

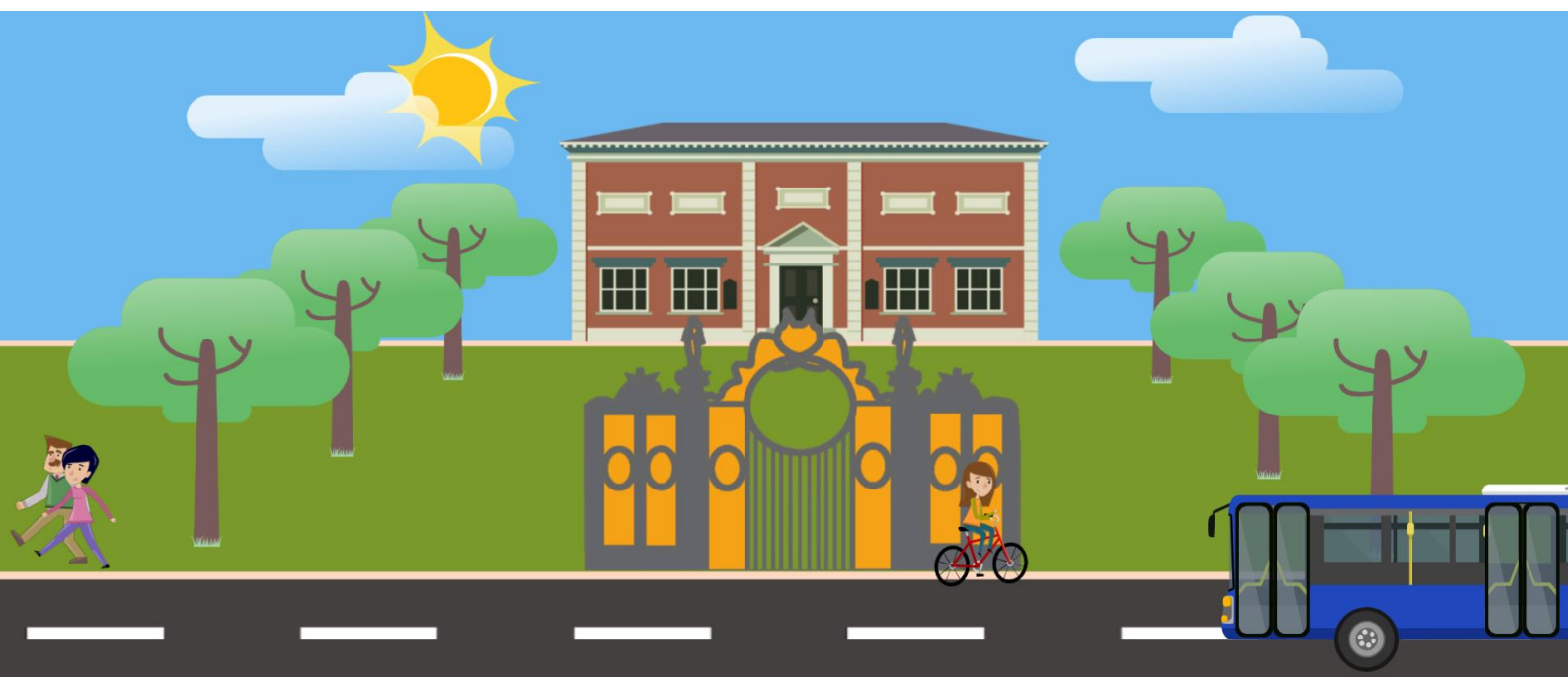
CD43.32

December 2019



WARRINGTON
Borough Council

WARRINGTON FOURTH LOCAL TRANSPORT PLAN



Part A

Defining Our Vision

Foreword

I am delighted to present Warrington's fourth Local Transport Plan.

This is a Local Transport Plan that will support the continued economic success of Warrington, the people who live here, and the companies that choose to do business here.

One of the challenges that we have faced in the development of the Plan has been tackling the impact of local air pollution that is caused by emissions from road vehicles. This has a detrimental impact on people's health in Warrington, particularly in locations close to the major roads in and around the town centre. Congestion in these locations contributes to high levels of nitrous oxides that exceed national standards.

Another challenge that we are aiming to tackle is reducing emissions from our transport network of the Greenhouse Gases that contribute to global climate change.

We have therefore set out a vision in this Plan that will transform the way that we all travel around Warrington. This will reduce the problems that high car dependency and congestion can cause by making walking, cycling, and public transport more attractive options for all of the journeys that we make. It will encourage us to lead healthier lifestyles and support the creation of a more pleasant place for us all to live and work in.

The proposals for significantly increasing the use of sustainable travel modes are supported by a programme of major transport infrastructure improvements. This includes the Western Link, a new high level bridge across the Manchester Ship Canal that has been granted Programme Entry status by the Department for Transport. This will substantially reduce Greenhouse Gas emissions in the town centre and provide the opportunity to transform provision for sustainable transport modes on existing routes into the centre.

Councillor Hans Mundry
Executive Board Member
Highways, Transportation and Public Realm



Table of contents

| | |
|--|----|
| Foreword..... | 5 |
| 1 Introduction | 9 |
| 1.1 Fourth Local Transport Plan..... | 9 |
| 2 Policy Context | 11 |
| 2.1 Transport for the North | 12 |
| 2.2 Department for Transport Major Road Network | 16 |
| 2.3 Cheshire and Warrington Local Enterprise Partnership | 17 |
| 2.4 Warrington Borough Council Corporate Strategy | 18 |
| 2.5 Warrington Emerging Local Plan | 19 |
| 2.6 Warrington Means Business | 21 |
| 2.7 Warrington Health and Wellbeing Strategy | 21 |
| 2.8 Central Area Action Plan | 22 |
| 2.9 Warrington Air Quality Action Plan | 22 |
| 3 Warrington’s Transport Challenges | 24 |
| 3.1 Addressing Car Dependency and Congestion | 24 |
| 3.2 Grow Bus Patronage | 27 |
| 3.3 Continuing the Trend in Rail Usage | 27 |
| 3.4 Improving the Walking and Cycling Offer | 28 |
| 3.5 Improving Air Quality and Reducing Transport Noise | 29 |
| 3.6 Transport Inequalities in Warrington | 31 |
| 3.7 Making Warrington Accessible for All | 33 |
| 3.8 Supporting Growth | 34 |
| 3.9 Addressing Public and Stakeholder Priorities | 34 |
| 3.10 A Need for Change | 34 |
| 4 Public and Stakeholder Consultation..... | 36 |
| 4.1 Early Consultation | 36 |
| 4.2 Consultation on Draft LTP4 | 37 |
| 5 Our Transport Vision..... | 40 |
| 5.1 Strategic Priorities..... | 40 |
| 5.2 Vision Statement and Objectives..... | 41 |
| 5.3 A Thriving and Attractive Place..... | 43 |
| 5.4 Changing How We Travel..... | 45 |
| 6 Delivering the Vision | 46 |
| 6.1 Increasing Walking and Cycling..... | 46 |
| 6.2 Transforming Public Transport | 48 |
| 6.3 Managing Demand for Private Car Travel..... | 54 |
| 6.4 Priority Transport Infrastructure | 56 |
| 6.5 Accessing Key Centres..... | 59 |
| 6.6 Future Transport | 61 |
| 7 The Policies to Deliver Our Vision..... | 64 |
| 8 Active Travel | 68 |
| 8.1 Introduction | 68 |
| 8.2 Encouraging Active Travel in Warrington | 69 |
| 8.3 Increasing Active Travel in Warrington..... | 71 |

| | | |
|-------|--|-----|
| 8.4 | Rights of Way Improvement Plan | 77 |
| 8.5 | Active Travel Policy Summary | 79 |
| 8.6 | Active Travel Actions | 79 |
| 9 | Smarter Travel Choices | 81 |
| 9.1 | Introduction | 81 |
| 9.2 | Travelling in Warrington | 82 |
| 9.3 | Supporting Economic Growth | 83 |
| 9.4 | Supporting Town Centre Regeneration | 86 |
| 9.5 | Supporting Sustainable Modes of Travel to School | 87 |
| 9.6 | Supporting Active Travel | 89 |
| 9.7 | Supporting Health and Wellbeing | 92 |
| 9.8 | Supporting Safer Travel | 94 |
| 9.9 | Supporting Equality of Opportunity | 95 |
| 9.10 | Smarter Travel Choices Policy Summary | 96 |
| 9.11 | Smarter Travel Choices Actions | 97 |
| 10 | Passenger Transport | 98 |
| 10.1 | Bus | 98 |
| 10.2 | Integrating Transport Modes | 104 |
| 10.3 | Warrington Mass Transit System | 104 |
| 10.4 | Rail | 105 |
| 10.5 | National Rail Projects | 110 |
| 10.6 | Taxis and Private Hire Vehicles | 114 |
| 10.7 | Dial-a-Ride / Warrington Community Transport | 115 |
| 10.8 | Coach | 116 |
| 10.9 | Passenger Transport Policy Summary | 117 |
| 10.10 | Passenger Transport Actions | 118 |
| 11 | Safer Travel | 120 |
| 11.1 | Introduction | 120 |
| 11.2 | Safe Systems Approach | 121 |
| 11.3 | Collisions and Casualties in Warrington | 123 |
| 11.4 | Casualty Reduction Targets | 125 |
| 11.5 | Reducing Collisions and Casualties in Warrington | 125 |
| 11.6 | Engineering and Traffic Management Measures | 126 |
| 11.7 | Encouraging Safer Behaviour | 127 |
| 11.8 | Road Safety Partnerships | 128 |
| 11.9 | Speed Management | 133 |
| 11.10 | Walking and Cycling Vulnerability | 134 |
| 11.11 | Network clarity for road users | 136 |
| 11.12 | Driving for Better Business | 137 |
| 11.13 | Increasing Security for All Road Users | 138 |
| 11.14 | Safer Travel Policy Summary | 139 |
| 12 | Cleaner Fuels | 141 |
| 12.1 | Introduction | 141 |
| 12.2 | What are cleaner fuels? | 142 |
| 12.3 | Non-exhaust emissions | 143 |
| 12.4 | Changing the Council Fleet | 144 |
| 12.5 | Supporting External Fleets to Change | 144 |

| | | |
|-------|---|-----|
| 12.6 | Supporting Residents to Change..... | 145 |
| 12.7 | New developments | 145 |
| 12.8 | Cleaner Fuels Policy Summary | 146 |
| 12.9 | Cleaner Fuels Actions..... | 146 |
| 13 | Asset Management | 147 |
| 13.1 | Introduction | 147 |
| 13.2 | Baseline Data / Evidence | 149 |
| 13.3 | Issues & Challenges..... | 149 |
| 13.4 | Our Highway Asset..... | 152 |
| 13.5 | Highway Asset Management Strategy..... | 154 |
| 13.6 | Asset Management Policy Summary | 157 |
| 13.7 | LTP Asset Management Actions and Interventions..... | 157 |
| 14 | Network Management..... | 158 |
| 14.1 | Introduction | 158 |
| 14.2 | Traffic Management Act 2004 | 158 |
| 14.3 | The Highway Network..... | 159 |
| 14.4 | Network Management Duty | 162 |
| 14.5 | Traffic Management | 163 |
| 14.6 | Parking | 165 |
| 14.7 | Manchester Ship Canal | 167 |
| 14.8 | Demand Management | 169 |
| 14.9 | A Network Fit for the Future..... | 170 |
| 14.10 | Network Management Policy Summary | 171 |
| 14.11 | Network Management Actions | 172 |
| 15 | Freight Management | 174 |
| 15.1 | Introduction | 174 |
| 15.2 | Freight Routeing and Management..... | 179 |
| 15.3 | Reducing the Impact of Freight on Air Quality | 179 |
| 15.4 | Reducing the Effects of Congestion | 181 |
| 15.5 | Multi-modal transport | 183 |
| 15.6 | Accessing Distribution Centres and Industrial Estates | 185 |
| 15.7 | Freight Consolidation Centres | 185 |
| 15.8 | Construction Developments | 185 |
| 15.9 | Lorry Parking | 186 |
| 15.10 | Freight Management Policy Summary..... | 187 |
| 15.11 | Freight Management Actions..... | 188 |

1 Introduction

Transport is an essential part of our lives as it connects us with jobs, education, healthcare, shopping and leisure. It is a key component of the economy as it links businesses with their workers, customers and clients, whilst providing for the delivery of goods.

Transport shapes our neighbourhoods and influences our lifestyles. Our choice of transport impacts on us as individuals and on our wider environment.

As a transport authority, Warrington Borough Council has a statutory duty under the Transport Act 2000, as amended by the Local Transport Act 2008, to produce a Local Transport Plan (LTP) and to keep the plan under review.

The Local Transport Plan helps us to address current and future local transport issues by providing a framework for decisions on future investment, it:

- sets objectives for transport to support our wider goals and ambitions
- establishes policies to help us achieve these objectives
- contains plans for implementing these policies

The Local Transport Plan is not assessed by or reported on to Central Government. We are accountable to our local community for its quality and delivery. It is therefore vital that this plan reflects the aspirations and priorities of the residents and businesses of Warrington.

1.1 Fourth Local Transport Plan

This is our fourth Local Transport Plan (LTP4). It is presented in three parts, as shown in Figure 2.1:

- Part A defines our vision for transport in Warrington
- Part B sets our policies regarding transport
- Part C is made up of the appendices to Parts A and B

The vision, policies, and actions identified in the Plan cover the period until 2040.

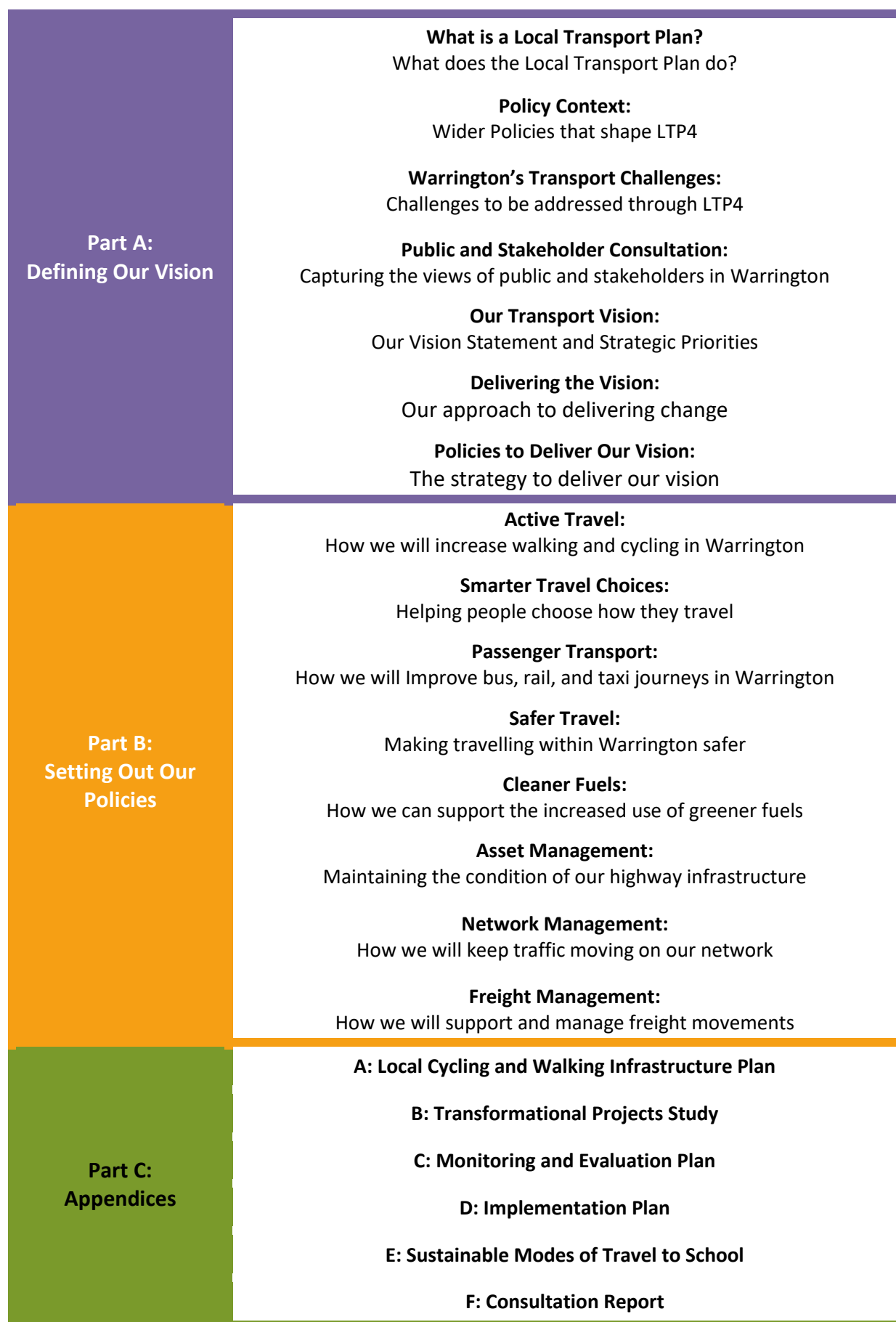


Figure 2.1 - LTP4 Document Structure

2 Policy Context

It is important that the development of the Local Transport Plan is done so with reference to the policies and strategies of internal and external partners and other bodies who have an interest in improving or managing the transport network. This is not only related to transport policies and strategies but also those which have links to transport from a wider economic, health, environmental or social perspective.

Figure 2.1 sets out the range of policies and strategies that have influenced Warrington's fourth Local Transport Plan, with the key points from each set out in the following sections.



Figure 2.1 - Policies and Strategies that have influenced LTP4 development

2.1 Transport for the North

Transport for the North (TfN) is England's first Sub-national Transport Body. It was formed to transform the transport system across the North of England, providing the infrastructure needed to drive economic growth. It brings together the North's twenty local transport authorities (including Warrington) and business leaders, together with Network Rail, Highways England, and HS2 Ltd and is working with Central Government. TfN enables the North to speak with one voice on the transport infrastructure investment needed to drive transformational growth and rebalance the UK economy.

Transport for the North's Vision is of "a thriving North of England, where modern transport connections drive economic growth and support an excellent quality of life."

