

Appendix 1 – Substantive JLTP changes

Joint Local Transport Plan 4 Summary of Changes

January 2020

The main changes to the Joint Local Transport Plan 4 (JLTP4) are set out below.

New climate change frontispiece

Added to reflect the climate emergencies declared by all five local authorities and requests to bring climate change up front – see below.

Climate Emergency – the challenge ahead

Making a difference

Transport is on the up in the West of England. Since the first Joint Local Transport Plan (JLTP) back in 2006 much has changed for the better in our area. The arrival of metrobus and the Greater Bristol Bus Network has transformed local bus services whilst transport packages in Bath and Weston-super-Mare and investment through the Local Sustainable Transport Fund, Cycling Ambition Grant and the Local Growth Fund has improved conditions for cycling and walking. The number of cycling trips has more than doubled whilst against the national trend of decline bus patronage has grown. Rail passengers too have doubled in number since 2008. Looking ahead MetroWest, our rail project for enhanced services, new station and reopened lines, is on the point of delivery. The Local Cycling and Walking Infrastructure Plan will provide a prioritised list of improvements across the West of England. Thanks to Go Ultra Low West and enhanced infrastructure, every year more and more car trips are made by electric vehicles. Meanwhile work is starting on a transformational mass transit network for the West of England and with technology changing at a rapid pace we will embrace this change and look forward to enabling new innovative and low carbon ways to travel.

The challenge

All of the above is great news for transport. But we recognise the very real challenge of climate change, the emergency we face and its impact on the health, safety and wellbeing of our residents and people around the world. The UN Intergovernmental Panel on Climate Change (IPCC) have warned that a rise in temperatures of just 1.5 degrees could lead to ecological, environmental and humanitarian disaster. The Panel concludes we will require rapid, far reaching and unprecedented changes in all aspects of society to avoid this occurring. This is especially true for the transport sector at 32% the largest single source of carbon emissions contributing to climate change in the South West. For the West of England transport CO2 emissions will rise by a further 22% by 2036 if we don't act increasing the risk of droughts, floods and extreme heat not just globally but also for the south west region. Consequently, all four local authorities and WECA have now declared climate emergencies. Encouraging modal shift

Our Joint Local Transport Plan aim is to ensure transport is carbon neutral by 2030. To do this there has to be a substantial modal shift towards cleaner and greener and more sustainable forms of transport. We will need to maximise every opportunity and work in close partnership with sustainable transport organisations, bus and rail operators to encourage and help people to switch from using their cars to cycling, walking and public transport. We realise for some of us driving a car is essential and is likely to remain so. This may be due to mobility impairments, the nature of work patterns or having to transport bulky or heavy items. For the majority of society, however, the car is often seen as the most convenient personal choice. We will need to provide the transformational alternatives such as a new mass transit network to enable people to switch.

This may not be enough so we will consider ways to manage demand through possible congestion charging, emissions charging and workplace parking levy type schemes. Fellow cities such as Oxford, Leicester and Birmingham are actively looking at these to reduce demand and overall carbon emissions. Revenue raised from demand management measures, which could be significant, would be re-invested in public transport, cycling and walking. London of course already has its congestion charging scheme whilst Nottingham has work place parking levies which has raised over £61m since it was introduced in 2012. For Nottingham these levies have helped the city to fund its second tram route.

JLTP4 and ongoing review

This Joint Local Transport Plan (JLTP4) sets out to decarbonise and promote and transform cleaner and greener and sustainable forms of transport – cycling, walking and public transport but it is unlikely to be enough to be transport carbon neutral by 2030. It is nonetheless a good starting point. We will need to be flexible, agile and brave in our approach to the climate emergency as technologies evolve and lifestyles and future strategic and local development planning change so the JLTP4 will not be set in stone. For these reasons the JLTP4 will remain under review. We will undertake an immediate review which will include further work to build up the evidence base and establish what will be required to reach the 2030 target and this will set the basis for the next JLTP.

The review will also include:

- Reinventing public transport through mass transit, smart ticketing and making it more user friendly, convenient, safe, direct and attractive linking key destinations to enable everyone to use it.
- Rethinking how we use our existing transport corridors including reallocating more and more road space to buses, pedestrians and cyclists.
- Demand management measures to influence travel choice and raise revenue to reinvest in alternatives.
- First and last mile type solutions to provide a linked-up transport network.
- Explore new ways to run and fund our transport networks to provide unprecedented investment in cycling, walking and public transport.
- Promote zero carbon development that does not need to be retrofitted.

