

# Cheltenham Borough Council

Cabinet – 8<sup>th</sup> October 2019

## Connecting Cheltenham - A Strategy for Transport Connectivity

<b>Accountable member</b>	<b>Councillor Andrew McKinlay, Cabinet Member - Cabinet Member Development and Safety</b>
<b>Accountable officer</b>	<b>Director of Planning</b>
<b>Ward(s) affected</b>	<b>All</b>
<b>Key/Significant Decision</b>	<b>Yes</b>
<b>Executive summary</b>	<p>The Council commissioned a transport strategy in 2018, '<i>Connecting Cheltenham</i>' which seeks to respond to Cheltenham Place Vision and its approach to place-making, responds proactively to the climate change agenda, and addresses issues of connectivity both within Cheltenham and outside in a way that offers real choice whilst promoting sustainable forms of transport, including public transport, cycling and walking. This strategy will help inform future priorities and investment in transport within the Borough, will feed into the review of the Gloucestershire Local Transport Plan, will form the evidence base to support future funding bids for delivery of transport infrastructure for Cheltenham and be used in the negotiation of planning obligations linked to future developments across the Borough.</p> <p>The strategy has been developed through engagement with key stakeholders and elected members and this final version reflects feedback arising from a member seminar and a review by the Overview and Scrutiny Committee.</p>
<b>Recommendations</b>	<ol style="list-style-type: none"><li><b>1. To approve Connecting Cheltenham as the transport strategy for Cheltenham;</b></li><li><b>2. To use the strategy as the basis of the council's input into the review of the Gloucestershire Local Transport Plan;</b></li><li><b>3. To use the strategy in future negotiations across the borough associated with new development through the Section 106 process and to inform future Community Infrastructure Levy allocations;</b></li><li><b>4. To seek support from Tewkesbury Borough Council to use the strategy in regard to new development outside the borough boundary through the Section 106 process and to inform future Community Infrastructure Levy allocations.</b></li><li><b>5. Delegate authority to the Director of Planning, in consultation with the Executive Director Finance and Assets, to prepare a programme for delivery which identifies short, medium and longer term priorities and the approach to funding. This programme for</b></li></ol>

delivery to be brought back to Cabinet for consideration; and to.

**6. To use the strategy as the basis for the council to seek funding for its delivery plan.**

<b>Financial implications</b>	<p>The approach to funding a programme for delivery will be subject to a further Cabinet report for consideration and approval. Resourcing will need to be considered as part of programme planning for delivery of the strategy</p> <p><b>Contact officer: Paul Jones, <a href="mailto:paul.jones@cheltenham.gov.uk">paul.jones@cheltenham.gov.uk</a>, 01242 264365</b></p>
<b>Legal implications</b>	<p>The strategy itself will not have the status of a Local Transport Plan under the Transport Act 2000, but it is intended to feed into the review of the Local Transport Plan being undertaken by Gloucestershire County Council as the local transport authority. Local transport authorities must carry out their functions so as to implement the policies within local transport plans which must include policies for the promotion and encouragement of safe, integrated, efficient and economic transport to and from and within their area.</p> <p>The strategy will not have the status of either a development plan document or a supplementary planning document, but may form so far as may be material to any application a material consideration in the consideration of planning applications. Planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise. The Joint Core Strategy as part of the currently adopted development plan for the Council includes policies in respect of transport and infrastructure delivery and in particular INF1 provides that developers should provide safe and accessible connections to the transport network to enable travel choice for residents and commuters.</p> <p>Section 106 obligations may only be sought in respect of a particular development where they are necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to the development.</p> <p>The Council is a CIL charging authority and must apply CIL to funding the provision, improvement, replacement, operation or management of infrastructure (which includes roads and other transport facilities). A charging authority may apply CIL to funding infrastructure outside its area where to do so would support the development of its area.</p> <p><b>Contact officer: <a href="mailto:cheryl.lester@tewkesbury.gov.uk">cheryl.lester@tewkesbury.gov.uk</a></b></p>
<b>HR implications (including learning and organisational development)</b>	<p>There are no direct HR implications from this report. Resourcing will need to be considered as part of programme planning for delivery of the strategy.</p> <p><b>Contact officer: Clare Jones, <a href="mailto:clare.jones@publicagroup.uk">clare.jones@publicagroup.uk</a> 01242 264364</b></p>