In February 2019 Transport for the North published its Strategic Transport Plan ¹ which sets out the case for strategic transport infrastructure investment through to 2050. The Strategic Transport Plan focuses on transformational inter-city and pan-Northern connectivity improvements, ensuring that these are each in their own right drivers of economic growth in the North and the UK as a whole. A step change in strategic transport infrastructure investment is vital to achieve the North's economic aspirations by 2050.

There are four pan-Northern transport objectives which have informed the development of the Strategic Transport Plan, as follows:

- Transforming economic performance
- Increase efficiency, reliability and resilience in the transport system
- Improving inclusivity, health and access to opportunities for all
- Promoting and enhancing the built, historic and natural environment

2.1.1 Northern Powerhouse Rail

One of the key proposals in the TfN Strategic Transport Plan that has a potential transformative effect for Warrington is Northern Powerhouse Rail (NPR). An extract of the emerging vision for Northern Powerhouse Rail is shown in Figure 2.2. Northern Powerhouse Rail is aimed at significantly improving capacity, frequency, speed and services between the North's six main cities and Other Significant Economic Centres (OSECs), of which Warrington has been acknowledged as one.

NPR would support economic transformation in the North by delivering faster and more frequent rail journeys linking the North's six main cities with each other and Manchester Airport. It also has potential to provide much improved connectivity for other significant economic centres, and the potential to release capacity on the existing rail network for freight and other local services.

"By 2050 in a transformed North, nearly 10 million people in the North will be within 90 minutes reach of multiple economic centres in the North"

¹ <https://transportforthenorth.com/onenorth/>

In summary, NPR will bring:

- Improved connectivity to labour markets
- Improved business to business connectivity
- Improved access to universities, research and education
- International connectivity benefits
- Improved freight connectivity
- Improved connectivity for tourism and leisure
- Local growth and place making

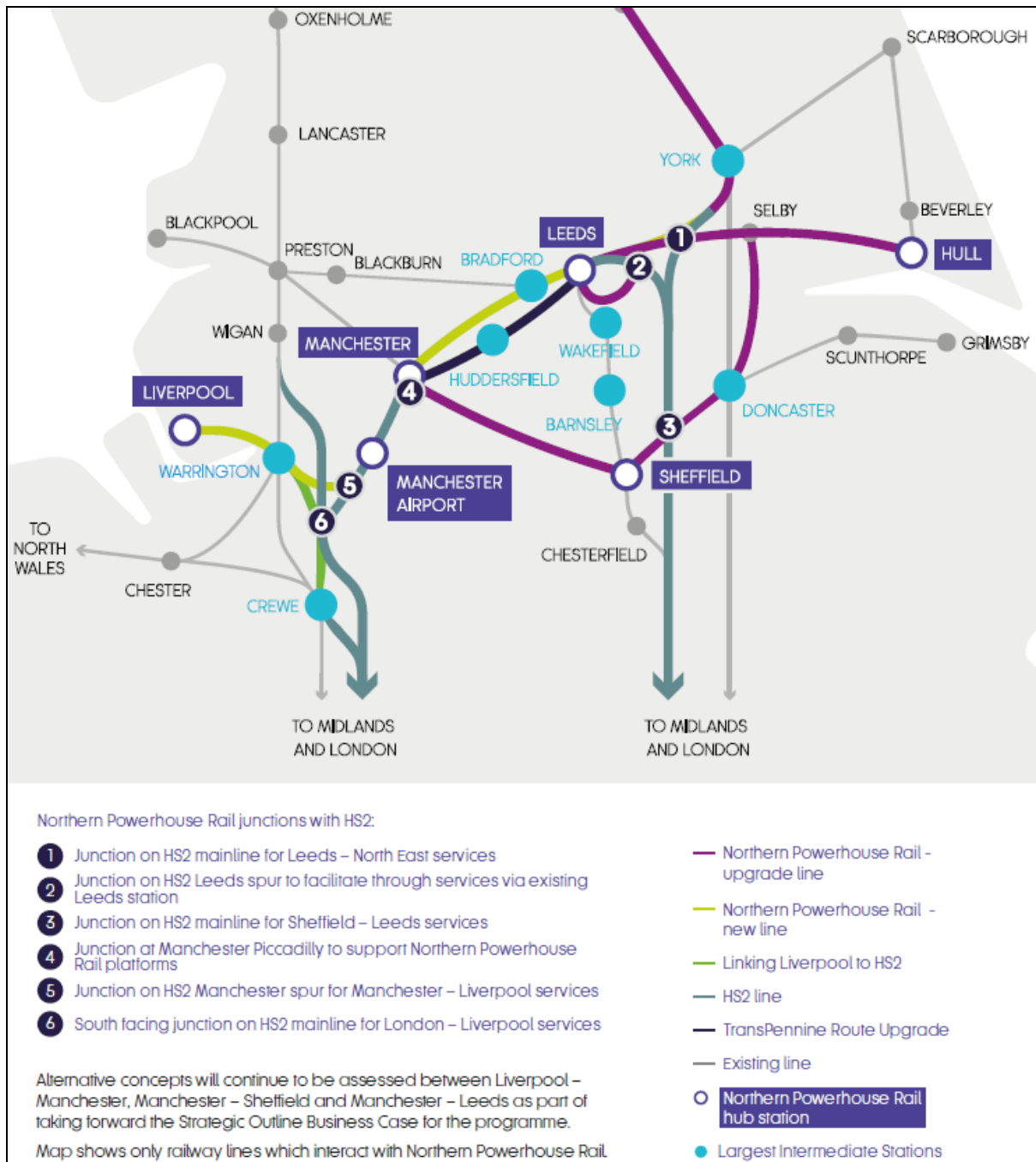


Figure 2.2: Extract of the Emerging Vision for Northern Powerhouse Rail

Transport for the North, in partnership with DfT, HS2 Ltd and Network Rail has developed a Strategic Outline Business Case for Northern Powerhouse Rail as a supporting document to the Strategic Transport Plan, which sets out the core rationale for the intervention and establishes the principle of a stop on the line being located in Warrington.

At this stage however, the exact route of the new line and the location of any station in Warrington is not confirmed. Further study work carried out in the coming months and years is required to analyse a range of strategic options for the route through Warrington and an outcome to this work is expected in the next 18-24 months.

2.1.2 Transport for the North Major Road Network²

The Highways England Strategic Road Network covers just 2% of the road network in the North, but it accounts for a significant amount of traffic flow and economic value. For much of the North it is the rest of the road network, or the ‘last mile’ of a journey, or the vital connections with key railway stations, that can make all the difference as to whether people or goods arrive on time. A focus on the Strategic Road Network alone will not allow the North to achieve aspirations for improved connectivity and economic growth.

A Major Road Network (MRN) for the North has therefore been identified that connects both current economic centres and futures economic growth locations, as well as major transport hubs to enable multi-modal journeys. With local connections alongside strategic roads, it accounts for about 7% of the roads in the North. Roads in Warrington within TfN’s MRN include sections of the A49, A57, A56, A50 and A574.

The Department for Transport have also identified a Major Road Network. This is considered further in Section 2.2, with the local extent of both networks shown in Figure 2.4.

2.1.3 Strategic Development Corridors

Transport for the North has identified seven Strategic Development Corridors within its Strategic Transport Plan. These are economic areas where the evidence suggests most progress towards the transformational growth scenario would be made by bringing forward major, strategic rail and road investment over the lifetime of the Strategic Transport Plan especially on some of the crucial east-west corridors. Warrington lies within two corridors; the Wales and West Corridor and the Southern Pennines Corridor.

The West and Wales Strategic Development Corridor³ is perhaps the most relevant to Warrington, the geographical extent of which is shown in Figure 2.3.

² <https://transportforthenorth.com/major-roads-network/>

³ <https://transportforthenorth.com/strategic-development-corridors/west-and-wales/>

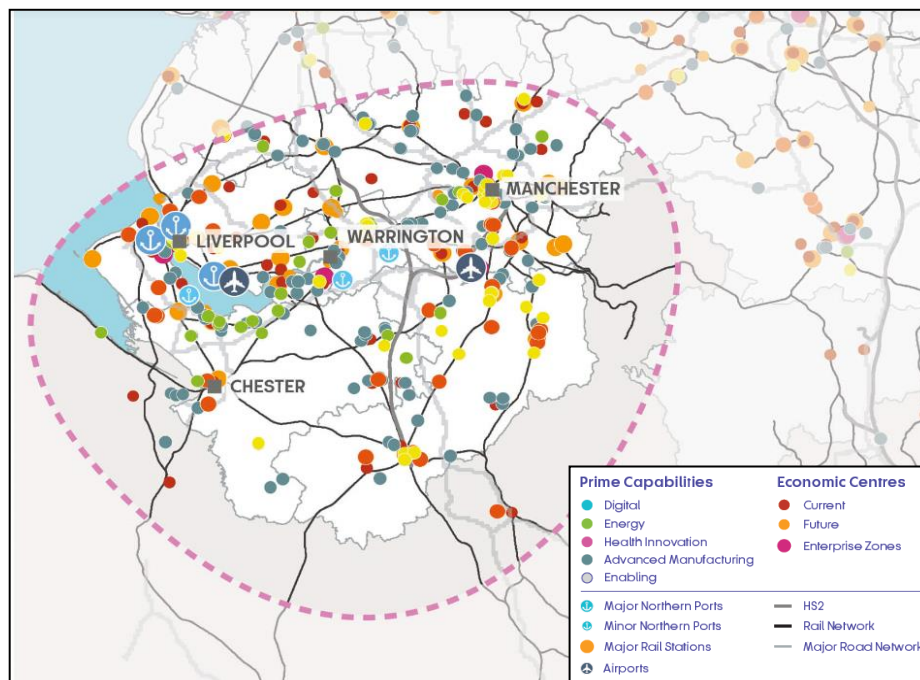


Figure 2.3 - West and Wales Strategic Development Corridor

TfN states that the West and Wales corridor can strengthen the connectivity between important and densely populated economic centres and assets, including some of the North's largest cities, such as Liverpool and Manchester. This corridor will also strengthen strategic cross-border connectivity in to North Wales and the Midlands.

Major strategic interventions can allow the important economic centres within the corridor to capitalise on inward investment and ensure that centres and assets continue to stimulate investment. A number of strategic interventions are relevant to Warrington and are set out in TfN's Investment programme (see section 2.1.4).

2.1.4 Transport for the North Investment Programme

Alongside the Strategic Transport Plan, TfN has published an Investment Programme⁴ which comprises TfN's advice to government on the long-term, multi-modal priorities for enhanced pan-Northern connectivity. The programme is split into 4 tables or stages, as follows:

- Table 1 – previously confirmed and funded schemes
- Table 2 – Highways England and Network Rail schemes already in industry processes supported by TfN for a start by 2027
- Table 3 – Additional interventions which TfN recommends are prioritised, developed further and a start on site made before 2027'
- Table 4 – Further potential priorities supported by TfN

⁴ <https://transportforthenorth.com/wp-content/uploads/TfN-final-investment-programme-19-20.pdf>

The following schemes and packages of interventions are relevant to Warrington:

| | | |
|---------|------|--|
| Table 1 | HS2 | Phase 2a - High speed rail line extending Phase 1 to Crewe |
| | HS2 | Phase 2b - High speed rail line to Manchester and Leeds, connecting to the West and East Coast Main Lines |
| | Rail | Capacity improvements including longer/additional platforms at Manchester Oxford Road and Manchester Piccadilly stations |
| | Rail | Warrington West New rail station |
| | Road | Road Investment Strategy 1, including M6 J22-25 & M62 J10-13 Smart Motorways |
| | Road | Warrington Western Link ⁵ |

| | | |
|---------|-----|--|
| Table 2 | HS2 | High speed rail hub at Crewe, including Crewe North Junction |
|---------|-----|--|

| | | |
|---------|------|--|
| Table 3 | Road | M56 Junctions 11 to 15 Capacity Improvements |
|---------|------|--|

| | | |
|---------|---------|--|
| Table 4 | NPR | Liverpool to Manchester Airport Corridor (new line) |
| | HS2/NPR | Warrington Bank Quay station (or integrated station at Warrington) |
| | Road | M6 improvements including Junctions 19 to 21A |
| | Road | M62 Junctions 5 to 10 |
| | Rail | CLC line (capacity and service improvements) & Birchwood P&R |
| | Road | Warrington 'New City' transport improvements package |

In addition to the scheme listed above, TfN has a number of other workstreams, the most significant of these is Integrated and Smart Ticketing which is described in section 6.6.

2.2 Department for Transport Major Road Network

Following a public consultation which took place in early 2018, the Department for Transport recently confirmed which roads are to be included in their version of the Major Road Network. Strict criteria were applied by the DfT in determining which roads should be included relating to the level of traffic flow and proportion of heavy goods vehicles. This has resulted in this network containing substantially fewer roads than the TfN version. It is important to note that a proportion of the National Roads Fund (the ring-fencing of Vehicle Excise Duty due to commence in 2020) will be allocated to improvement schemes on this network.

Roads in Warrington within DfT's MRN include A49 from M6 Junction 22 to Brian Bevan Island and A5060/A56 Chester Road from Brian Bevan Island to Halton borough boundary.

⁵ Western Link included in Table 3 in Strategic Transport Plan prior to Programme Entry Status announcement

The TfN Major Road Network, the DfT Major Road Network and how they interact with the Strategic Road Network in and around Warrington is shown in Figure 2.4.

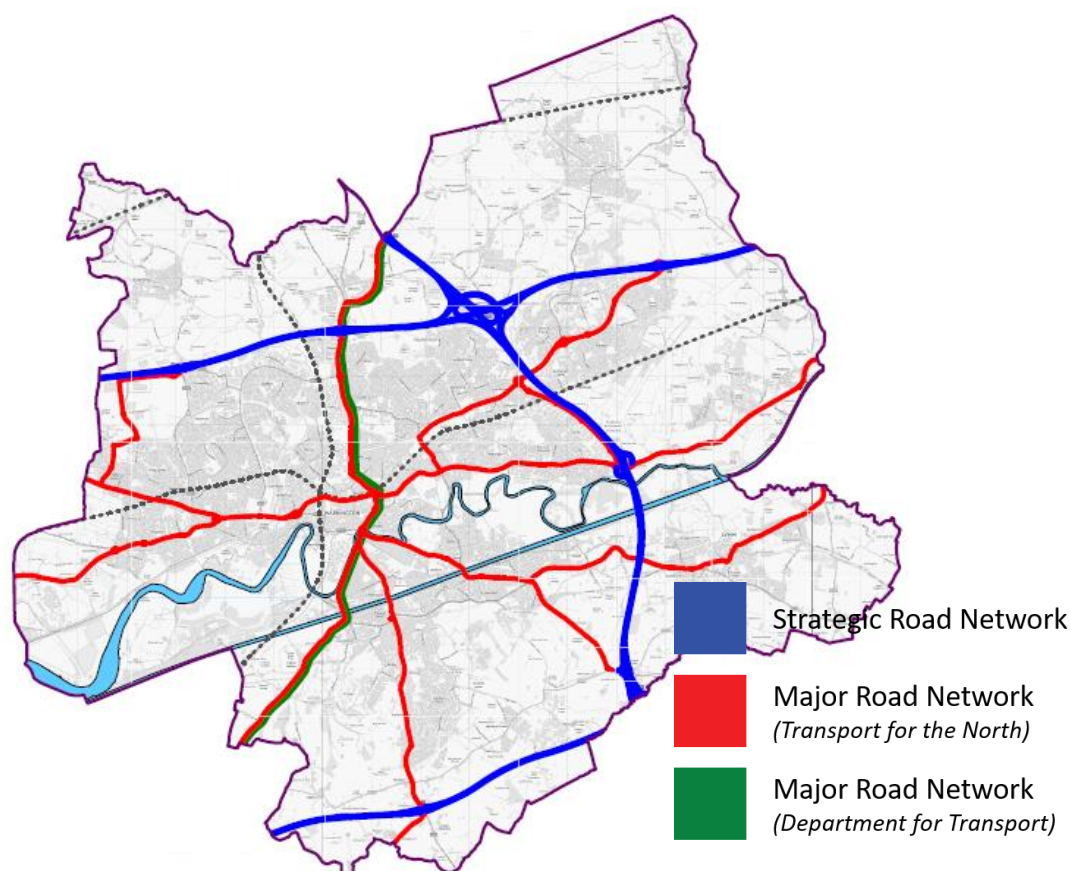


Figure 2.4 – Major Road Networks and Strategic Road Network

2.3 Cheshire and Warrington Local Enterprise Partnership

The Strategic Economic Plan (SEP⁶), produced by the Cheshire and Warrington Local Enterprise Partnership (CWLEP), covers the period up to 2040. It sets out an ambitious growth strategy for the sub-region focussing on delivering a £50 billion a year economy in terms of Gross Value Added. The SEP identifies the need for growth to be targeted in key growth opportunity areas including through the identification of four areas of focus:

- Cheshire Science Corridor
- Mersey Dee Economic Axis
- Constellation Partnership
- Warrington New City

Transport and connectivity will be central to achieving Cheshire and Warrington's aspirations for growth and supporting economic development, in particular to these spatial priorities. Effective transport networks will be crucial for the continued success of the sub region as an attractive place in which to live and do business. Improved connectivity is a central and recurring theme of the SEP. Improving accessibility will be essential for the unlocking of

⁶ <http://www.871candwep.co.uk/resources/revised-strategic-economic-plan/>

strategic and wider development sites for housing and employment as well as relieving the many congested areas of the local and strategic transport networks.

The SEP Transport Strategy that complements the SEP was consulted on in 2018. This identifies the key challenges for the transport network in Cheshire and Warrington:

- Accommodating development growth
- Congestion on strategic routes
- Sub regional movement
- Cross boundary movement
- Rural connectivity
- Dominance of car for mode share
- Low bus use
- Modernising local rail services
- Increasing levels of cycling and walking
- Digital connectivity

The CWLEP Transport Strategy⁷ includes a number of proposed schemes that are seen as essential to achieving Cheshire and Warrington's growth plan.

2.4 Warrington Borough Council Corporate Strategy⁸

The Warrington Borough Council Corporate Strategy for 2012-20 sets out our vision for Warrington:

We will work together with our residents, businesses and partners to create a place that works for all.