In the meantime, regular reviews and progress reports will ensure the JLTP4 remains relevant and decisive.

Government role

The JLTP4 and its successor Plan will not be able to achieve everything on their own. Central Government will have an increasingly large role to play on issues such as the price of fuel, tightening emission standards, incentives to switch to electric vehicles and funding for mass transit. As an example the October 2019 IMF report ‘How to mitigate climate change’ concluded that of the various mitigation strategies to reduce fossil fuel CO2 emissions, carbon taxes levied on the supply of fossil fuels are the most powerful and efficient because they allow firms and households to find the lowest-cost ways of reducing energy use and shifting toward cleaner alternatives. Only the Government can lead on carbon taxes.

We will lobby and push central Government to play its part and enable the legislation and funding necessary to deliver the JLTP.

Where we want to be in 2036

By 2036 at the completion of the JLTP4 the West of England will be a carbon neutral community where walking and cycling are the preferred choice for shorter journeys, and the vast majority of vehicles on the road are decarbonised and no longer powered by fossil fuels. People will have the opportunity to move around the region using affordable, high quality and frequent public transport to access their jobs and leisure activities and for vehicles delivering goods. Public spaces will be greener, cleaner, people focused places that are no longer dominated by vehicles.

Ultimately our transport vision is:

‘Connecting people and places for a vibrant, inclusive and carbon neutral West of England.’

Read on for how we aim to achieve this.

(original paragraphs)

Sustainable Development Goals

Closely linked to the need to take action on climate change and the JLTP4 objectives are the United Nations Sustainable Development Goals (SDG). To be achieved by 2030 and recognised across the world as collective goals they address the key global challenges we face related to poverty, inequality, environment, prosperity, climate action and peace and justice – see below.

Although transport may not have a direct impact on every goal, there are indirect ways that most of the 17 goals can be met through implementing the measures of the JLTP4 including creating better places and supporting sustainable and inclusive economic growth. Indirectly, other goals are positively benefitted, such as life on land and life below water, through consideration of species in our Habitats Regulations Assessment. The SDGs will be used to

guide the JLTP4 and provide opportunities to work with other organisations on a common set of goals.



(Proposed paragraphs)

The Local Industrial Strategy (LIS) and Clean and Sustainable Growth

Closely linked to the need to take action on climate change and the JLTP4 objectives, are the region's agreed objectives within its Local Industrial Strategy. These support the delivery of Government's Grand Challenges, including the need to drive down carbon emissions and focus on clean and sustainable growth. The LIS includes our commitment to tackling climate change and to ensuring that quality of life for current and future generations is embedded throughout our approach.

There is clear alignment between the JLTP (and its supporting documents such as the Habitats Regulations Assessment and Strategic Environmental Assessment), and the LIS, including objectives such as:

- ensuring communities are connected to jobs, training and services in a sustainable and low carbon way, addressing air quality and improving health;*
- supporting businesses to drive productivity through adopting new clean technology and energy efficiency measures; and*
- investment in the right infrastructure, that reduces energy demand and carbon emissions whilst being resilient to the impacts of climate change.*

Consistent with the JLTP the LIS recognises that Climate Change presents clear risks to the region and work is already underway to increase energy efficiency, grow renewable energy generation, improve air quality, protect habitats and biodiversity and grow green industries. In addition, the regions Green Infrastructure approach is aimed at growing its natural capital by supporting locally identified priorities to support nature recovery, ensure gains in green infrastructure and biodiversity, and maximise the multiple benefits of green infrastructure.

Supporting our ambition for 'leaving our environment in a better state than we found it' and 'connecting people with the environment to improve health and well-being'

Section 2: Transport challenges in the West of England

In Section 2: Transport Challenges text has been added at the request of Directors on what happens if no action is taken – see below.

From Section 2:

If we don't deliver on these actions the most likely local outcomes by 2036 are:

- CO2 emissions up 22%
- Congestion costs £800m a year
- Delays up 40%
- Vehicle trips up 26%
- Time spent queuing in traffic 74%
- Journey time up 9%

And nationally:

- Summer temperatures in the UK will regularly reach 38.50C by the 2040s
- Heat related deaths in the UK projected to rise from 2,000 a year at present to 7,000 by 2050
- Heavier rainfall impact on drainage and sewage systems especially in urban areas

And globally:

- Higher temperatures - almost 400 all-time high temperatures were set in the northern hemisphere over the summer of 2019 with records broke in 29 countries
- More droughts and flooding
- More extreme weather events
- Retreating ice sheets - Arctic, Antarctic and Greenland
- Gulf stream continues to slow – 15% drop since the mid twentieth century
- Areas on Earth that are no longer habitable by people

Section 3: Vision and Objectives

In Section 3: Vision and Objectives new text at the request of Directors has been added covering where we need to be in 2030, where we want to be in 2036 and where we will go next – see below.

