government's flagship £4.8 billion Levelling Up Fund backs projects across the UK to help communities Level Up. The purpose of Levelling Up is to create opportunities for everyone across the UK by improving jobs, pay and living standards, making streets safer, protecting health and wellbeing, investing in high streets and town centres and improving local transport.

Flintshire Council – with the support from other local authorities and business organisations in the cross-border Growth Track 360 / Mersey Dee Alliance jointly submitted an initial bid for Levelling Up Fund (LUF) funding for the Borderlands line in June 2021, aimed at accelerating progress towards higher frequency, faster and more reliable rail services on the Borderlands Line in the hope to attract increased passenger numbers and the construction of a new station on Zone 4 in Deeside Industrial Park. Disappointingly, the bid was unsuccessful.

Following feedback from the Department for Transport (DfT), a second, refined LUF application was submitted in July 2022 for the Borderlands Line, which included two major investment schemes: one being a new station with car park in Deeside Industrial Park with a bus interchange and active travel facilities and the other at Padeswood Hanson Cement works for new sidings and improved access arrangements from the main line to address track conflicting capacity demands between passenger and freight trains. Unfortunately, just as with the first application, the LUF Round 2 bid was again unsuccessful; however, following further feedback from the DfT discussions are underway with regard to submitting a LUF Round 3 bid, which is being encouraged.

# 1.14 Next Steps:

In order to ensure that Flintshire is best placed to feed into and shape the RTP (in line with the aspirations of local members and the communities that they serve), it is now proposed to undertake a review of the council's own Integrated Transport Strategy which will help to determine the council's transport priorities for the forthcoming 5 years. This approach will ensure that our local strategy will continue to build upon the foundations laid by Welsh Government, whilst also emphasising and reflecting local needs and aspirations.

1.15 To commence the review, it is proposed to undertake an all-member workshop later in the year to allow members to provide their input on the strengths, weaknesses, and further opportunities for transport within Flintshire. Early engagement at this stage of the process will ensure that Flintshire specific strategic transport requirements are fully recognised and incorporated into the forthcoming regional review.

# 2.00 RESOURCE IMPLICATIONS 2.01 Flintshire, along with all north Wales authorities, is required to jointly fund the implementation of a Corporate Joint Committee (CJC) and development of the Regional Transport Plan (RTP).

2.02	The coordination of the all-member workshop and subsequent collation of feedback and interventions will be undertaken by staff from within Streetscene and Transportation.
2.03	The subsequent revision of the council's Integrated Transport Strategy will be progressed by the council's in-house Transport Strategy Team.
2.04	To inform a revised strategy, a series of localised transport studies will be commissioned, which will form part of the Council's annual grant applications to Welsh Government.

3.00	IMPACT ASSESS	SMENT AND RISK MANAGEMENT
3.01	Integrated Transpersed to have	npact assessment will be required as part of the review of the ort Strategy. This strategy and the outcome of the review is a positive differential impact on all protected characteristics.  (Sustainable Development) Principles Impact
	Long-term	Positive – The move to low carbon sustainable transport options aligns itself with the long-term aspirations of The Environment (Wales) Act, The Well-Being of Future Generations (Wales) Act & The Air Quality Standards (Wales) Regulations. The concept is also strongly endorsed within the Council's Council Plan under the priority of a 'Green Council' for which is reinforced by the Council's approach to integrated and sustainable transport.
	Prevention	Positive – The development of a clear strategy for achieving sustainable transport will reinforce the Council's commitment to climate change whilst also facilitating a vision for a zero-carbon future as defined within WG legislation. Development and implementation of the strategy will also boost the Council's status as a 'key player' within the region thus reducing the risk of public abandonment in terms of tourism, residential and business growth.
	Integration	<b>Positive</b> – The development of an updated strategy is key to the successful creation of a sustainable, integrated transport network.
	Collaboration	Positive – The iterative development of a local Transport Strategy will enable FCC to work with local authorities across the region in order to standardise the provision of infrastructure. The nature of this approach recognises the importance of strategic cross-border movements to the local economy in terms of commuter movements, business and tourism.

Involvement	Positive – Through the proposed key and early	
	involvement of local members in this strategy development process and our on-going completion of studies we can	
	clearly demonstrate the Council's focus on and recognition	
	of the importance of engagement with key stakeholders	
	locally, cross border and within WG.	
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# **Well-being Goals Impact**

Prosperous Wales	<b>Positive</b> – The iterative and on-going development of a fit for purpose Local Transport Strategy will boost the Council's status as a 'key player' within the region thus supporting the key economic drivers of tourism, residential and business growth.
Resilient Wales	<b>Positive -</b> The continual development of a strategy to deliver a sustainable, integrated transport network is key to ensuring the resilience of the county.
Healthier Wales	<b>Positive</b> – The development of a local strategy that aligns to WG aspirations around the promotion and utilisation of active and sustainable transport modes provide obvious health benefits including improvements to air quality through the reduction of Co2 emissions. This will also greatly assist the Council to achieve decarbonisation targets set within Central and WG legislation.
More Equal Wales	Positive – developing a strategy that enables improved connectivity will benefit economic growth for all. Health benefits obtained from improved air quality and increased levels of exercise will benefit the Council's most deprived communities.
Cohesive Wales	<b>Positive</b> – The visible presence of active and sustainable transport options within the County will have a positive effect on public awareness whilst displaying the Council's outward commitment to climate change.
Vibrant Wales	<b>Positive –</b> A move to active and sustainable transport modes will improve the quality and sustainability of the natural environment whilst providing benefits to the local and regional economy in terms of tourism, residential and business growth.
Globally Responsible Wales	Positive - The iterative and on-going development of a local Transport Strategy will reinforce the Council's commitment to climate change whilst also striving to achieve a zero-carbon future as defined within Central and WG legislation.