The priorities set out in the Corporate Strategy are shown in Table 2.1.

| Our Pledges | Priorities |
|--|--|
| Opportunities for the Most Vulnerable | Ensure the safety and wellbeing of our vulnerable adults and children |
| | Support people to live as independently as possible |
| | Provide access to quality care, support education and learning provision |
| Grow a strong economy for all | Invest in, maintain and build the town's economic, cultural and environmental infrastructure |
| | Ensure the borough is well connected and accessible |
| Build strong, active, and resilient communities | Ensure there are sufficient numbers of new homes and good quality and affordable housing to meet local need and support growth |
| | Promote and support healthy, prosperous and vibrant communities |
| | Ensure our residents are well educated, skilled and have opportunities |

⁷ <http://www.871candwep.co.uk/resources/draft-transport-strategy/>

⁸ <https://www.warrington.gov.uk/info/201114/publications-and-strategies/45/corporate-strategy-2018-20>

| Our Pledges | Priorities |
|--------------------------------------|--|
| | to learn and work |
| Create a place to be proud of | Work with the community to ensure our streets are clean, safe and tidy |
| | Create a cultural vision and plan, celebrating the town's history and heritage |

Table 2.1 - Corporate Strategy Priorities

The Local Transport Plan will directly contribute to a number of these priorities, such as investing in infrastructure, ensuring that the borough is accessible and making streets safer. Transport supports the delivery of others by connecting communities to services and employment.

2.5 Warrington Emerging Local Plan⁹

LTP4 includes policies and actions intended to address current transport challenges in the borough, and sets out a vision to support economic and housing growth.

The Proposed Submission Version of our Local Plan was subject to public and stakeholder consultation at the same time as the draft LTP4. Following consultation the Local Plan will be submitted to the Planning Inspectorate and be subject to Public Inquiry.

The Proposed Submission Version outlined significant housing and employment growth across the Borough. It is vital that our transport networks are able to support this growth. The LTP4 was developed alongside the Local Plan to allow us to identify a strategy that supports the growth in the number of trips.

The vision of the Proposed Submission version of the Local Plan was:

Vision – Warrington 2037

By 2037, Warrington will be a place that works for all:

- Providing opportunities for the most vulnerable
- With a strong economy that benefits everyone
- With strong, active and resilient communities
- Will be a place to be proud of

Warrington's growth will be positively planned to ensure that new homes, jobs and businesses are supported by major improvements to the Borough's infrastructure, to the benefit of existing and new communities alike.

Warrington will consolidate its position as one of the most important economic hubs in the UK and will see the development of major new employment locations. Its highly skilled workforce will support a wide range of economic activities, including engineering, hi-tech manufacturing, business services, logistics and research and development.

⁹ <https://www.warrington.gov.uk/info/200564/planning-policy/1903/local-plan>

Warrington's central position within the Northern Powerhouse provides businesses with unrivalled access to the Manchester and Liverpool conurbations, the Manchester Ship Canal and the national road and public transport networks. The future intersection of the two new major national rail routes, HS2 and Northern Powerhouse Rail, in Warrington will further enhance the Town's strategic connectivity.

New housing development will support Warrington's economic growth and will be focused on creating attractive, well designed, sustainable and healthy communities. New homes will meet a wide range of needs including those of families, those struggling to afford their own home, elderly people and disabled people.

The character of Warrington's places will be maintained and enhanced with a vibrant town centre and main urban area, surrounded by attractive countryside and distinct settlements. The unique elements of the historic, built and natural environment that Warrington possesses will be looked after, well managed, well used and enjoyed.

Warrington's rich green space network (comprising radial green routes and the circuit of parks and open space encircling the Town Centre and Waterfront) together with its extensive network of waterways will provide a framework for Warrington's growth and key development areas. Major new parks, new green links and increased access to river and waterside frontages will improve leisure opportunities and increase the borough's biodiversity.

New development will be successfully integrated into Warrington's transformed public transport system. The enhanced Green Space and Waterways network will provide popular, high quality walking and cycling routes that promote active lifestyles, reduce carbon emissions and contribute to improving air quality.

The Mersey valley running through the centre of the town together with the river itself and the Ship Canal will provide an attractive setting for new development at Warrington Waterfront and the regeneration and development of the Town Centre. The Town Centre and Warrington Waterfront will become a focus for urban living with higher density residential developments. The town centre will strengthen its role as the hub of the Warrington's commercial and recreational life with a greatly enhanced cultural offer.

New development will be energy efficient and Warrington will generate a greater proportion of its energy needs from renewable sources. The Town will be at the cutting edge in the use of new technologies – particularly in terms of communications and information and low / zero emission vehicles. Warrington will be a 'smart' place.

Warrington's levels of recycling will continue to increase, whilst municipal and commercial waste will be reduced. New waste facilities will ensure that residual waste is sustainably managed. Warrington's mineral resources will be protected and contribute to the region's future resource needs.

2.6 Warrington Means Business¹⁰

Warrington Means Business is Warrington Borough Council's and Warrington and Co's programme to drive economic growth in the borough and release the true potential of the place and its people. It does not set policy, but provides an overarching programme to deliver transformational projects and support the Council's policy framework.

The aspiration that underpins Warrington Means Business is to: *Unleash the potential of Warrington's people, its businesses, its connectivity and its place, to accelerate economic growth and reinforce Warrington as a strong national driver of prosperity.*

Warrington Means Business will reinforce Warrington as a place that is:

- Smart and connected - digitally, nationally and locally
- Best for business with the best places for business
- Talented with talented people
- Clean and green - moving towards being carbon neutral
- Liveable and attractive - to live, work, visit and do business
- Vibrant and dynamic - with an urban lifestyle focused on the town centre
- Inclusive - where everyone can enjoy the benefits of the town's success
- Outward-looking and confident - working on a larger footprint and in partnership.

Warrington Means Business sets out a number of key strategic connectivity projects that will enhance our national and regional connectivity. These are:

- Rail and the Warrington National Rail Hub focused on Warrington Bank Quay station.
- Freight and Port Warrington
- Motorways and Warrington's Strategic Orbital
- Aviation - Manchester and Liverpool John Lennon Airports
- Digital Connectivity and the Smart Town.



2.7 Warrington Health and Wellbeing Strategy

The vision of the Health and Wellbeing Strategy is “Warrington is a place where we work together to create a borough with stronger neighbourhoods, healthier people and greater equality across all our communities.” Transport plays an important part in delivering that vision. The priorities of the strategy that transport can directly support are:

¹⁰ https://www.warrington.gov.uk/sites/default/files/2019-11/111119_cabinet_-_agendapack.pdf

- Communities are strong, well connected, and influence the decisions that affect them
- All local people have access to, and benefit from, a strong economy with quality local jobs
- Housing and the environment enable people to make healthy choices
- Children and young people get the best start in life in a child friendly environment
- There is a strong system-wide focus on promoting wellbeing, preventing ill-health and addressing inequalities.
- There is a sustained focus on addressing lifestyle risk factors and protecting health

2.8 Central Area Action Plan

At the same time that draft LTP4 was being consulted on, stakeholder engagement to inform a Regeneration Masterplan and associated Action Plan for the Central Area of Warrington was also being undertaken. This stakeholder feedback has been used to inform transport policy in LTP4.

Delivery of the projects within the final Central Area Masterplan will be fundamental to the overall success of other key strategies, including LTP4, in particular in terms of inclusive growth and well-connected, economically vibrant and healthy communities.

2.9 Warrington Air Quality Action Plan¹¹

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas. Warrington Borough Council is committed to reducing the exposure of people in Warrington to poor air quality in order to improve the health and wellbeing of our residents.

The Council's Air Quality Action Plan (AQAP) sets out a number of actions to try to improve air quality specifically within Air Quality Management Areas (AQMAs) but also across the wider borough. The AQAP initially focuses on a framework of policies and plans that will support wider actions to improve air quality. The AQAP will be amended and updated as necessary to take into account measures that have been completed and new evidence of air quality impacts.

The actions in the current 2018 AQAP relevant to the Local Transport Plan are shown in Table 2.2.

¹¹ <https://www.warrington.gov.uk/info/201090/environmental-issues/2024/air-quality-and-pollution>

| Type of Action | Action | Summary Description |
|-------------------------|--|---|
| LTP4 Development | Walking and Cycling Strategies and Programme | A Local Cycling and Walking Infrastructure Plan will be developed and adopted as a daughter document of LTP4. |
| | Public Transport Strategy and Programme | A new Public Transport Strategy will be developed within LTP4 aimed at making public transport a more attractive choice for people in Warrington. |
| | Cleaner Fuels Strategy and Programme | As part of the programme to develop LTP4 we will develop a strategy focussing on encouraging the uptake and use of Electric Vehicles. |
| | Smarter Choices Strategy and Programme | We will develop a new Smarter Choices Strategy, complementary to other strategies such as Cycling, Walking, Cleaner Fuels, and Public Transport. |
| | Taxi Strategy and Programme | As part of the review for LTP4 we will be developing an updated Taxi Strategy that will seek to reduce emissions from taxis |
| Wider Policies | Council Procurement Policies | Warrington Borough Council's procurement policies will be reviewed to encourage and prioritise the use of Low Emission Vehicles |
| | Clean Air Zone Feasibility Study | Clean Air Zones are being considered at locations across the UK where there is an identified need to reduce the number of the most-polluting vehicles entering an area. We will commission a study to inform a decision about implementing such a zone in Warrington |
| Transport Interventions | Highways England / TfN Working Group | Actions to improve air quality by the Council within the Motorway AQMA are limited. A formal working group is to be set up between transport officers from the Council, Highways England and TfN to assess potential actions. The working group is likely to deliver this work as an agenda item within existing transport meetings |
| | Warrington Intelligent Transport System | Warrington was awarded c. £300k from Department for Transport to produce a pilot system which monitors journey time on key corridors. We will seek further funding to increase the use of new technologies. |
| | Chester Road Cycle Way | Create a promenade route alongside the River Mersey and A5060 Chester Road Super Route, linking the Trans-Pennine Trail to Town Centre via Centre Park |
| | Burtonwood to Omega Cycling/ Walking Link | A shared use path alongside Burtonwood Road/Clay Lane, and upgrade Barn Lane to provide link between Burtonwood and Omega/Gemini. |
| | Warrington West Rail Station | A new station that will support more sustainable commuting. |
| | Highway Infrastructure Programme | Programme of highway improvements that includes: <ul style="list-style-type: none"> Centre Park Link Warrington Western Link |

Table 2.2 - Relevant Actions from the Air Quality Action Plan

3 Warrington's Transport Challenges

Warrington's continued success as a place to both live and work is dependent on a transport network that is safe, convenient, and reliable for users of all transport modes. The role of this LTP4 is therefore to support the development of that network by addressing current problems; and identify improvements that support growth.

3.1 Addressing Car Dependency and Congestion

One of the most significant challenges facing Warrington is the dependency on car travel. The New Town development pattern has favoured the car. Warrington has very high car ownership levels (81%) and this is above the 74% national average. As a result, the car is the travel mode of choice in Warrington and dominates the highways network. The travel to work modal split from 2001 and 2011 Census data, shown in Table 3.1, shows that nearly three quarters of Warrington residents drive to work.

| Travel to Work Mode | 2001 | | 2011 | | Mode Share Change | Change in Absolute Number of trips |
|--------------------------------------|--------|------|--------|------|-------------------|------------------------------------|
| | Number | % | Number | % | % | % |
| Underground, metro, light rail, tram | 157 | 0.2 | 142 | 0.2 | 0 | -9.6 |
| Train | 1,128 | 1.3 | 2,068 | 2.3 | 1.0 | 83.3 |
| Bus, minibus, coach | 4,775 | 5.7 | 4,946 | 5.4 | -0.3 | 3.6 |
| Taxi | 414 | 0.5 | 368 | 0.4 | -0.1 | -11.1 |
| Motorcycle, scooter, or moped | 1,028 | 1.2 | 677 | 0.7 | -0.5 | -34.1 |
| Driving a car or van | 60,413 | 72.1 | 67,670 | 73.9 | 1.8 | 12.0 |
| Passenger in a car or van | 5,972 | 7.1 | 5,650 | 6.2 | -0.9 | -5.4 |
| Bicycle | 2,936 | 3.5 | 2,577 | 2.8 | -0.7 | -12.2 |
| On foot | 6,599 | 7.9 | 7,038 | 7.7 | -0.2 | 6.7 |
| Other | 323 | 0.4 | 384 | 0.4 | 0 | 18.9 |

Table 3.1 Travel to Work Modal Share in Warrington 2001-2011¹²

The dominance of the car has led to the priority for other travel modes being reduced and serious congestion problems within the town. Cars, particularly when single occupancy, make poor use of available road space and offer a less energy efficient means of travel compared to sustainable transport modes.

Car dependency in Warrington compares unfavourably nationally, with other parts of the North West, and with other new town areas across the U.K. that we can use for benchmarking, as shown in Figure 3.1.

¹² <https://www.nomisweb.co.uk/census/2011/qs701ew>

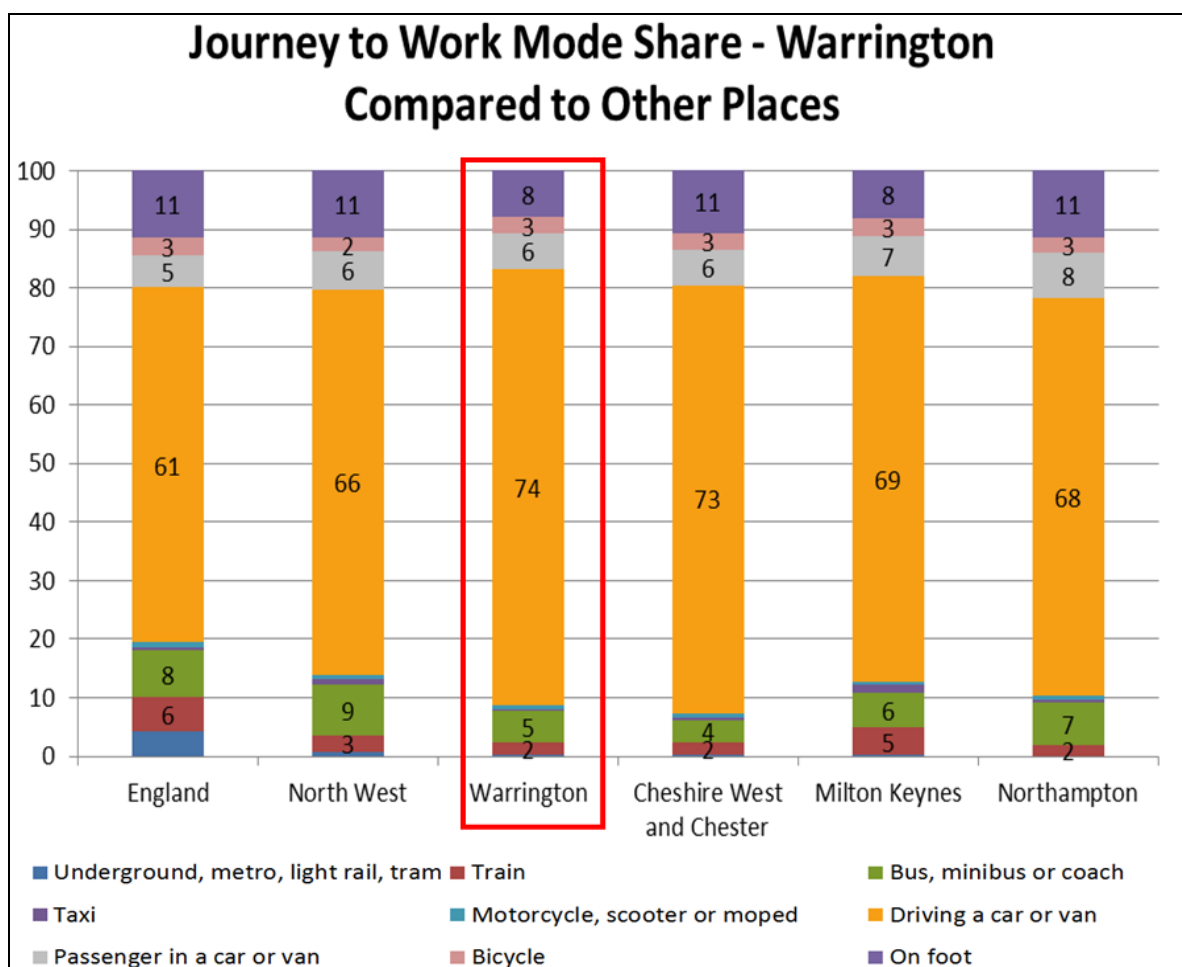


Figure 3.1 - Journey to Work Mode Share Compared to other places (Census 2011¹³)

Department for Transport data shows that between 2008 and 2018, car traffic has fluctuated over time but it has increased overall. For this data 'Major Roads' are considered to be motorways and all class 'A' roads. Total traffic on major roads in Warrington is shown in Figure 3.2.