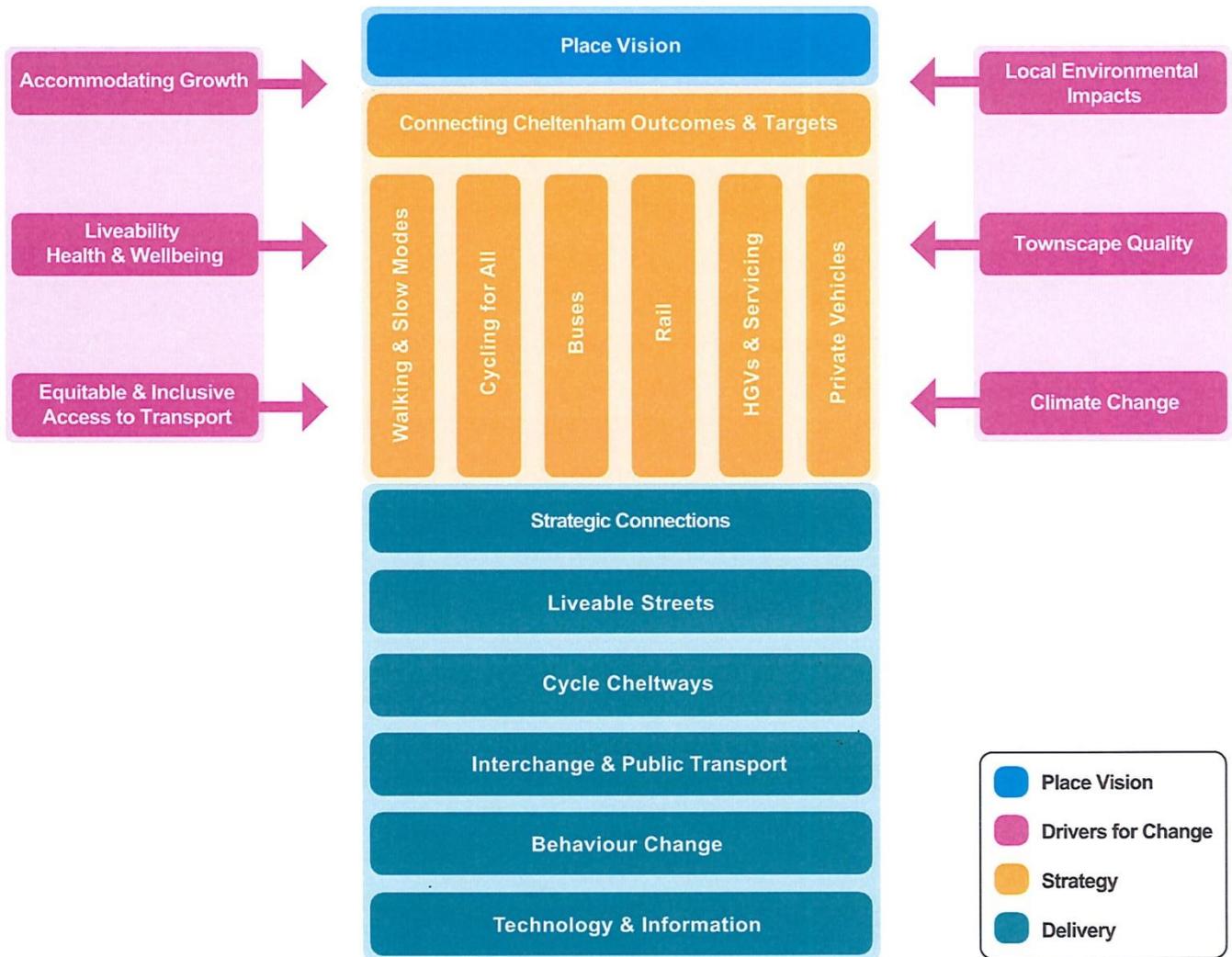
<b>Key risks</b>	<p>If the strategy is not agreed or if the delivery plan is not delivered then the wellbeing of Cheltenham will be adversely impacted.</p> <p>If funding and resourcing is inadequate then the delivery of the strategy will be incomplete.</p> <p>If the strategy and its delivery do not achieve a broad level of support from the public and key stakeholders then its intended outcomes will not be realised.</p> <p>A full risk assessment and mitigation strategy is set out in Appendix 1.</p>
<b>Corporate and community plan Implications</b>	<p>The development of 'Connecting Cheltenham' fulfils a commitment in the Corporate Plan and contributes to the realisation of ambitions set out in the Place Strategy.</p>
<b>Environmental and climate change implications</b>	<p>Transport is a major contributor to the emissions which cause global climate change and locally poor air quality as well as impacting the overall ambience of the town. By emphasising the role of active, shared and sustainable modes of transport, the strategy has the potential to deliver substantial environmental improvements and will support the council's pledge for the borough to become carbon neutral by 2030.</p>
<b>Property/Asset Implications</b>	<p>There are no direct property implications from this report.</p> <p><b>Contact officer:</b> <a href="mailto:Dominic.Stead@cheltenham.gov.uk">Dominic.Stead@cheltenham.gov.uk</a></p>