4.00	CONSULTATIONS REQUIRED/CARRIED OUT
4.01	Deputy Leader of the Council and Cabinet Member for Streetscene and Regional Transport Strategy
4.02	All member workshop to be undertaken later this year.
4.03	Further report to be presented to the Environment & Economy Overview & Scrutiny Committee and Cabinet later in the year.

5.00	APPENDICES
5.01	<b>Appendix 1:</b> Flintshire County Council's Integrated Transport Strategy - February 2020
5.02	<b>Appendix 2:</b> Flintshire County Council's formal response to the WG consultation on <i>Llwybr Newydd: the Wales Transport Strategy</i> – January 2021

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	Llwybr Newydd: the Wales transport strategy 2021 <a href="https://www.gov.wales/llwybr-newydd-wales-transport-strategy-2021">https://www.gov.wales/llwybr-newydd-wales-transport-strategy-2021</a>
6.01	Roads Review <a href="https://www.gov.wales/roads-review">https://www.gov.wales/roads-review</a>

7.00	CONTACT OFFICER DETAILS
7.01	Contact Officer: Anthony Stanford, Transportation Manager
	<b>Telephone</b> : 01352 704817
	E-mail: anthony.stanford@flintshire.gov.uk

8.00	GLOSSARY OF TERMS
8.01	<ol> <li>Llwybr Newydd – means 'new path' in Welsh. It is the title of the Wales Transport Strategy 2021.</li> </ol>
	<ol> <li>National Transport Delivery Plan (NTDP) – after Llwybr Newydd has been published, Transport for Wales (TfW) will develop a National Transport Delivery Plan that sets out specific investment priorities.</li> </ol>
	3) National well-being goals – the seven national well-being goals are set out in the Well-being of Future Generations (Wales) Act 2015. They are: a prosperous Wales, a resilient Wales, a healthier Wales, a more equal Wales, a Wales of cohesive communities, a Wales of vibrant culture and thriving Welsh Language, and a globally responsible Wales.
	<ol> <li>Corporate joint committees (CJCs) – new local government tier that will take on regional transport planning in Wales.</li> </ol>
	5) Regional Transport Plans (RTP) – after Llwybr Newydd is published, Corporate Joint Committees will prepare Regional Transport Plans.

- 6) Senedd the democratically elected body that represents the interests of Wales and the Welsh people.
- 7) Sustainable transport hierarchy– guides decisions about new infrastructure and gives priority to walking and cycling and public transport, followed by ultralow emissions and finally private vehicles. It is set out in Planning Policy Wales (PPW) 11.
- 8) Transport for Wales (TfW) the body established by Welsh Government to deliver transport priorities in Wales.
- Ultra-low emissions vehicles vehicles that emit very few greenhouse gases technically 75g/km CO2 or less. They may be electric, hydrogen or hybrid vehicles.
- 10)Active travel for the purposes of this document 'active travel' refers to walking and cycling for everyday journeys such as to go to work, or education or access services.
- 11)Decarbonisation the actions needed to cut greenhouse gas emissions and move towards a low-carbon economy. The Welsh Government is committed to net zero carbon emissions by 2050.
- 12)Devolution this gives Wales the power to pass legislation and transfers some ministerial responsibilities to Wales. For transport this includes responsibility for roads and buses. Other areas such as rail and aviation are not devolved and Welsh Ministers work in collaboration with the UK Government.
- 13) Five ways of working: The Well-being of Future Generations (Wales) Act 2015 sets out five ways of working that public bodies need to think about to show they have applied the sustainable development principle. The five ways of working are long-term prevention, integration, collaboration and involvement.
- 14) Future Wales the National Plan 2040. This sets out where we think we should try to grow and the types of development we need over the next 20 years to help us be a sustainable and prosperous society.
- 15)Highways Authorities have a duty to assert and protect the rights of the public to use and enjoy any highway for which they are an authority. As Highways Authority for the motorway and trunk road network in Wales, Welsh Ministers must maintain them at public expense and comply with other regulations.
- 16)Infrastructure transport infrastructure includes all the things that enable transport services to operate streets and roads, railway lines and active travel networks such as cycle-paths and footpaths. It also includes associated structures such as stations, bridges, embankments, car parks, signage, signalling, bus stops and transport interchanges and the soft estate land and greenspace associated with transport. Ports and harbours, airports, and freight and logistics facilities are also important.
- 17) Welsh Transport Appraisal Guidance (WelTAG) a framework for assessing the impact and benefits of proposed transport interventions such as schemes to upgrade roads. It is aligned with the seven national well-being goals.