Higher than average levels of car use is causing congestion in Warrington, leading to longer and less reliable journey times:

- Average journey times in the morning peak are approximately three minutes to travel one mile across 'A' roads. This is lower than the main metropolitan centres of Merseyside and Greater Manchester but higher than adjacent authorities. Full details are provided in Table 3.2
- In the town centre, Wilson Patten Street, as an example, has an average speed less than 10mph in peak periods, which is comparable with the average commuter cycling speed.
- Away from the town centre, the A574 (Birchwood Way) from the M6 during the morning peak has an average speed of 15-20mph, compared to 40mph during the inter-peak

¹³ <https://www.nomisweb.co.uk/census/2011/qs701ew>

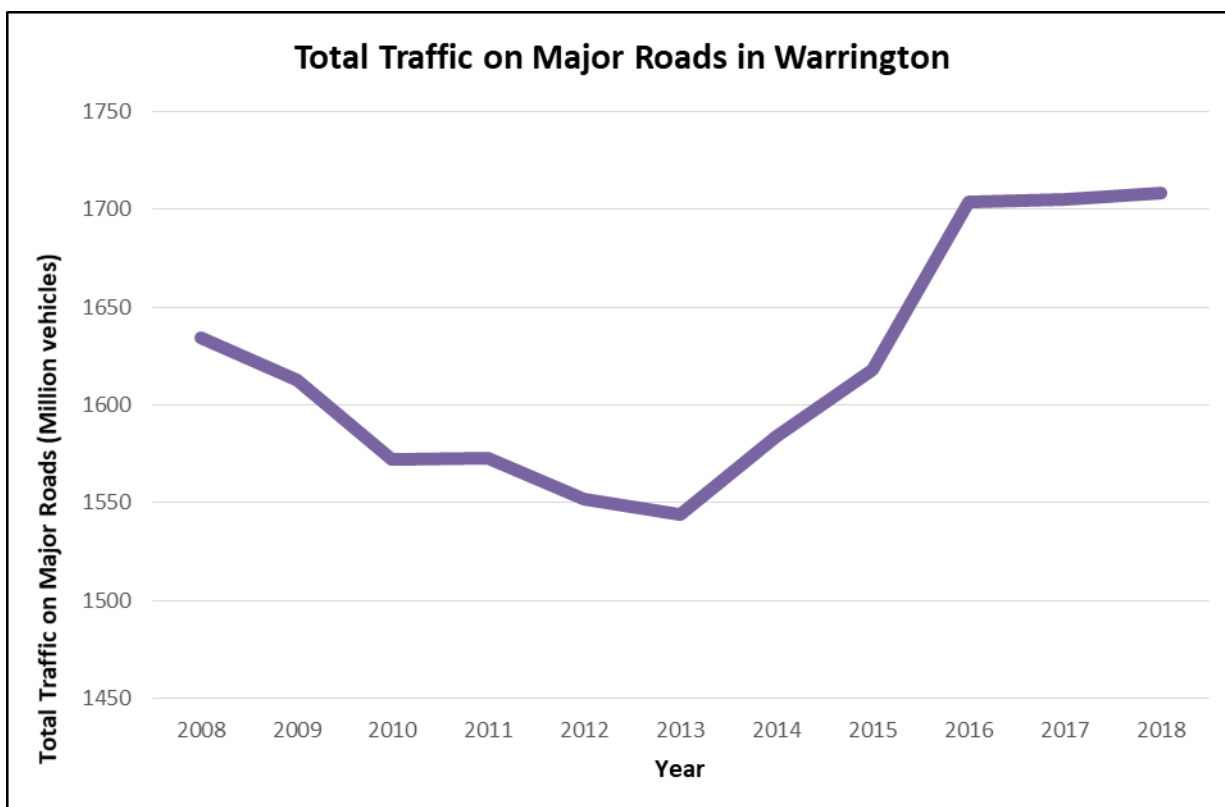


Figure 3.2 - Total Traffic on Major Roads in Warrington¹⁴

Through LTP4, we should be seeking a modal shift away from the high levels of car use towards greater use of more sustainable travel modes. Subsequently, the challenge is to develop a strategy which reduces the reliance on car travel, and in tandem, enhances the competitiveness and attractiveness of public transport and active travel. This is to ensure residents can continue to access employment and the services they need. This will help increase mobility and offer a healthier and less harmful way of travelling for residents.

| Area | Average Delay compared to inter peak (Seconds per vehicle per mile) | | | | |
|--------------------|--|-------------|-------------|-------------|----------------|
| | 2015 | 2016 | 2017 | 2018 | Change 2017-18 |
| North West | 49.5 | 50.9 | 53.9 | 53.8 | -0.1% |
| Cheshire East | 31.3 | 33.3 | 36.4 | 35.6 | -2.1% |
| Cheshire West | 31.2 | 32.4 | 34.5 | 32.6 | -5.5% |
| Halton | 26.7 | 33.2 | 34.2 | 25.8 | -24.7% |
| Warrington | 54.0 | 53.6 | 56.5 | 50.7 | -10.2% |
| Greater Manchester | 66.9 | 71.8 | 76.0 | 77.6 | 2.1% |
| Merseyside | 54.7 | 56.0 | 61.7 | 62.1 | 0.7% |

Table 3.2 - Average delay on local A roads during weekday morning peak (7-10am)¹⁵

¹⁴ <https://roadtraffic.dft.gov.uk/local-authorities/74>

¹⁵ <https://www.gov.uk/government/statistical-data-sets/average-speed-delay-and-reliability-of-travel-times-cqn>

3.2 Grow Bus Patronage

The number of people choosing to travel by bus in Warrington has reduced significantly in recent years prior to levelling off in 2016/17, as shown in Figure 3.3. This reduction has been greater than the change seen in neighbouring areas.

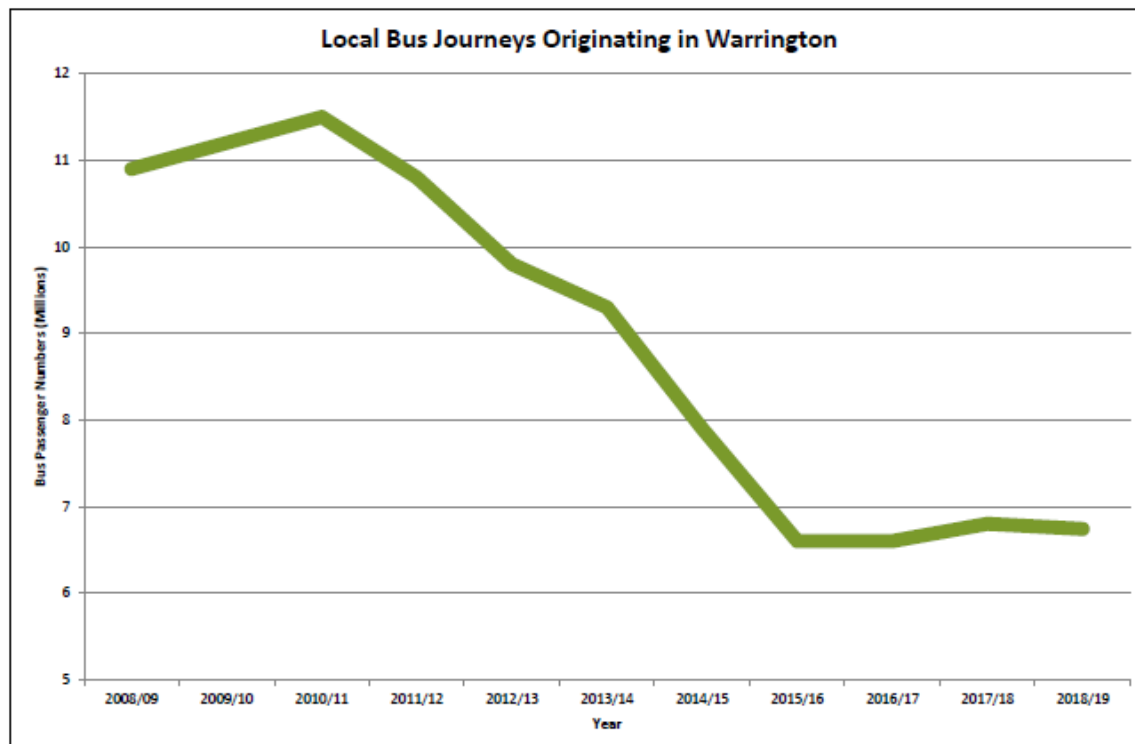


Figure 3.3 - Local Bus Journeys Originating in Warrington¹⁶

The network of services has witnessed regular change in recent years, in terms of routes, frequencies and – until 2016 – regular fare increases. Public funding for socially necessary bus services has dramatically reduced during the LTP3 period as a consequence of austerity. Through LTP4, bus services need to be made more attractive to be able to compete with private car travel. The routing of services, price of bus fares and unreliability caused by congestion have all been identified as factors that reduce the appeal of using the bus.

3.3 Continuing the Trend in Rail Usage

Whilst the number of people using bus services in Warrington has declined, the number of people choosing to travel by rail has increased significantly, as can be seen in Figure 3.4. Usage of stations in Warrington has more than doubled since 2002/03. Whilst all of the stations in Warrington are seeing increased passenger numbers, the stations that are located close to large employment sites act as both the origin of people's rail journeys to Manchester and Liverpool, but also as a destination for people travelling in to the borough to work. This is particularly true for Warrington Central, Warrington Bank Quay and Birchwood, and is expected to be the case at Warrington West once the new station is open.

¹⁶ <https://www.gov.uk/government/statistical-data-sets/bus01-local-bus-passenger-journeys>

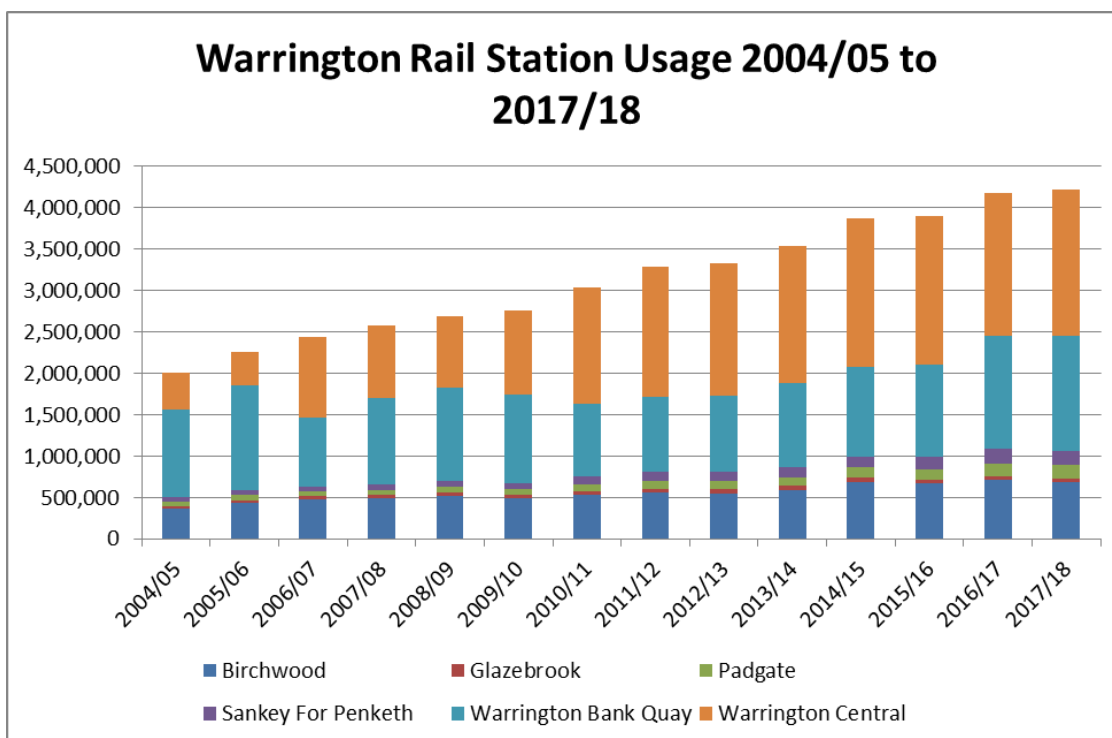


Figure 3.4 - Warrington Rail Station Usage 2004/5 to 2017/18¹⁷

In LTP4 the challenge relating to rail travel is to continue the upward trend in rail usage. This will entail ensuring the best possible services available to and from Warrington stations, and making those stations easily accessible by sustainable modes.

3.4 Improving the Walking and Cycling Offer

Cycling levels for commuting in Warrington are slightly below the national average, as is demonstrated by the 2011 Census Travel to Work data in Table 3.3. Stakeholder feedback has suggested that the dominance of the car and lack of priority in key areas of Warrington make active travel uncomfortable in areas of the borough. With this, it brings concerns over safety and reduces the appeal of cycling and walking.

| Area | % by bike |
|-------------------------|-------------|
| England | 3.0% |
| England & Wales | 2.9% |
| North West | 2.2% |
| Cheshire East | 2.6% |
| Cheshire West & Chester | 2.7% |
| Halton | 2.1% |
| Warrington | 2.8% |

Table 3.3 - Travel to Work by Cycling¹⁸

¹⁷ <http://orr.gov.uk/statistics/published-stats/station-usage-estimates>

¹⁸ <https://www.nomisweb.co.uk/census/2011/qs701ew>

However, local cycle count data suggests that the amount of cycling in Warrington is increasing, as shown by Figure 3.5. Cycle count data shows a 52% increase between 2006 and 2019.

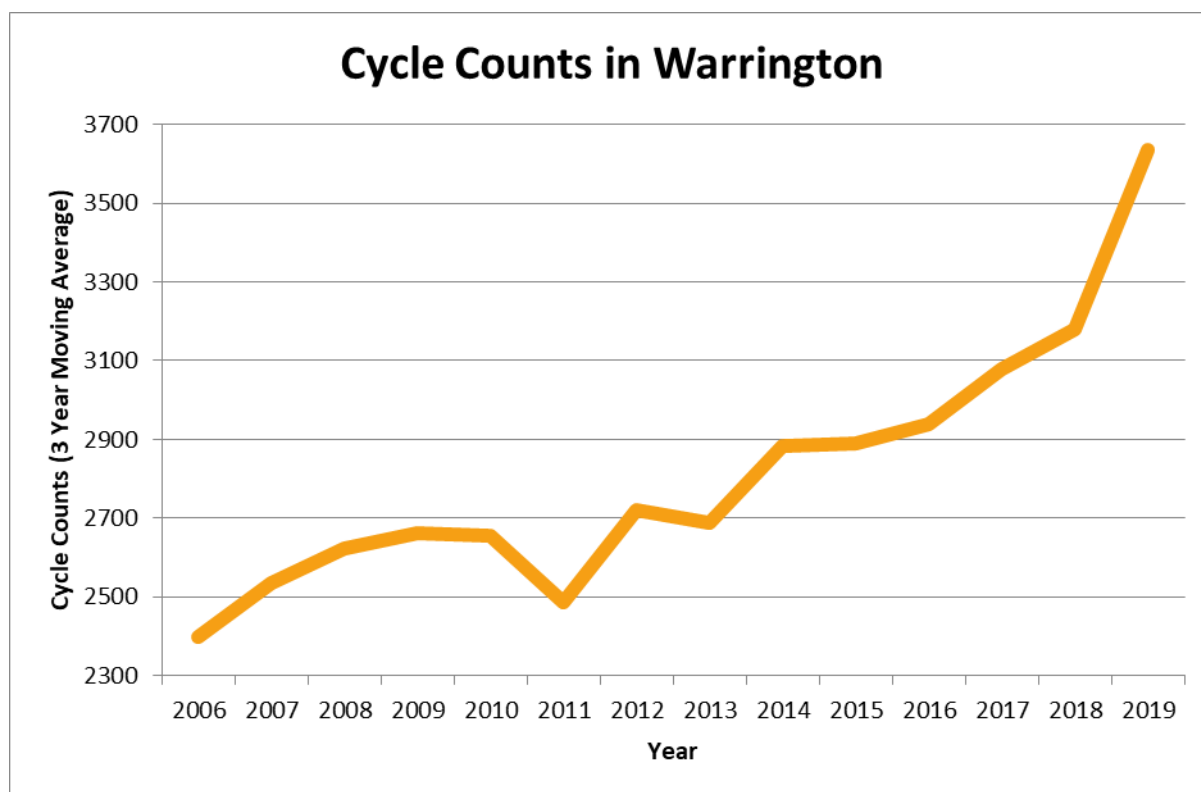


Figure 3.5 - Cycle Counts in Warrington¹⁹

Through LTP4 we are seeking to improve cycling and walking in Warrington with the development of a comprehensive active travel strategy. To make the 'Place' more cycle and pedestrian friendly we will need to:

- Improve cycling penetration into Warrington town centre
- Create a more consistent and enhanced cycle infrastructure across the borough
- Enhance cycle interchange and end user facilities
- Reduce the level of conflict between active travel users and highways traffic
- Address perceived levels of danger of cycling and walking
- Deliver high quality active travel infrastructure within new developments
- Enhance the quality of the pedestrian environment within the town centre and district centres

3.5 Improving Air Quality and Reducing Transport Noise

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of a wide number of health conditions including heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with existing poor health.

¹⁹ Warrington Borough Council Cycle Count Data

There is often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas.

Warrington Borough Council is committed to reducing the exposure of people in Warrington to poor air quality in order to improve the health and wellbeing of our residents.

There are areas in Warrington close to major roads where levels of nitrogen dioxide (NO₂) are high and exceed national standards. Two Air Quality Management Areas have been declared, and these are shown in Figure 3.6.

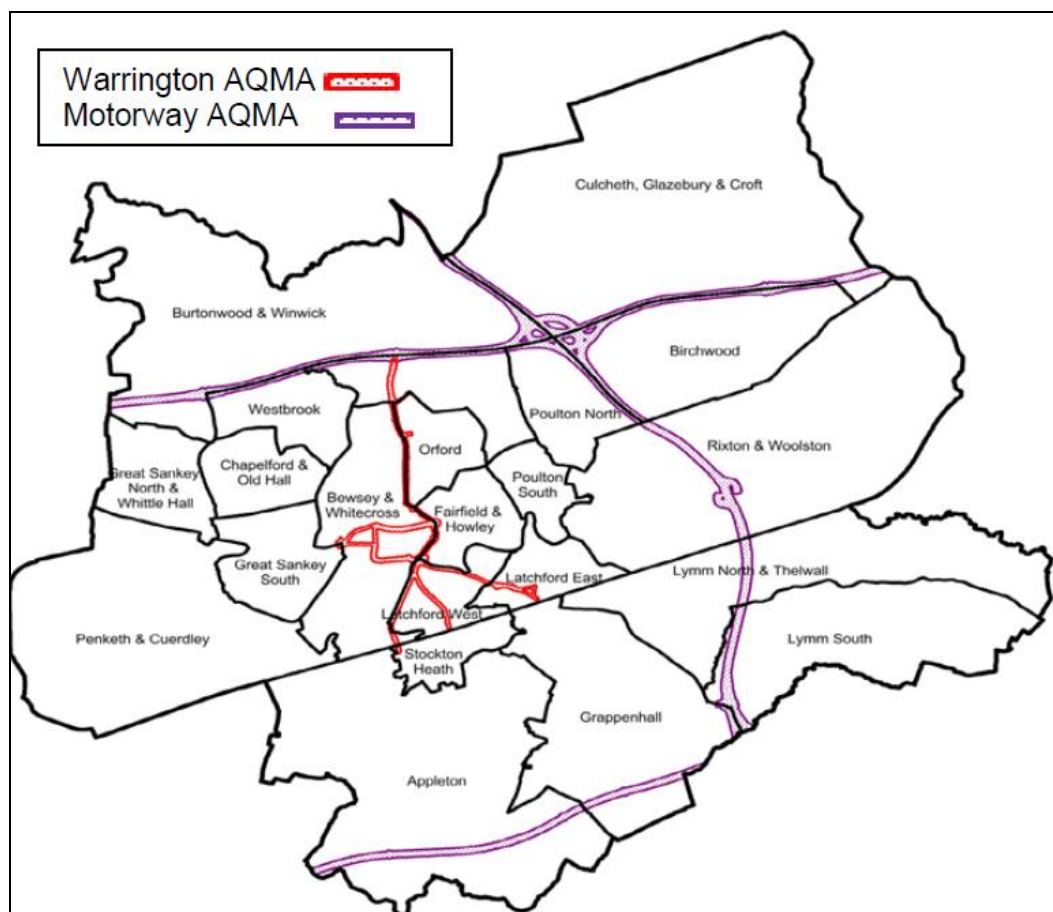


Figure 3.6 - Air Quality Management Areas in Warrington

In addition to NO₂, there are health concerns over exposure to fine particulate matter known as PM_{2.5}. There are no set national standards to be applied at a local level for this pollutant, but at some locations close to major roads there are concentrations close to, and above, the guideline value recommended by the World Health Organization.