Where we need to be in 2030

To achieve carbon neutral transport by 2030 requires a substantial modal shift away from cars to public transport, cycling and walking. It is likely that a significant daily road pricing charge, and the return of the fuel tax escalator alongside further engine efficiency improvements will be needed to decarbonise transport. See Section 11 and Modal Target Shift for what this could look like.

Where we want to be in 2036

By 2036 at the completion of the JLTP4 the West of England will be a carbon neutral community where the vast majority of vehicles on the road are decarbonised and no longer fueled by fossil fuels. More people will have the opportunity to move around the region using affordable, high quality and frequent public transport accessing their jobs and leisure activities and delivering freight. People's choice of mode will be reflected by the real cost in environmental terms and consequently our streets and roads will no longer be dominated by the private car. More of us will cycle and walk short distances more frequently rather than deciding to travel by car. Some of us will be travelling by connected and autonomous vehicles whilst overall the number and distance of journeys to work will decrease as more of us choose to work from home.

And where we will go next

Significant changes are taking place in society and mobility as the digital age has collided with, and is disrupting, the motor age. Social, technological, economic, environmental and political drivers are at play, creating deep uncertainty over what the future might look like. We want the West of England to be a world leader in transport provision. We want to be at the forefront of technology not just ready for technology change but actively pursuing, planning and harnessing it and in the process pushing central government to enable the legislation and provide the funding necessary to realise this level of ambition.

Reallocation of road space

The latest version of the text on reallocating road space under Policy W3 is shown below.

From Section 7: Connectivity within the West of England

The JLTP4 sets out objectives that seek to address poor air quality and take action against climate change yet the presence in the document of some major schemes that involved constructing new road infrastructure could be seen as contradictory to this. As such, it is important to clarify the principles for new road construction as part of a wider package of measures to improve efficient movement around the West of England and manages growth.

We know that the levels of car traffic and freight are high and that current travel habits need to change in order to accommodate the growth that will be seen across our region. We also know that this growth is needed to continue to support our economy and that even the most sustainable growth may create some car and freight trips.

We must start planning how we can move more people in more efficient ways in order to help tackle congestion and therefore meet our objective to address air quality and take action on the climate emergencies we have declared. Public transport and bikes carry more people with less demand on road space than cars carrying individual people. But in order to ensure cycling is safe and buses are not caught in congestion, we need to provide infrastructure for this, and existing road space is not enough.

Our approach for new infrastructure in the West of England is to balance the needs of the environment, our existing communities' health, inequalities and their need to travel, and the economy. This will require developers to mitigate the traffic impact from developments and will enable significant progress to be made in combatting poor air quality and addressing our climate emergencies.

This approach will also help us to manage congestion and work towards reallocating space on existing roads to more sustainable modes of transport. Road space is finite and we must make the most efficient use of it as possible in order to improve accessibility around the West of England.

JLTP4 promotes a balanced transport network where each mode of transport plays a role in providing connectivity. That is why constructing new multi-modal links forms part of our overall package of transport measures, enabling the reallocation of roadspace to more efficient travel choices wherever possible and ensuring that people are able to move around the network safely, efficiently and as sustainably as possible.

Bristol Airport

In Section 6: Connectivity beyond the West of England the section on Bristol Airport has been revised to avoid prejudicing the airport's planning application with the focus more on connectivity to the airport. Revised text below.

Work with Bristol Airport to maximise the airport's transport connectivity as a local, sub-regional and regional transport hub

Bristol Airport is the ninth busiest airport in the UK and carried over 8 million passengers in 2017. It has applied for expansion, which if approved would cater for 12 million passengers per annum by the mid-2020s. Significant further expansion is proposed by Bristol Airport, which, if approved, would will enable the airport to cater for 12 million passengers per annum by the mid-2020s.

Regardless of expansion plans, improving connectivity to Bristol Airport is crucial. There has been significant investment in improving accessibility in recent years, including the South Bristol Link and improvements to the Airport Flyer frequent bus service. However, further and more significant improvements are needed, such as mass transit on the corridor linking the airport with Bristol city centre, to enable the more efficient use of transport space and provide the improved connectivity needed.