## **1. Background**

- 1.1** The Place Vision agreed by Council in March 2018 set out an ambition that ‘Cheltenham enables business growth by being better connected’ and an aspiration for ‘improved connectivity including our cycling, walking, (and) public transport ..... infrastructure’. This led in the 2018/19 Corporate Strategy Action Plan to a commitment to commission consultants to deliver a borough wide transport plan.
- 1.2** With the support of Gloucestershire County Council, a brief was developed and competitively tendered and the commission was awarded to Systra, a consulting and engineering company with several decades of experience in UK mobility and mass transit schemes.
- 1.3** The brief emphasised the need to increase walking, cycling and public transport whilst reducing the impact of private car usage; the importance of taking Cheltenham’s context into account; and the need to engage with key stakeholders at a strategic and neighbourhood level.
- 1.4** Systra undertook an initial period of research followed by a number of stakeholder workshops at which their conclusions were tested and used as the basis for co-creation of the strategy. The workshops are described in more detail in section 4 below.
- 1.5** The commission has been given added significance with the Council’s declaration of a Climate Emergency, formally approved by Cabinet in July 2019. Addressing emissions from transport is a crucial part of a response to the threat of climate change and is identified as a driver in the proposed strategy.
- 1.6** The proposed strategy is included as appendix 2 to this report.
- 1.7** The evidence base for the strategy and outputs from stakeholder workshops can be found at appendix 3.

## 2. Reasons for recommendations

2.1 The diagram below illustrates how the strategy is based on a number of drivers for change within the context of our place strategy and sets out the components of the delivery plan (recommendation 1).



2.2 The drivers identified are:

- The accommodation of increased travel demand as a result of growth and the integration of new areas and communities effectively into the town.
- Improved health and wellbeing outcomes for all (includes highway safety)
- Ensuring equitable access to transport, employment, education and services through an effective and inclusive transport system
- The reduction of local environmental impacts of transport such as air quality, noise and ecological impacts.
- The protection and enhancement of the quality and distinctiveness of Cheltenham and its neighbourhoods.
- The reduction of the wider environmental impacts of transport such as the emissions of the gases that contribute to climate change.

### 2.3 The delivery plan is designed to lead to a series of outcomes:

- The design of streets and transport infrastructure enhances the character and distinctiveness of Cheltenham.
- The way people move around Cheltenham enhances and does not harm health and wellbeing
- Cheltenham has a strong cycling and walking culture and people of all ages and abilities enjoy moving slowly, walking and cycling for all types of journeys.
- Public Transport is high quality and convenient and people of all ages and abilities can use it and choose to use it.
- The environmental impact of transport in Cheltenham is continually reduced.
- New development is fully integrated into the town and growth in travel demand is accommodated without increases in congestion.

### 2.4 These outcomes are supported by specific targets:

- Mode Share
  - To double cycle trips
  - To increase bus trips by 30%
  - To retain levels of walking
- Air Quality – Vision Zero – a long term aspiration that there are no air pollutants present in Cheltenham and that there is year on year progress towards this.
- Safety – Vision Zero – a long term aspiration that nobody is killed or seriously injured on the boroughs roads and that there is year on year progress towards this.
- Congestion – reduce total delays due to congestion year on year

### 2.5 In delivering the strategy, the Council will need to work together with partners:

- Gloucestershire County Council (GCC) is responsible for the development and delivery of the Local Transport Plan (LTP) and will be the lead authority for all highways works (other than trunk roads) including 'liveable streets' and the cycling network. It is therefore essential that the delivery plan set out within our strategy is incorporated in the review of the LTP which is currently taking place. GCC has been involved throughout the project with its Cabinet Member – Environment and Planning and several officers taking part in workshops and review meetings. The evolving strategy has been used to guide CBC's initial responses to the LTP review and it is recommended that this approach is continued as the LTP moves towards full adoption in autumn 2020 (recommendation 2)
- Improving public transport options and driving up usage will require co-ordination with transport operators
- Community organisations have a vital role to play in promoting changes in behaviour, particularly influencing a move away from private cars, and these organisations can also play a part in the delivery of street scale projects.

- 2.6** Having an adopted transport strategy is an essential step in accessing funding (recommendation 4). Potential sources of funding include:
- GCC Transport budget – it is vital that suitable delivery plan items are included in the LTP
  - Central government funding – especially for strategic connections
  - Community Infrastructure Levy (CIL) funds – the levy is charged on new developments to help deliver local infrastructure. The Council is in the process of agreeing with its JCS partners the process for determining how CIL monies will be allocated.
  - Section 106 funds – agreements with landowners for the funding of specific infrastructure in direct connection with a planning application.
  - Other third parties, e.g. transport companies.