The growth aspirations as set out in the Council's Local Plan have been assessed for air quality changes across the borough. Air quality is predicted to improve over the next 20 years if the improvements in engine technology and uptake of low emission vehicles through national and local policies are realised. Whilst NO₂ is expected to significantly improve, concentrations of PM_{2.5} will see less of a reduction and will remain of concern.

Vehicle emissions are the main local source of air pollution. 50% of NO_x transport related emissions in Warrington are from diesel cars with 38.7% from diesel goods vehicles and buses. Petrol engines are less harmful in terms of NO_x (11.3% of emissions).

Non-exhaust emissions (NEE) are particles released into the air from brake wear, tyre wear, road surface wear and resuspension of road dust during on-road vehicle usage. These emissions arise regardless of the type of vehicle and its mode of power. No legislation is currently in place specifically to limit or reduce non-exhaust emission particles.

A report on Non Exhaust Emissions from Road Traffic²⁰ that was prepared by the Air Quality Expert Group for Defra states that the available data indicate that brake, tyre and road-surface wear contribute approximately equally to UK sources of these emissions. They are predominantly derived from cars because of the much greater vehicle-km travelled for this class of vehicle. NEE particles are also an important source of metals to the atmosphere including copper and zinc. Higher emissions occur on urban roads, owing to the greater braking per km than on non-urban roads.

The most effective mitigation strategies for NEE are to reduce the overall volume of traffic, lower the speed where traffic is free-flowing, and promote driving behaviour that reduces braking and higher-speed cornering.

It is vital that we aim to improve health by reducing air quality related transport emissions through LTP4. This can be done by increasing the use of cleaner transport modes and by reducing the number of vehicles on our roads.

There are locations within Warrington which are identified as Noise Important Areas. At these locations road noise is at a level where 1% of the national population are affected by the highest noise levels from major roads according to the results of national strategic noise mapping. The population at these locations are likely to be at the greatest risk of experiencing a significant adverse impact to health and quality of life as a result of their exposure to road traffic noise. It is important that we aim to reduce traffic noise impacts through LTP4.

3.6 Transport Inequalities in Warrington

The existing transport situation is not the same across the whole borough and for all sections of our community. For example, whilst Warrington as a whole is a car dominated place, with the number of households with no car lower across the borough (19%) than the England national average (26%), the converse is true for Inner Warrington, where car ownership is much lower than it is in the more suburban and rural areas of the borough, as shown in Figure 3.7.

²⁰ https://uk-air.defra.gov.uk/assets/documents/reports/cat09/1907101151_20190709_Non_Exhaust_Emissions_typeset_Final.pdf

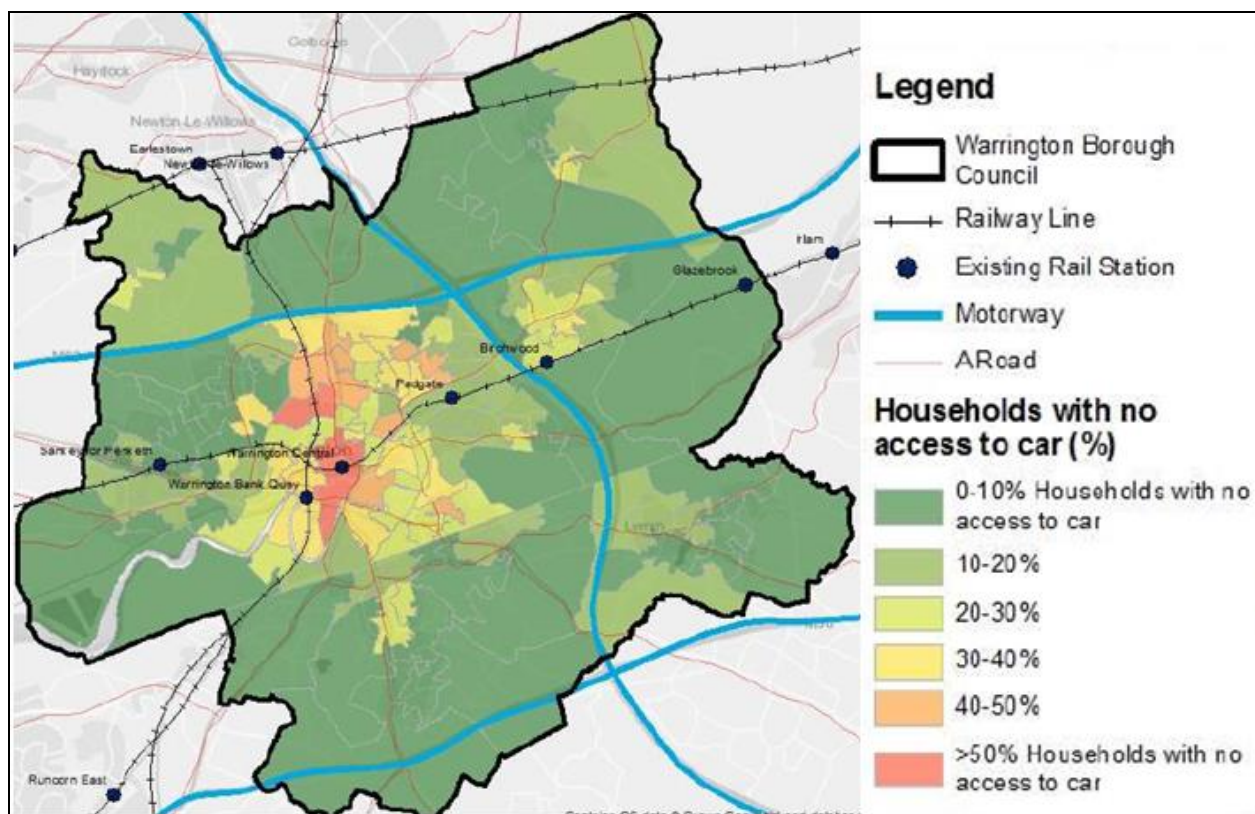


Figure 3.7 - Access to a Car in Warrington²¹

This means that the car dependent culture seen across much of the borough is not reflected in the central neighbourhood. People living closer to the centre of Warrington are more likely to walk, cycle and use the bus for day to day journeys, than people who live further from the centre. Council strategy documents, particularly the Central Area Masterplan, aim to improve the economic prosperity of this area. It is important that that prosperity is supported by transport improvements that provide residents with a choice of travel modes so that increased private car usage is not a by-product of prosperity.

A comparison between Figures 3.6 and 3.7 also suggests that whilst residents of the central neighbourhood are more likely to be affected by poor air quality, they are less likely to be the source of the pollution.

For public transport, an inequality also exists between the urban and rural areas of the borough, with access to the town centre taking significantly longer from the rural areas of the borough. Figure 3.8 shows the journey times to Golden Square by public transport in minutes. The journey time for residents living in the north east and south east of the borough can take up to an hour, making travel by public transport unappealing.

²¹ 2011 Census Data Analysed by Aecom

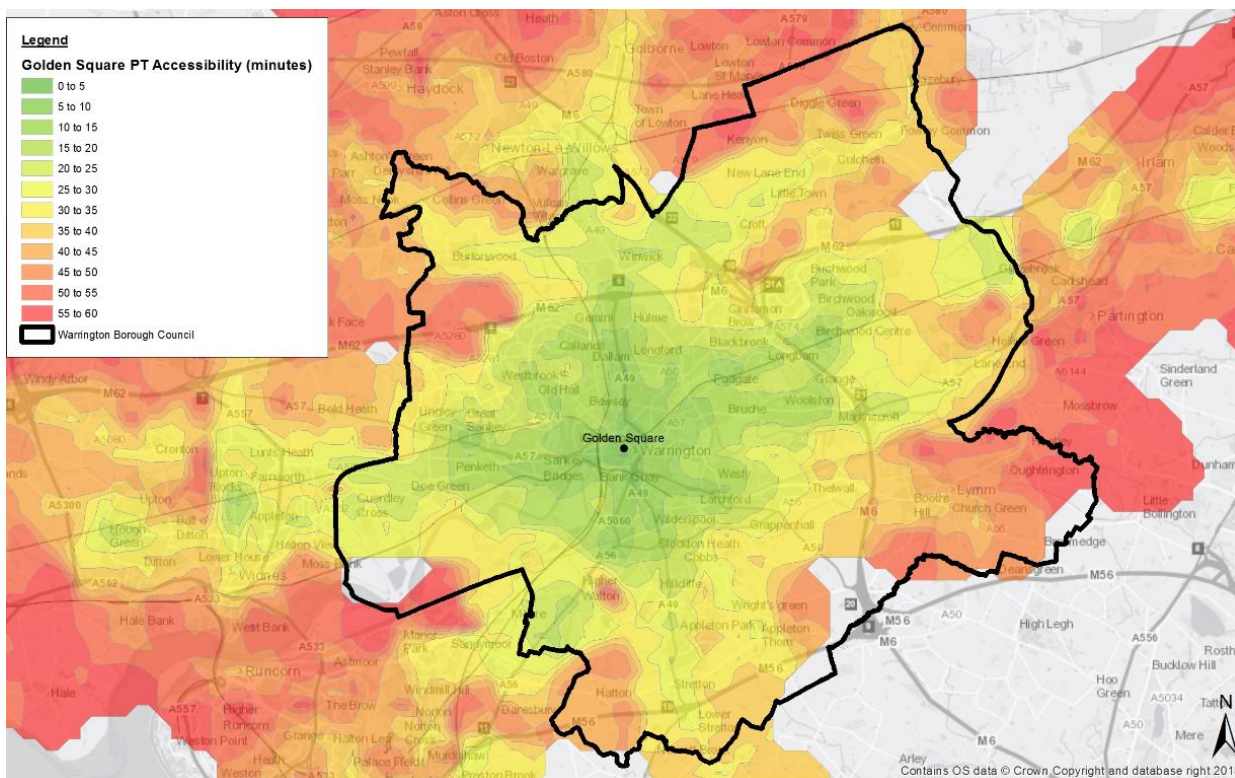


Figure 3.8 - Journey time in minutes to Golden Square by public transport (February 2019)²²

3.7 Making Warrington Accessible for All

At the 2011 Census, 8.4% of Warrington residents described their day to day activities being limited a lot by a health condition or disability. An additional 8.9% described their day to day activities being limited a little.

It is vital that people with disabilities and mobility impairments feel confident and empowered to use our transport network to access facilities, services, and employment sites.

Barriers that can prevent this include:

- walking routes not being suitable for use by wheelchairs
- street furniture causing a danger to blind and visually impaired users
- uneven footways creating a trip hazard
- air quality impacting on the health of people with breathing or lung conditions

Alongside ensuring that services in the borough are accessible people with disabilities and restricted mobility, we also need to consider the requirements of an ageing population in Warrington. This brings challenges for transport in reducing social isolation for older residents, and ensuring that, where possible, new facilities are designed in a dementia-friendly manner.

²² TRACC Accessibility Data Analysed by Aecom

3.8 Supporting Growth

There is an overreliance on the private car as a mode of transport in Warrington. The level of housing and employment growth across the Borough in the Proposed Submission Version Local Plan will result in significantly more trips being made to, from, and within Warrington. To be able to accommodate the increased number of trips there is a critical need to address dependency on the private car and increase the use of public transport, cycling and walking, as an alternative mode of transport. There is also the need for significant investment in infrastructure.

Good transport links are crucial for a successful economy, a thriving town and villages, and for giving a good quality of life to local residents. The transport challenge created by growth is therefore to address any identified shortfalls in infrastructure provision, improve connectivity and network efficiency to support economic growth, whilst reducing the need for travel by private car, improving safety, tackling air quality, encouraging active life styles; and supporting the transformational change in Warrington's transport networks and services.

LTP was developed alongside the Proposed Submission Version Local Plan, allowing us to ensure that we have identified appropriate transport strategies to accommodate the increasing demand for travel that will occur as the population and economic strength of the borough grow. A full list of the new infrastructure that is critical to the delivery of the growth that is proposed in the emerging Local Plan is set out in its supporting Infrastructure Delivery Plan (IDP).

3.9 Addressing Public and Stakeholder Priorities

It is vital that our transport policies address the needs and concerns of local residents and businesses. This is considered further in Section 4.

3.10 A Need for Change

Without a transformational change to the way that we travel we risk Warrington becoming a less desirable place for people to live and invest in. The potential consequences of taking a 'business as usual' approach to transport planning are summarised in Figure 3.10.

Consequences for People



Warrington becomes further dominated by private car travel

Our transport system increases social exclusion by cutting people off from services

Public transport services become less viable and the network shrinks

Warrington increasingly acts as a commuter town for Manchester and Liverpool

Obesity rates increase through lack of active travel choices

Health impacts of poor air quality

Consequences for Business



The town becomes an unattractive investment prospect

Warrington becomes a less attractive place to work and visit when compared to neighbouring areas and local authorities.

The retail offer in the town centre reduces

Warrington becomes an undesirable place to visit

Workplaces become increasingly inaccessible due to growing transport problems

Consequences for the Environment



Air quality worsens

Worsening of the natural and built-up environment

Increases in noise from the highways network

Increasing CO₂ emissions from transport

Increasing vulnerability to extreme weather events

Figure 3.10 - Potential consequences of not changing how we travel

4 Public and Stakeholder Consultation

4.1 Early Consultation

Feedback from the public and stakeholders has played an important part in shaping LTP4. The development of the consultation draft of LTP4 was informed by a number of early consultation fora. These included a series of stakeholder Transport Summits, the Central Area Masterplan engagement process; and responses to the Local Plan Preferred Development Option consultation. Feedback from the early consultation is summarised in Appendix F, the Consultation Report. Some of the comments received during these consultations are shown in Figure 4.1.



Figure 4.1 - Comments received during early consultation

4.2 Consultation on Draft LTP4

Public and stakeholder consultation on the draft fourth Local Transport Plan took place for nine weeks, starting on 15th April 2019, and closing on 17th June 2019.

Consultation on Draft LTP4 was run concurrently with the consultation on the Draft Local Plan. This provided stakeholders and the public with the opportunity to view and comment on these two key documents at the same time.

The key outcomes of the consultation process are set out below, with more detail on the consultation and analysis of the results available in the Consultation Report that is included as Appendix F.

4.2.1 LTP4 Vision

The consultation feedback questionnaire asked respondents about their support for the LTP4 vision.

to help make Warrington ‘a thriving, attractive and well-connected place with popular, high quality walking, cycling and public transport networks’

The responses to this question did not indicate majority support for the vision although surprisingly as shown below the follow on question on the objectives did receive strong support.

It is not fully clear why the vision did not receive similar levels of support given it informs the objectives, but concerns around the Local Plan may have been a factor. It appears that in some cases, public feeling regarding the proposed Green Belt release may have influenced feedback on LTP4. The consultation report provides analysis of the responses in more detail including sensitivity tests which break the responses down by location and age of respondent.

However, in response to the consultation feedback, the Vision Statement has been amended to reinforce our aspiration that Warrington becomes a town that is accessible for everyone and that environmental sustainability of our future transport systems is paramount. The new vision statement is:

Warrington will be a thriving, attractive, accessible, and well-connected place with popular, high-quality walking, cycling, and public transport networks supporting our carbon-neutral future.

4.2.2 Objectives

In contrast to the responses to the question on the Vision, there is strong support for all of the objectives in LTP4.

Full details can be found in the Consultation Report, but in summary all of the objectives gained majority support with between 70% and 59 % of respondents stating they either agreed or strongly agreed with the objectives as shown in Table 4.1.

| To what extent do you agree or disagree with the following objectives? | Agree or Strongly Agree |
|---|--------------------------------|
| 1. Reduce emissions from transport | 71% |
| 2. Improve safety for all highway users | 71% |
| 3. Provide people with a choice about how they travel for each journey | 70% |
| 4. Reduce traffic congestion | 69% |
| 5. Maintain and improve all transport infrastructure | 67% |
| 6. Encourage healthier lifestyles by increasing day-to-day activity | 65% |
| 7. Make Warrington a more disabled friendly place | 65% |
| 8. Improve access to the town centre for all sustainable modes | 64% |
| 9. Encourage a culture change that reduces the need for people to travel by car | 62% |
| 10. Develop a resilient and efficient transport network that supports the town's growth | 59% |

Table 4.1 - Support for LTP4 Objectives

4.2.3 Walking and Cycling Vision

There is also a strong level of support for walking and cycling improvements, with over 72 % of respondents supportive of our proposal to 'Go Dutch' and develop a high quality walking and cycling network to help benefit people's health, improve our local environment, and reduce congestion.

4.2.4 Local Public Transport Vision

Over 50% of respondents were supportive of highway improvements to support existing bus services, helping them to run more reliably and of improving the quality of bus stops and information.

The support for mass transit was less clear but still the largest number of responses (46%) was from people who agreed with the proposal to explore this further. Drilling down into the

results further, there was strong support for the mass transit proposals amongst respondents under the age of 35.

4.2.5 Demand Management Measures

LTP4 proposes future work to investigate a Workplace Parking Levy in Warrington as a means of both discouraging car use and providing a source of funding for sustainable transport improvements. The feedback for this question shows that whilst only 28% of respondents support the proposal, a significant number were also undecided and less than half of respondents told us that they do not support the proposals.

A lot of comments were submitted in response to this question. These have been recorded and will be used to inform any future investigation into Workplace Parking Levy.