Enhanced connectivity is also required between the growing town of Weston-super-Mare, the J21 Enterprise Area, the Weston Villages developments and the M5. Connectivity will improve onwards to Banwell, through realising development opportunities and improvements to transport and the quality of life both bypassing and within the sensitive village centre.

The proposed expansion of Bristol Airport would, if approved also offer the potential for business growth for functions necessary for airport operations. There is potential for further

business clustering along the Bristol South West Economic Link (BSWEL) strategic corridor including opportunities for unlocking development.

Targets

A summary of the revised range of targets is shown in Table 12.1 below (note this table is to be reformatted).

Table 12.1: Indicators against JLTP4 Objectives

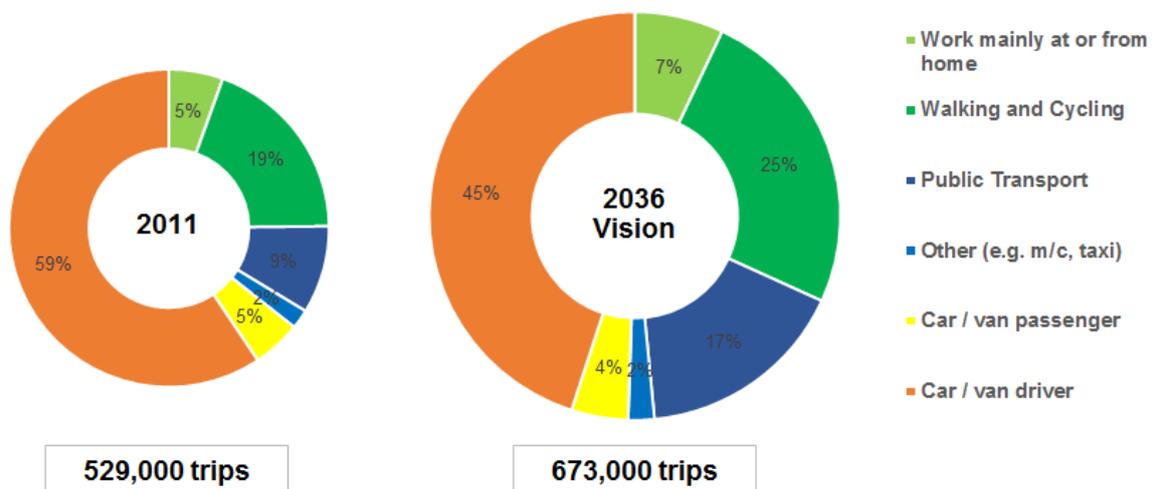
 = direct impact  = indirect impact

Indicators	Climate change & air quality	Sustainable & inclusive economic growth	Equality & accessibility	Health, wellbeing, safety & security	Better places
Road congestion					
Bus satisfaction					
Air quality					
Carbon emissions					
Electric Vehicles					
Road safety					
Modal share					

For modal share see the new section below.

Modal shift target

The JTS set out how modal share is forecast to change by 2036 if all of the transport vision schemes were implemented. This is shown below and forms the JLTP4's initial modal share target. Car commuting is forecast to reduce from 59% to 45% (single occupancy), against a backdrop of forecast growth in housing and employment.



Early indications are that to become carbon neutral by 2030 a substantially greater modal shift will be required. To achieve this is likely to require a shift in national Government policy, far higher take up rates for electric vehicles, further engine efficiency improvements, carbon offsetting and potentially some form of congestion charge alongside our £9 billion programme of transport investment. Technical work will be undertaken to refine the level of modal shift and interventions required.

Major Schemes

The list of major schemes in Section 11 is with the exception of the Churchill Sandford bypass which has been replaced with a reference to potential highway improvements at the request of North Somerset Council. Joint Spatial Plan schemes are now described as Joint Transport Study schemes.

Other updates and changes

Parts of the draft JLTP4 were prepared up to 18 months ago and in that time issues, schemes, local and national policies have changed. Consequently, the following areas have been updated:

- Mass Transit
- Bus Strategy
- Rail
- Local Cycling and Walking Infrastructure Plan (LCWIP)
- Key Route Network
- Future Mobility Zones
- Funding
- Western Gateway
- Community transport
- Environment Report – Strategic Environment Assessment, Equalities Impact Assessment, Habitats Regulations Assessment and Health Impact Assessment recommendations incorporate.

Responses to the public consultation February to March 2019 which generated over 4,200 response highlighted the need to strengthen and clarify various sections including:

- Re-allocation of road space
- Targets
- Delivery and governance
- Road safety
- Community transport
- Joint Transport Study evidence base
- Equalities Impact Assessment

08/01/2020