### **3. Alternative options considered**

- 3.1** As described in section 4 below, the strategy has been through a lengthy period of development and review which has included thorough discussion of alternative suggestions for incorporation as drivers, outcomes, targets and delivery plan items.
- 3.2** If a strategy were not adopted by the Council it is very likely that Cheltenham will become more dominated by private car usage with likely increases in congestion, obesity levels, air pollution and noise levels. This will ultimately impair the town's economic wellbeing as residents, employers, employees and visitors find Cheltenham less attractive, threatening its appeal as a festival town and conflicting with the climate emergency declaration.

### **4. Consultation and feedback**

- 4.1** Two workshops were held with a broad range of stakeholders invited from local and parish councils, community organisations, accessibility groups, cycling and walking groups, local businesses, developers, transport providers, Cheltenham Development Task Force, GFirst LEP, health and education.
- 4.2** The first workshop focussed on reviewing data on travel in Cheltenham; discussing drivers for change; looking at what can be learnt from other towns and cities; agreeing target outcomes and beginning to discuss opportunities.
- 4.3** The second workshop looked in more detail at targets; specific modes of travel and ideas for inclusion within the delivery plan
- 4.4** In parallel with these, two workshops were held specifically for members (CBC, GCC (Cheltenham constituencies) and parishes) looking at the same topics.
- 4.5** The first draft of the resultant strategy was then presented to key stakeholders (selected CBC Members and Officers).
- 4.6** Following further modifications the draft strategy was presented to a member seminar and taken to Overview and Scrutiny Committee. Members comments were used to further refine the strategy, the main comments were focussed on:
- Giving more emphasis to the climate emergency
  - How the strategy could be funded

- The scope of the strategy
- The role of Gloucestershire County Council
- Clarification of data
- Walking and other slow modes of transport
- Cycling
- Cars
- Choice of targets
- Specific elements of the delivery plan – notably Strategic Connections, Liveable Streets, Interchange and Public Transport, Behaviour Change

Responses to the comments are detailed in Appendix 4

## 5. Performance management – monitoring and review

5.1 Proposals for the ongoing monitoring and review of the strategy will be made as part of the delivery programme (recommendation 5).

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<b>Appendices</b>	<ol style="list-style-type: none"> <li>1. Risk Assessment</li> <li>2. Connecting Cheltenham – Strategy Report</li> <li>3. Connecting Cheltenham – Baseline Report</li> <li>4. Response to member questions</li> </ol>
<b>Background information</b>	None

# Risk Assessment

# Appendix 1

The risk				Original risk score (impact x likelihood)			Managing risk					
Risk ref.	Risk description	Risk Owner	Date raised	Impact 1-5	Likelihood 1-6	Score	Control	Action	Deadline	Responsible officer	Transferred to risk register	
1	If the strategy is not agreed or if the delivery plan is not delivered then the wellbeing of Cheltenham will be adversely impacted.	Director of Planning	06/09/19	4	4	16	Reduce	Approve strategy  Put in place partnerships and resources able to deliver the plan	Oct 2019  End 2020	Director of Planning		
2	If funding and resourcing is inadequate then the delivery of the strategy will be incomplete.	Director of Planning	06/09/19	4	4	16	Reduce	Determine and execute a funding and resourcing plan.	Ongoing	Director of Planning		
3	If the Council is unable to work successfully in partnership then the delivery of the strategy will be incomplete.	Director of Planning	06/09/19	5	3	15	Reduce	Identify appropriate partners and agree commitments to deliver.	Ongoing	Director of Planning		
4	If political, societal and/or technological change take place then elements of the strategy may be inappropriate.	Director of Planning	06/09/19	3	5	15	Reduce	Ensure outcomes, targets and the delivery plan are monitored and modified if / when appropriate.	Ongoing	Director of Planning		
5	If the strategy and its delivery do not achieve a broad level of support from the public and key stakeholders then its intended outcomes will not be realised.	Director of Planning	06/09/19	4	4	16	Reduce	Maximise buy-in via a sustained programme of engagement.  Ensure 'behaviour change' activity is given equal weight to infrastructure delivery.	Ongoing	Director of Planning		

**Explanatory notes**

**Impact** – an assessment of the impact if the risk occurs on a scale of 1-5 (1 being least impact and 5 being major or critical)

**Likelihood** – how likely is it that the risk will occur on a scale of 1-6

(1 being almost impossible, 2 is very low, 3 is low, 4 significant, 5 high and 6 a very high probability)

**Control** - Either: Reduce / Accept / Transfer to 3rd party / Close