4.2.6 Accessing Key Centres

The final question on the 'Vision' part of the consultation questionnaire asked people to think about access to key centres in the borough. 70% of respondents agreed that there is a need to improve access to the town centre for people to walk, cycle, and use public transport, particularly for the last mile of their journey. 81% of respondents agreed that there is a need to improve access for people to walk, cycle and use public transport to other destinations such as business parks, district centres and villages. LTP4 has been amended to reinforce the importance of such key centres as well as the town centre itself.

4.2.7 Themed Chapters

A range of comments were received on each of the themed chapters in LTP4. These have all been recorded and, where appropriate, used to amend chapters 8 to 15 of LTP4.

4.2.8 Additional Comments

Respondee to the consultation submitted a large number of comments that did not directly address the questions asked in the consultation questionnaire. The vast majority of these focussed on three topics:

- Expectation that LTP4 should be a delivery plan for Local Plan
- Oppose Local Plan growth proposals
- Air quality and carbon emissions, mainly linked to additional traffic from growth proposals

The Consultation Report provides a summary of all comments received and, where appropriate, a response to those comments and how they have been considered in the final LTP4 documents.

5 Our Transport Vision

5.1 Strategic Priorities

The Strategic Priorities and the Vision for LTP4 have been identified by considering the role that transport can play in supporting the delivery of the council's Corporate Strategy. The relationship between the Corporate Strategy and LTP4 can be seen in Figure 5.1.

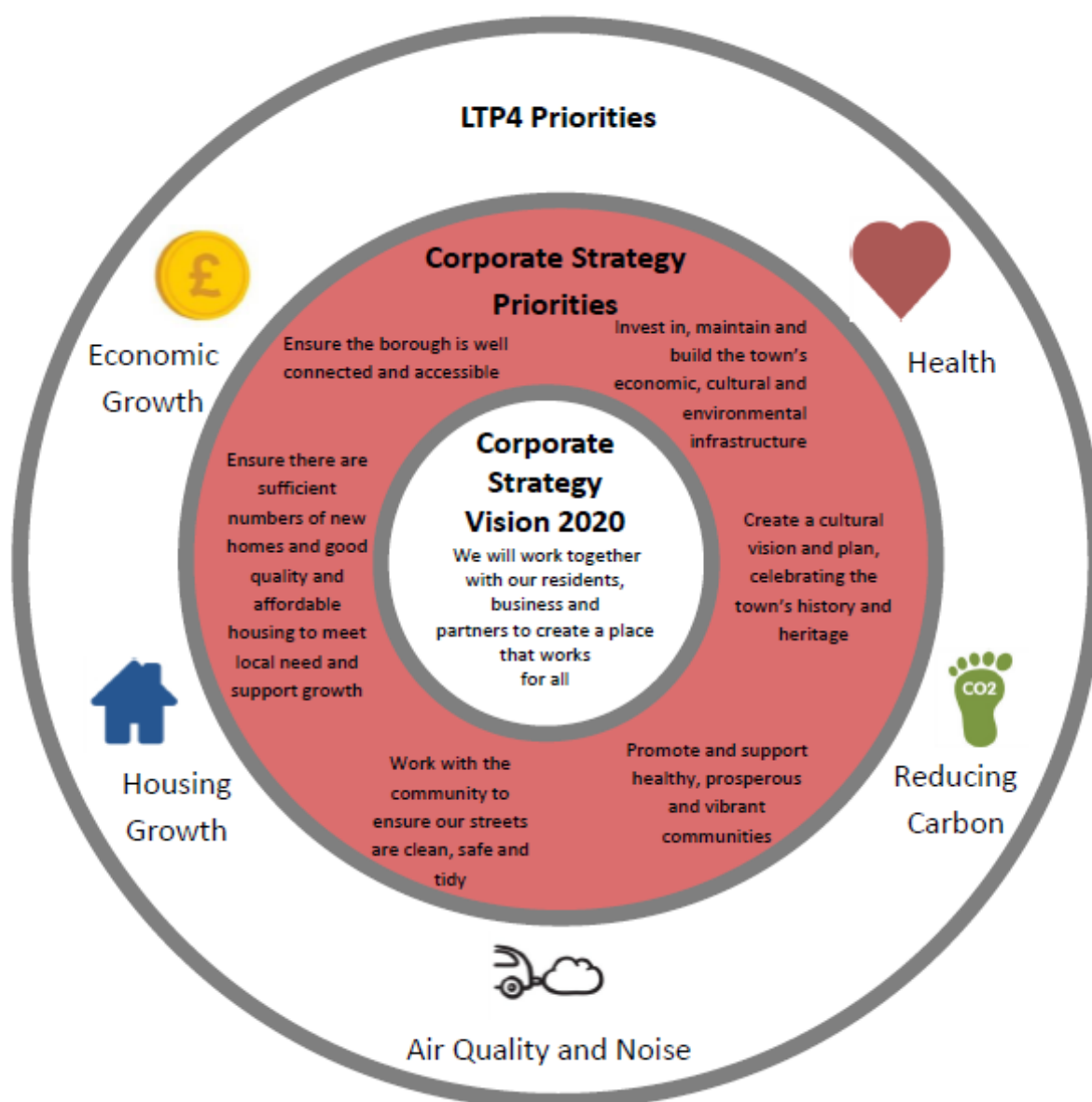


Figure 5.1 - Corporate Strategy and LTP4 Strategic Priorities

We have identified five strategic priorities that have shaped LTP4. These are shown in Table 5.1.






| Strategic Priority | | Description |
|-----------------------|---|---|
| Health |  | Transport improvements in Warrington will contribute to improved safety, health and wellbeing of residents |
| Air Quality and Noise |  | Transport improvements in Warrington should improve air quality and reduce noise in the borough. |
| Reducing Carbon |  | Transport choices in Warrington will be further developed to reduce the emission of carbon dioxide and other greenhouse gases |
| Housing Growth |  | Transport improvements in Warrington will be developed and delivered to support housing growth and development |
| Economic Growth |  | Warrington's transport and highway networks will continue to support the creation and retention of jobs in the borough |

Table 5.1 - LTP4 Strategic Priorities

5.2 Vision Statement and Objectives

The Strategic Priorities have been used to identify our Vision for LTP4, which is:

Warrington will be a thriving, attractive, accessible, and well-connected place with popular, high-quality walking, cycling, and public transport networks supporting our carbon-neutral future.

We have set out a series of objectives in Figure 5.2 that more clearly explain what that vision means for everyone in Warrington. All of the policies and interventions that have been set out in Part B of LTP4 are intended to support us in delivering our Vision and Objectives.

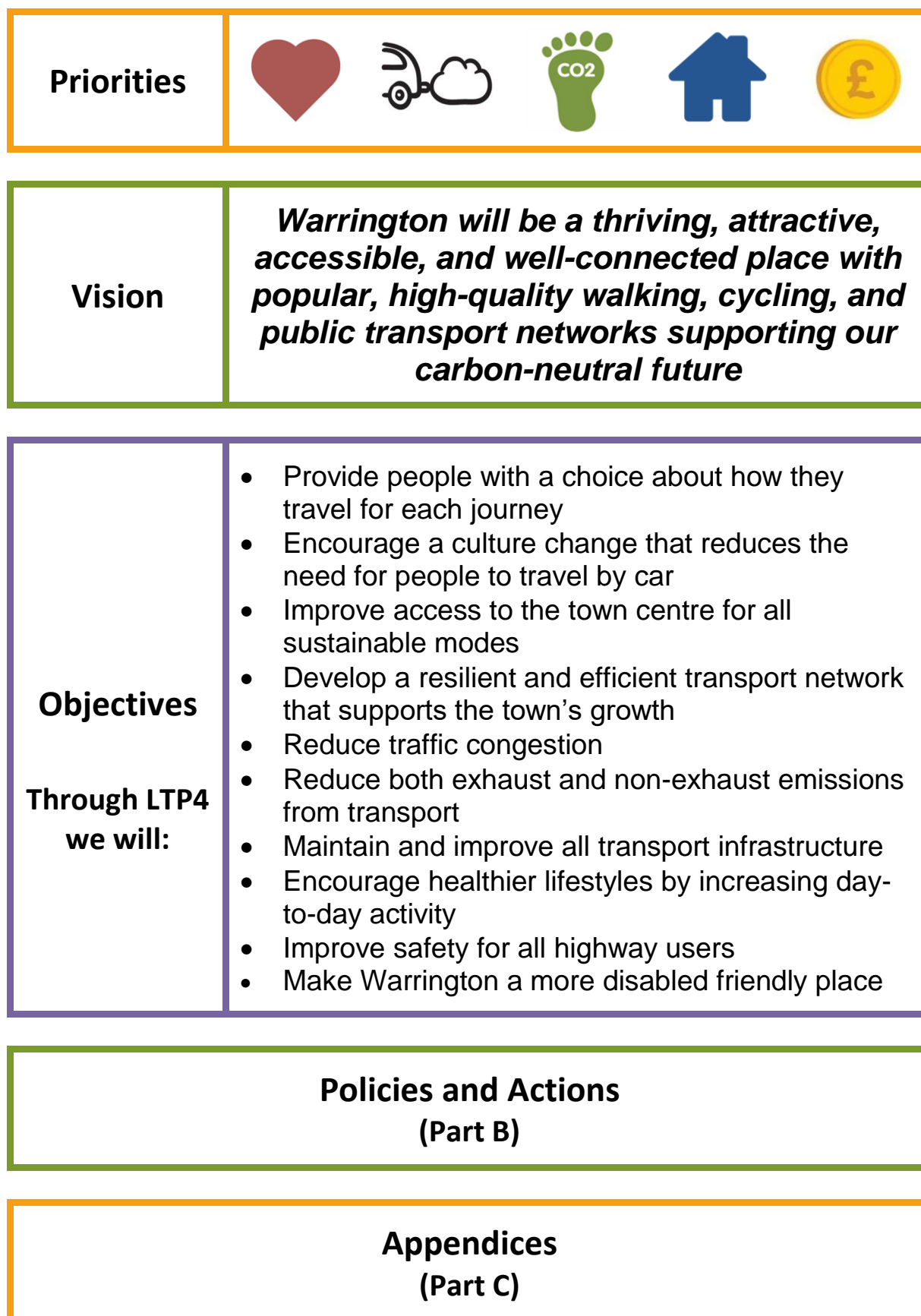


Figure 5.2 - LTP4 Vision and Objectives

5.3 A Thriving and Attractive Place



The Vision that we have set out in LTP4 is intended to not only transform how we travel around Warrington, but how the borough operates as a place.

A less car dependent culture will lead to a town centre that is less car-dominated. There will be new opportunities to travel in different, healthier ways around the borough.

Services, leisure and employment opportunities will be more accessible to everyone and Warrington will be a place that we can all enjoy spending time in.

The effect of this transformation will be felt differently in different parts of the borough.

Inner Warrington will be an attractive place to live and work that is easily accessed by all transport modes. There will be a mass transit interchange and High Speed Rail services will be accessed from a hub at Bank Quay.



Public realm improvements, improved air quality and less traffic will contribute to a more pleasant town centre environment.



Neighbourhoods in Suburban Warrington will become even more attractive places to live than they are currently. Residents will benefit from improved air quality, less traffic and improved access to the town centre.

Residents will be able to move around more easily using a frequent, convenient, reliable public transport network and attractive walking and cycling routes.

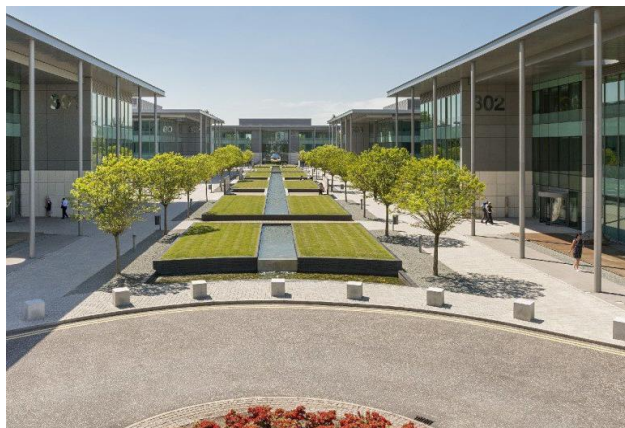
New housing developments in Warrington will be attractive places to live. They will have convenient access to the town centre and other key destinations using high quality public transport and there will be good, attractive walking and cycling facilities.

Settlements in rural Warrington will continue to be very attractive places to live, with improved connections to urban Warrington and access to the motorway network.

The thriving large employment areas outside of the town centre are a key component of Warrington's success story and this will continue into the future. These will be well-connected, attractive places to work and do business.

They will be accessible from the rail network and served by a high quality public transport offer, and will be easily and safely reached by people walking and cycling to work.

Across the borough, the improvements to both our passenger transport services and walking and cycling networks will be supported by measures that support a reduction in car dependency.



5.4 Changing How We Travel

The way we travel around Warrington has a huge impact on the character of our town and the way that we feel about the place that we live. Through LTP4 we want to create a Warrington that is not dominated by car movements, and where streets provide a space for people that is pleasant to be in.

Warrington should be a place where significantly more people choose to walk, cycle, and use public transport, allowing them to live healthier lifestyles. This requires a transformational change in the transport offer that is currently available to residents.

Fundamental to delivering our transport vision is reducing the number of trips made by private car. From Table 4.1 it can be seen that 73.9% of commuters drive to work according to Census data. Our aspiration is to reduce Journey to Work mode share for drivers of cars/vans to 60% by the first Census (2041) that will take place after the end of LTP/Local Plan period in 2037.

To be successful in delivering this change in modal share for private car use we need to significantly increase the number of people that travel by other modes. To have a transformative effect on the town we need to facilitate significant increases in cycling (approximate 2.5 times increase in the proportion of cycling), bus and local public transport (nearly 3 times the proportion for bus use), and increases in walking. This is shown in Figure 5.3.

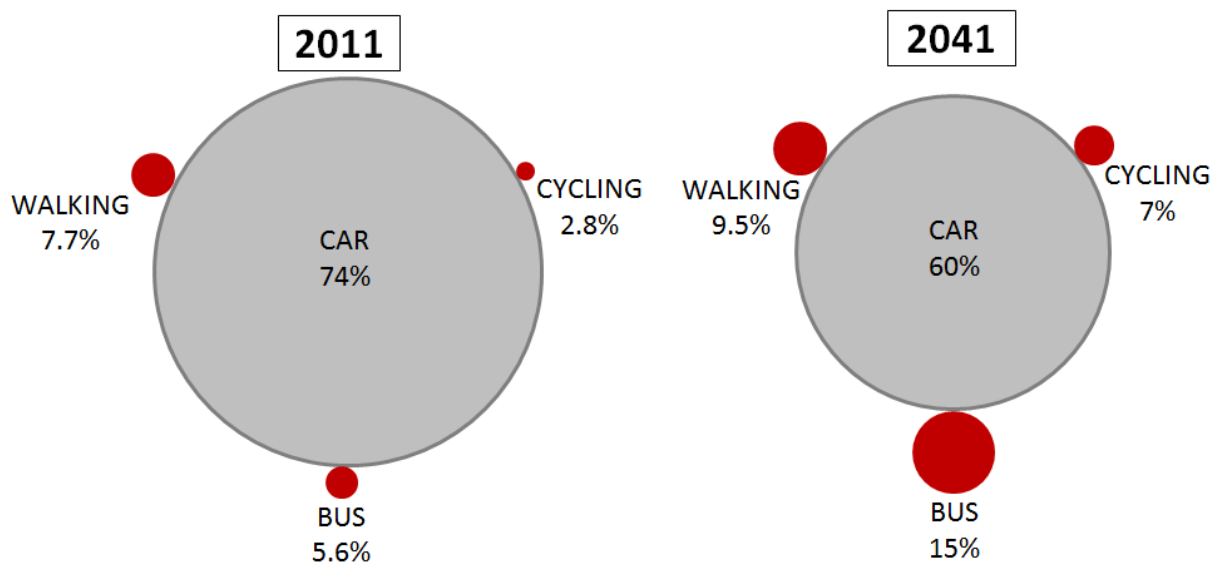


Figure 5.3 - Aspirational Mode Share Change

How we expect the share for each mode to change between now and 2041 is set out in the Monitoring and Evaluation Strategy (Appendix C). To successfully deliver our vision and objectives we have developed a set of policies that will encourage a modal shift for all trips, but have set our modal shift aspiration based on commuting trips alone because:

- Census data is reliable and consistent in its collection techniques, allowing us to make the best like-for-like comparison
- Our network is most congested during the peak periods for commuting

6 Delivering the Vision

Our aim to increase the usage of sustainable modes of travel is ambitious and needs to be supported by an equally ambitious vision for transforming our transport network.

Our approach to delivering this change falls within four themes:

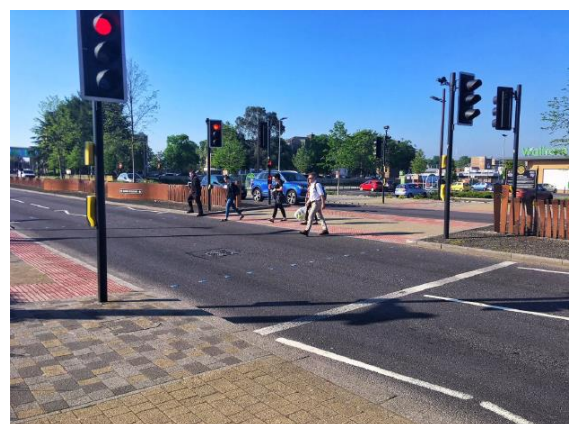
- Creating an attractive, high standard, user-friendly environment for walking and cycling trips
- Transforming public transport by ensuring that there are attractive, frequent services that connect the places that people live to large attractors
- Managing demand for private car use
- Creating sufficient transport capacity on our network through major and priority infrastructure projects

6.1 Increasing Walking and Cycling

Warrington's compact size and fairly flat terrain offers a great opportunity for local journeys to be made by walking and cycling. A comprehensive, high quality and well used walking and cycling network will create a more pleasant local environment, facilitate healthier lifestyles for our residents and support the ambitious regeneration aspirations of the borough.

To create a walking and cycling environment that is attractive to as many users as possible we should be creating streets that are:

- Welcoming to everyone in Warrington, from all parts of our community
- Kept clean, tidy and well-maintained
- Safer, so people do not feel threatened or worried about road danger
- Easy to cross, particularly on direct routes to large trip attractors
- Accessible for people who need resting places along their journey
- Interesting and stimulating to travel along, with attractive views, planting, and public art
- Safe for visually impaired and blind users with minimal trip hazards



6.1.1 Local Cycling and Walking Infrastructure Plan

To ensure that we are taking the right approach to identifying and delivering the improvements that are necessary to enable more cycling we are developing a Local Cycling and Walking Infrastructure Plan (LCWIP) in line with government guidance.

The LCWIP sets out how we will develop a walking and cycling environment that is attractive to as many users as possible. It will help us to:

- Benefit the highest level of current active travel users
- Increase the number of walkable and cyclable trips
- Provide for growth

The LCWIP sets out an aspirational core network of walking and cycling routes, as shown in Figure 6.1. The LCWIP will continue to be a live document and the network plan will change as the plan develops.

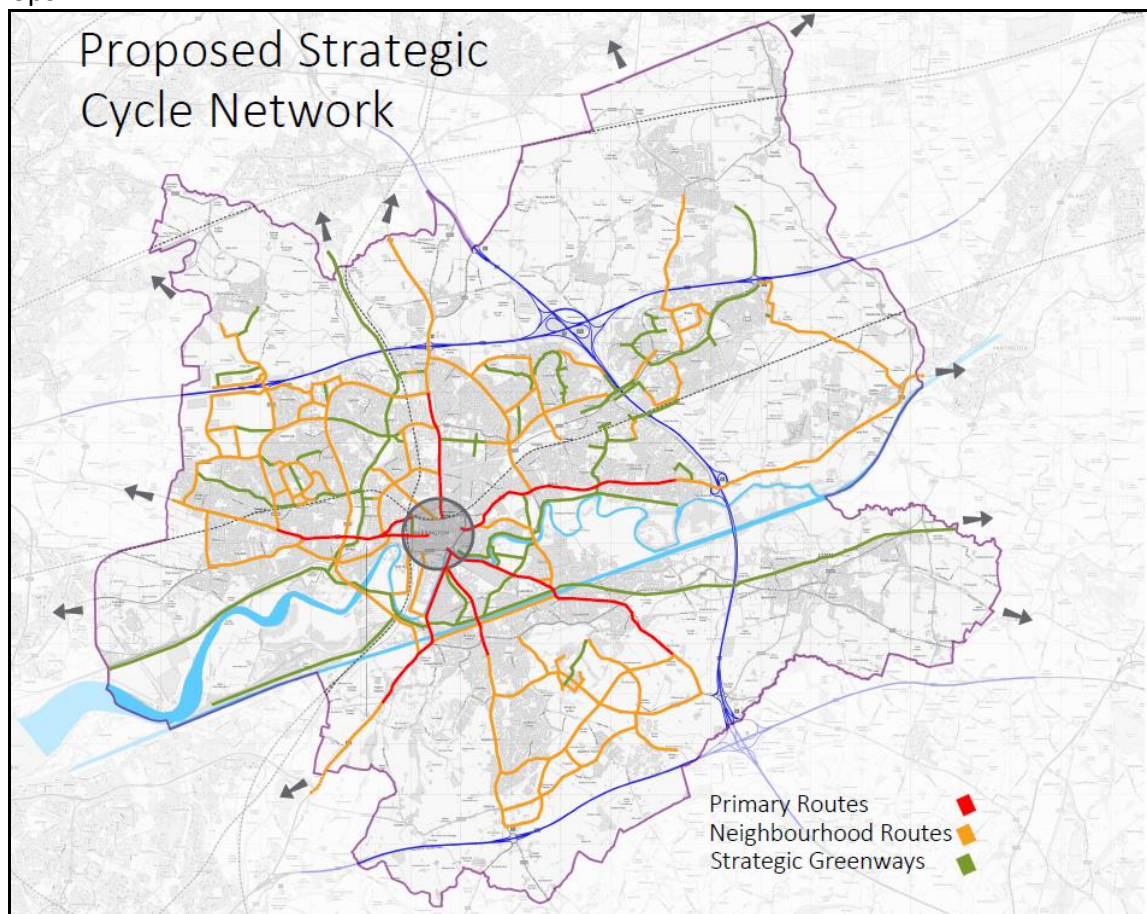


Figure 6.1 - LCWIP Proposed Core Network of Walking and Cycling Infrastructure

The proposed network is made up of:

- **Primary routes** - high quality integrated corridors that radiate out from the town centre hub that use, or follow, the main arterial transport routes
- **Neighbourhood routes** - continuous routes segregated from traffic
- **Greenways** - well maintained traffic free routes through open spaces and parks

6.2 Transforming Public Transport

6.2.1 A Mass Transit Network

As can be seen in Figure 3.3, bus use in Warrington has seen sharp declines in recent years. In 2011 just 5.6% of Warrington residents used a bus or other form of mass transit for their journey to work. We have set an ambitious target to increase the mode share for bus and mass transit use for the journey to work to 15%.



To achieve a 15% mode share we need to transform the public transport offer in Warrington. To inform our LTP4 Vision we commissioned a study to look at options for doing this. The study considers two possible modes for a mass transit solution for Warrington. These are Light Rail/Tram and Bus Rapid Transit (BRT). We are very early in the process of identifying a mass transit network and, whilst these seem the most likely modes at this point, other modes are not being ruled out.

The use of BRT is growing within the UK. In Greater Manchester, the Leigh-Salford-Manchester BRT scheme opened in October 2016. It has delivered a high quality public transport service that links Leigh, Atherton, Tyldesley, Ellenbrook, Salford and Manchester via a guided bus way and on-street bus priority measures.

A typical BRT scheme would include:

- Dedicated stretches of road for the sole use of specialist buses
- Normal stretches of highway such as at junctions or for part of their route
- High level of priority at intersections with public highway

An indicative mass transit network for Warrington is shown in Figure 6.2. The proposed network includes:



- Three cross-town centre routes
 - Lingley Mere/Omega to the proposed Garden Suburb South East Urban Extension
 - Daresbury to Winwick
 - Birchwood to Fiddler's Ferry
- Two orbital routes
 - Birchwood to the proposed Garden Suburb South East Urban Extension
 - Lingley Mere/Omega to Birchwood

To create logical journey opportunities, direct straight-line journeys are favoured since these provide the greatest potential journey time advantage over the alternative car journey around the outside of the borough via the motorway and strategic road network.

At the core of the proposed network would be a town centre routing system that provides linkage to the key hubs of Warrington Central, Bank Quay and Bus Interchange. The network would integrate with the potential future HS2 and NPR networks at Bank Quay and with enhanced services on the CLC railway at Warrington Central.

The routes are intended to:

- Deal with existing corridors with high demands for travel
- Support the growth of the town centre
- Connect key employment areas to new and existing residential areas

The study that has informed the proposal for a mass transit network is included as Appendix B. This early work confirms that a mass transit system could be commercially viable for Warrington through comparing projected fare box income with the likely cost of implementing, running, and maintaining the system.

The concept of developing a mass transit system for Warrington is at a very early stage, but we think it should be a key part of our future vision. A large amount of optioneering, feasibility, and design work is required before we are able to confirm routes or identify corridors that the services may run on. The council proposes to carry out this work in the first 5 years of LTP4.





6.2.2 High Speed Rail and Northern Powerhouse Rail

Government's proposed new High Speed Railway line (HS2) between London and Manchester will serve Warrington by HS2 from 2026. At present, the core consulted scheme suggests an hourly service in both directions between London Euston and Preston serving Warrington Bank Quay. HS2 services calling at Warrington will operate on dedicated infrastructure between London and Birmingham (Crewe from 2027) before using the existing West Coast Main Line.

This will provide an approximate 80-minute journey time to London in 2026, reducing by up to 12 minutes upon the completion of Phase 2A in 2027. This compares with typical fastest journeys of 106 minutes currently

HS2 services are not yet set, but Warrington will be lobbying for a residual West Coast Mainline service between Scotland and London Euston via Warrington Bank Quay to be retained providing multiple journey opportunities from Warrington each hour.

The primary opportunity around HS2 is in the increased number of passengers passing through Warrington Bank Quay as a result of the increased accessibility and reduced journey time to London. This will make Warrington a more desirable place to live and/or locate a business in, and will see significantly increased passing trade as a result of increased passengers using the town as a transport interchange hub. Such an opportunity would be further enhanced if the planned Golborne Link was to be removed from Phase 2b with HS2 services being routed via the West Coast Main Line with some of these services through to Scotland calling at Warrington Bank Quay.

Transport for the North's proposals for Northern Powerhouse Rail are shown in Figure 3.1. Northern Powerhouse Rail represents a significant aspiration for northern city regions and other significant economic centres including Warrington to enhance intra-regional connectivity and to create a so-called 'Crossrail of the North'. The ultimate prize of this endeavour is for the North of England to operate as a single economic region with a population and economy to compete with the South East and London.

HS2 Phase 2B

The Phase 2B part of the HS2 proposal identifies a new high speed alignment through eastern edge of the borough from which services would reconnect to the West Coast Main Line in Wigan. This council has very significant concerns around this section of the route (known as Golborne Link) and has made exhaustive efforts to lobby against its implementation.

The key reasons for this being the environmental harm being imposed on the communities of Culcheth, Croft, Hollins Green and Lymm and the economic opportunity lost by not routing all northbound HS2 services through Warrington Town centre along an improved West Coast Main Line.



One of the key priorities of Transport for the North's ongoing work is to develop the specification for the Liverpool to Manchester component of Northern Powerhouse Rail. One option being considered would create a new high speed line between Liverpool and Manchester passing through Warrington before joining the proposed HS2 infrastructure to the west of Manchester Airport, and continuing into Manchester and onwards to Leeds and Sheffield. It is likely that such a line would be served by between 4 and 6 Northern Powerhouse Rail trains per hour in each direction. A key advantage of this choice is that it could also allow the two HS2 trains per hour proposed between Liverpool and London to use this route and call at Warrington, reducing the journey time and freeing up the West Coast Mainline for freight and other additional conventional passenger services.

Work is still at an early stage on Northern Powerhouse Rail with a range of alignment options under consideration with work ongoing to assess these options. This will result in a final Strategic Outline Business Case being submitted to Government in 2020. Warrington Borough Council fully supports this work and is taking a keen interest in it, and as part of this is making the case for Northern Powerhouse Rail to serve an enhanced Warrington Bank Quay. As shown in Figure 6.3, this would further aid in the creation of a super-hub at Bank Quay served by conventional rail and by high speed trains on both the north-south and east-west axes.

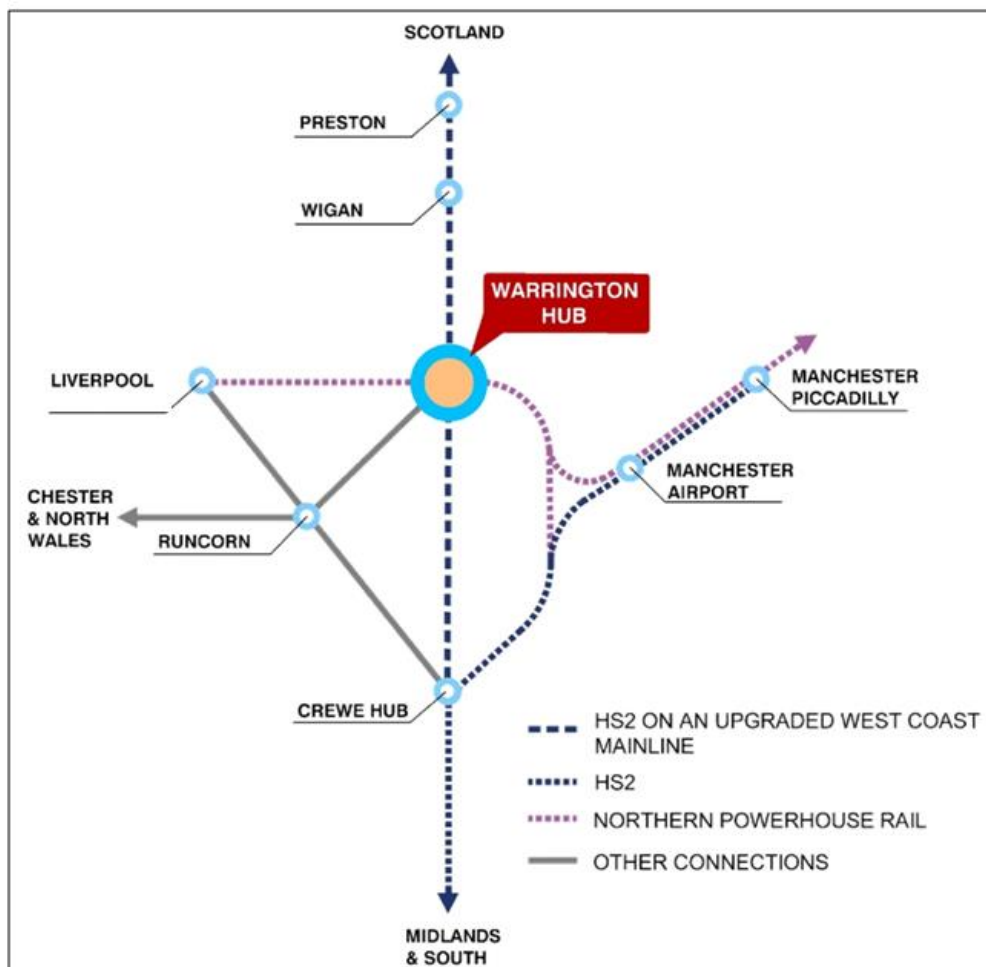


Figure 6.3 - Potential for HS2 and Northern Powerhouse Rail to transform Warrington Bank Quay

HS2 and Northern Powerhouse Rail provide a unique opportunity to enhance the area surrounding Bank Quay. With an enhanced high speed hub at the heart of the town, Warrington will provide a crucial point where 'North South meets East West' and high speed rail services will meet an expanded offer in Central Warrington.

The viability of a nationally significant station gateway at Bank Quay will also be boosted by the Warrington providing a connected hub for the populations of West Cheshire and North Wales, linking them to both NPR and Scotland/Lancashire bound HS2 services. In total, over a million people from the Mersey-Dee area would have better, more logical access to the NPR network if Warrington comes forward as an NPR hub, with the additional interchanging passengers. High speed rail will significantly boost Warrington town centre as a major attractor for trips, further justifying the creation of a Mass Transit network focussed on the town centre.

6.2.3 Better Services on CLC Rail Line

The CLC Line is one of the railway routes that link Liverpool and Manchester. The line passes through the centre of Warrington, serving the stations at Sankey for Penketh, Warrington West, Warrington Central, Padgate, Birchwood, and Glazebrook.

The newly electrified Chat Moss route, which skirts the borough to the north, now provides the quickest end to end journey time between Liverpool and Manchester. This creates an opportunity for the CLC line to be refocused as a mixed-use railway that provides better commuter services in and out of Warrington whilst retaining good links to the east of Manchester to places such as Manchester Airport and Sheffield.

We have been working in partnership with Transport for Greater Manchester and the Liverpool City Region Combined Authority to identify options that retain the mixed use railway with enhanced service patterns on the line. These options include:

- Retention of 2 semi-fast services per hour along the corridor – providing quick journey times to Manchester, Liverpool, both airports and the East Midlands/South Yorkshire.
- Potential Tram-train services to Manchester
- Potential future option to connect the Liverpool-Birchwood service to the MerseyRail network at Liverpool South Parkway
- Establishment of a 'Warrington Metro' with frequent services on the core section of route between Warrington West and Birchwood

6.3 Managing Demand for Private Car Travel

Improving walking and cycling infrastructure and providing a new mass transit network will provide high quality, attractive alternatives to the use of private cars for journeys in Warrington. However, a transformation in the way that we travel around Warrington is likely to need to be supported by measures to manage and reduce private car use. This is known as Demand Management.

There are two important outcomes that such measures could deliver in supporting our transformational transport vision:

- Reducing car usage by providing a disincentive to people to use their car
- Providing an income source that will support the delivery of sustainable transport improvements.

6.3.1 Workplace Parking Levy

A Workplace Parking Levy (WPL) is a charge on employers who provide workplace parking for their employees. All businesses that provide more than a given number of free employee-only parking spaces are charged an annual 'per-space' fee. Employers are encouraged to manage and potentially reduce the level of free workplace parking spaces that they provide. The levy charged per space creates a revenue stream which must be reinvested in sustainable transport improvement projects. The underlying aim of Workplace Parking Levy is to facilitate enhanced economic growth and increased public wellbeing by managing congestion, improving accessibility to urban centres and encouraging a shift towards healthier and cleaner modes of travel to work.

The Transformational Projects Study that is included as Appendix B was commissioned as an early piece of work looking at mass transit and demand management options. Based on a set of assumptions this considers operating costs and estimated income from fares on a mass transit system in Warrington. A 15% mode share for a mass transit system will require an additional complementary funding source to meet the operational costs of the network, particularly in the case of a tram system.

After the adoption of LTP4 we will investigate the implementation of a WPL as a way of managing demand for private car use, and as a way of funding sustainable transport improvements. A significant amount of work is required before a WPL can be introduced. This includes working with the business community and consideration of issues such as:

- the geographical extent of any scheme
- categorisation of parking spaces
- eligible sites and companies
- the level of charge per space.

6.3.2 Alternative Demand Management and Revenue Raising Measures

The Transformational Projects Study also considered other options for discouraging travel by private car and raising revenue for a new mass transit offer. It is anticipated that any future revenue raised through Workplace Parking Levy could be combined with Section 106 contributions from new developments or a future Community Infrastructure Levy to provide a 'cocktail' of revenue funding which could be used as a means to borrow capital for investment in passenger transport.

A Clean Air Zone could potentially be considered as a complementary scheme to improve air quality, but at this stage this measure is not being pursued as either a demand management or revenue raising tool.

6.4 Priority Transport Infrastructure

In order to maintain and improve Warrington's networks for all modes and to incentivise the increased use of sustainable travel, a range of physical improvements will be required over the course of the plan. The scale and cost of these measures will be broadly divided into the following categories:

6.4.1 Minor Improvements

These will be measures which will support a range of transport objectives, informed to a large degree by the delivery themes set out in part B of the LTP. Projects would include:

- Pedestrian and cycling accessibility improvements
- Road safety and traffic management schemes
- Junction upgrades
- Bus stop improvements and small scale bus priority measures
- Highway maintenance programmes



Typically these will be schemes under the value of around £2m and be funded from a combination of the annual DfT Integrated Transport and Maintenance Blocks and in some cases 3rd party contributions. Whilst lower in value than major schemes (set out below) they are large in number and have a significant contribution to make in delivering the vision and policies set out in the LTP. As a package they can help to transform the transport network in Warrington.

6.4.2 Major Improvements

These will typically be large scheme infrastructure projects over £2m and be funded from specific bids to external agencies such as Department for Transport, Homes England, Highways England, Network Rail and Cheshire and Warrington Local Enterprise Partnership. Significant match funding is also likely to be required from the council's own capital programme and developer contributions. These schemes will have a transformational effect in themselves, such as giving a step change in sustainable transport provision, addressing a major congestion problem on existing networks or unlocking a development site. Over the last 5 years the council has been successful in securing funding for a number of priority transport schemes which are recently completed, on site or confirmed as funded in the programme up to 2021. These are shown in Table 6.1.

| Scheme Name | Description | Status | Estimated Cost |
|-------------------------|--|------------|----------------|
| Warrington East Phase 1 | Two junction improvements and Bus gate | Complete | £5.0m |
| M62 Junction 8 | Improvements to motorway junction to improve access to north west Warrington | Complete | £10.9m |
| Warrington East Phase 2 | Three junction Improvements on A574 Birchwood Way | Completing | £10.5m |

| Scheme Name | Description | Status | Estimated Cost |
|----------------------------------|--|------------------------|----------------|
| Warrington East Phases 3 | Dualling of A574 between M62 J11 and Moss Gate | On site | £9.4m |
| Sustainable Travel Major Package | Three major walking and cycling route improvements: Omega to Burtonwood; Chester Road; Trans Pennine Trail Ph1 | Complete March 2021 | £5.0m |
| Omega Local Highways Phase 1 | Omega Boulevard/Lingley Green Ave and Gt. Sankey Neighbourhood Hub/Lingley Green Avenue junction improvement scheme. | Complete by March 2021 | £6.5m |
| Omega Local Highways Phase 2a/3a | Burtonwood Road/Kingswood Junction Improvement and Local widening | Complete | £4.65m |
| Omega Local Highways Phase 2b | Liverpool Road/ Lingley Green Avenue Junction Improvement | Complete by March 2021 | £2.3m |
| Omega Local Highways Phase 3 | Developer funded junction improvements at Whittle Avenue/Lingley Green Avenue | Complete by mid-2020 | £2.0m |
| Warrington West Station | New station on the CLC line to serve housing and employment sites in West Warrington. | Open December 2019 | £20.5m |
| Centre Park Link | New bridge over the River Mersey and junction improvement at Slutchers Lane/Wilson Patten Street. | On site | £19.9m |

Table 6.1 - Confirmed and Completed Major Schemes

In order to maintain and improve Warrington's networks for all modes and to incentivise the increased use of sustainable travel, a range of physical improvements will be required over the course of this LTP. A forward programme has been identified, informed by transport modelling undertaken using the Warrington Multi-Modal Transport Model. This work has confirmed two major highway schemes that represent the minimum new major infrastructure required to commence the delivery of the housing and economic growth that is proposed in the Local Plan. These are shown in Table 6.2.

| Scheme Name | Scheme Type | Description | Status |
|--|-------------|---|---|
| Warrington Western Link | Highway | Major infrastructure improvements including new high-level bridge across the Manchester Ship Canal and link road. | Granted 'Programme Entry Status' by DfT |
| Warrington South Strategic Infrastructure Phase 1 (Garden Suburb Strategic Link) | Multi-modal | Major highway and public transport infrastructure to support development in south Warrington. | Development Concept |

Table 6.2 - Transport Infrastructure Required to Support Housing and Economic Growth

However, a further set of major transformational schemes have been identified that will ensure that the growth of the borough proceeds in a sustainable way and will also help us to achieve our vision for transport in Warrington. These are shown in Table 6.3.

| Scheme Name | Scheme Type | Description | Status |
|---|------------------|--|--|
| Local Cycling and Walking Infrastructure Plan | Cycling | Major strategic corridors schemes and completion of neighbourhood and greenway networks | Concept stage. Design work required |
| Mass Transit Network for Warrington | Public Transport | Network of mass transit corridors. | Indicative concept |
| The 'Last Mile' project / Town Centre Vision Access Package | Multi-modal | Major package of junction improvements, rail station enhancements and access measures to support town centre growth. | Concept stage. Design work required. Study work being supported by LEP |

Table 6.3 - Major Transport Schemes that support delivery of our transport vision

A further set of schemes may be required in the future to support delivery of our transport vision. These are:

- Warrington Bank Quay Gateway Station Transport Components
- Stadium Quarter Highway Improvement Package*
- High Level Cantilever Bridge Crossing*
- Warrington North Pinchpoints and A49 Corridor Improvements*
- Bridgefoot Link and Brian Bevan Island*
- Southern Gateway Development Access Framework*
- Infrastructure measures to support existing passenger transport services

* Potential Components of the Warrington New City transport Improvements package referred to in the Transport for the North Investment programme.

These schemes are all currently at concept stage and further feasibility and design work will be undertaken in the first five years of LTP4.

Further details of schemes required to support delivery of the growth proposed in the emerging Local Plan are contained in the Council's Infrastructure Delivery Plan.

6.4.3 Connectivity Across the Manchester Ship Canal

Analysis completed to support LTP4 suggests that connectivity between South Warrington and the town centre needs to be improved in the long term. The impact of congestion in centres like Stockton Heath and Latchford, the impact of swing bridge closures on all routes and severance caused to public transport, walking and cycling indicate that these issues will require physical infrastructure improvements.

The Western Link scheme, which has recently been given Programme Entry by Department for Transport does include a new high level crossing of the Manchester Ship Canal, but we believe this will not be sufficient in itself to solve these long term connectivity issues.

Within the first 5 years of LTP4, we will undertake further study work on connectivity across the Ship Canal that will consider:

- what form of additional crossing is required,
- where it should be located, and
- which modes of travel it should be intended for.

This work will be carried out in parallel with any further study on the Mass Transit network also proposed as part of LTP4.

6.5 Accessing Key Centres

6.5.1 The Last Mile

In Warrington we have a relatively strong walking and cycling network linking our neighbourhoods and running along arterial routes into the centre. However, in the town centre, the road layout has been developed to cope with the growing traffic, and has resulted in a very car dominated urban environment featuring large multi-armed roundabouts and dual carriageways. This results in a limited number of crossing points for pedestrians, and a very unpleasant cycling environment. These barriers are often mentioned by local people as reasons for why they prefer not to cycle into the town centre.

The reliability of bus services is often severely affected by the busy traffic conditions close to the town centre. There are currently few places in the town centre where bus services have priority. The main barriers are junctions on the A49 and A57 close to the town centre which the bus operators cite as being particularly problematic for their scheduling.

Our aspiration is to provide high quality and fit for purpose transport infrastructure that will make walking, cycling and public transport the obvious way to get to, from, and through Warrington town centre. We have therefore identified the last mile into the town centre as a priority for improvements, as shown in Figure 6.4.

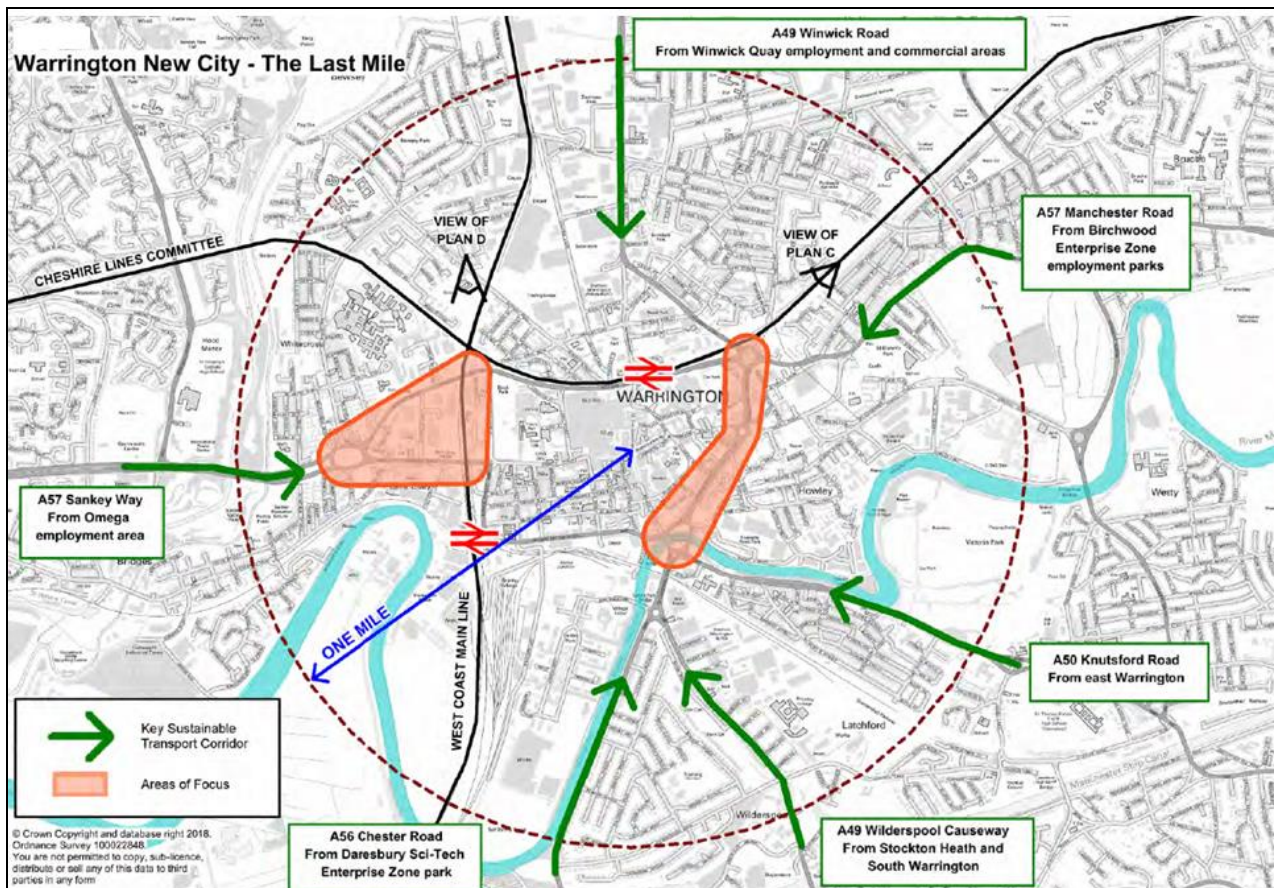


Figure 6.4 - The Last Mile

This will support our ambition to grow the town centre and make it more accessible to residents, visitors and workers. A more pleasant environment around the town centre will help with inward investment and business confidence as well as attracting new visitors. As the town centre is the focal point for many cross-Warrington journeys, removing the transport barriers around the town centre will help with the ambitions of the Council to support bus and cycle journeys.

6.5.2 Access To Other Key Centres

Often, private car travel is considered to be the only attractive option for many of the day to day trips that people in Warrington make. If we are to reduce the amount of trips made by private car it is important that attractive alternatives to private car travel are available to access key attractors in the borough.



Along with improved access to the town centre, we are aspiring to provide high quality walking, cycling and public transport links to:


- out of town employment sites
- district and village centres
- education establishments
- healthcare providers
- leisure facilities

This will allow residents of the borough to have a choice about how they travel to work or school, how they get to shops, or how they access healthcare and other services.

6.6 Future Transport

There are several new transport technologies which are causing uncertainty within the sector over how people will travel in the future. This uncertainty stems from the rapid rate that technology is advancing, making it very difficult to cover these areas in detail in a Local Transport Plan. It is, however, vital that Warrington is a place that is adaptable to these new technologies and their effects, to ensure that our residents and businesses can benefit fully from them. Some of these advancements that we are anticipating are considered in Table 6.4.

There will be other future advancements that are unknown at present, but it is important that we are able to consider them appropriately when they come forward. The fast moving pace of change make it all the more important that the Local Transport Plan is reviewed regularly to ensure the policies and programmes make the town ready for the future.

| Future Transport Theme | Description |
|---|--|
| Transport for the North Smart Ticketing | <p>Transport for the North's Integrated and Smart Travel programme will transform the passenger experience now and in the future by working in mutually beneficial partnerships with the public transport sector.</p> <p>Using emerging technologies, the programme aims to deliver modern payment methods and mobile travel information that passengers want and expect. Paying for journeys will be quicker, easier and more convenient.</p> <p>For customers, travelling by public transport will be:</p> <ul style="list-style-type: none"> • Easier to use • Easier to pay for • Easier to access through personalised travel information <p>Operators and local transport authorities will benefit from:</p> <ul style="list-style-type: none"> • Smarter use of data and customer information • Confidence in revenue reimbursement • Being at the forefront of innovation <p>The ticketing experience will be more efficient and there will be a consistent and familiar travel experience throughout the North.</p> |
| Ultra-Low Emission Vehicles (ULEV) | <p>The use of ULEVs is rising. Warrington will need to cater for the growing market and ensure there is adequate infrastructure provision to support the use of the vehicles across the borough. It will be important for Warrington to investigate current usage and consider how changing the policy environment could help support their use.</p>  <p>This will be considered further in the LTP4 Cleaner Fuels chapter.</p> |

| Future Transport Theme | Description |
|---|--|
| Autonomous and Connected Vehicles (CAV) | <p>Autonomous and connected vehicles are those which can communicate live information with one another and which can drive themselves through an 'autopilot mode'. These vehicles use on board sensors to detect their immediate environment. Networking systems are then used to speak between vehicles and relay information on their position, highways, and traffic and weather conditions. This information sharing is thought to help increase the efficiency of the highways network, deliver more effective routing, increase safety and make better use of available road space.</p> <p>The vehicles have huge potential in generating a number of transport and safety benefits:</p> <ul style="list-style-type: none"> • Offer those who might be less mobile or unable to use private vehicles greater opportunity to travel • 90% of accidents involve driver error, CAV have the potential to reduce the number of highways accidents and road casualties through automation • Reduce congestion by enabling cars to drive closer together and make more use of available road capacity; • Improve emissions by enabling vehicle platooning which reduces air resistance following vehicles, and sharing information with traffic signals to help optimise speeds • Improved road safety could reduce the need for crash barriers and signage, this could help highways become less cluttered and improve overall road design • Release of space through reduced ownership of private vehicles and parking. <p>Autonomous vehicles could significantly change the way that residents travel in the future, particularly as Warrington's existing transport system is dominated by the car. Therefore, it is important that we monitor developments in the CAV industry and investigate how the technology could be best used in the town.</p> <p>CAVs also pose an opportunity to be developed for other modes; they could help improve a better quality of service for public transport, as well as being used for freight to help improve the efficiency and coordination of logistics operations.</p> |

Table 6.4 - Future Transport Considerations

7 The Policies to Deliver Our Vision

Agreeing a new vision is the first step in a long process of improving our transport systems in Warrington.

Alongside this vision we need an implementation strategy to develop this vision further and deliver the outcomes we are hoping to achieve, both in terms of the physical environment and the culture of travelling in Warrington. To this end we have developed a series of policies and actions grouped into themed areas of work that supports a transformation of Warrington's transport system.

Part B of our Local Transport Plan sets out the policy context through which we will deliver the vision outlined in Part A, and how we will undertake our day-to-day and statutory functions to manage our transport network. There are eight chapters in this section of the document. Each chapter will consider a different theme, as shown in Figure 7.1.



Figure 7.1 - Themes considered in LTP4 Part B

Each chapter will:

- Identify the key issues and challenges for the relevant theme
- Set out our aspirations for the relevant theme in LTP4
- Define the policies that will address the challenges and support delivery of the aspirations
- Identify a series of interventions and broad timescales for delivery

We have developed a Monitoring and Evaluation Plan for LTP4. We will use this to monitor our progress in delivering the policies and actions set out in Part B. The Monitoring and Evaluation Plan is included as Appendix C.

The Strategies and Policies set out in Part B are supported by an Implementation Plan that sets out an indicative programme of how we will allocate spending from our Integrated Transport Block and Highway Maintenance Block in the period up to 2023/24.

The Integrated Transport Block for LTP4 is split into 8 transport themes covering a diverse programme of transportation works as set out in Part B of the LTP4 document. These themes have been devised based on:

- LTP Stakeholder Consultation
- Local Plan Preferred Development Option Feedback
- Air Quality Strategy
- LTP 4 Vision

The themes reflect the objectives set within the draft LTP4, which subsequently received support during the draft LTP4 consultation. The proposed indicative allocations for each theme for the next 5 years are presented in the Implementation Plan that is included as Appendix D.

Part B

Setting Out Our Policies

8 Active Travel

8.1 Introduction

Active Travel focuses on providing for walking and cycling as everyday modes of travel. People using our active travel network include:

- pedestrians
- cyclists (including e-bikes)
- wheelchair and mobility scooter users
- people with children in prams and pushchairs
- horse riders

The LTP4 consultation exercise in June 2019 showed that many people welcomed the emphasis on active travel and liked the council's plans to improve their cycling or walking journeys. However many short journeys in Warrington are still being made by car with a variety of reasons being given by residents as to why they don't feel walking or cycling is for them. Some of these reasons reflect popular myths and widely held views which are often factually incorrect and therefore require addressing through better information and promotion.

A high proportion of car borne short trips is also an indication that many people in Warrington are being less active which has clear implications for their health and wellbeing. It would be of benefit to the individual and relieve traffic congestion in the borough as a whole if many of these car trips were converted to active travel trips.

| Benefits to Residents | Benefits to Warrington | Environmental Benefits |
|-----------------------|-----------------------------|--------------------------|
| Improved health | Reduced congestion | Improved air quality |
| Financial savings | More attractive town centre | Reduced carbon emissions |

To successfully deliver our vision we need to increase walking and cycling levels through the provision of high quality, attractive infrastructure. We also need to promote the benefits and debunk the myths so that local people can be tempted to walk or cycle.

However, a key factor is the availability and suitability of places where people can cycle and walk. The feedback from the public regarding cycling is that many busy junctions and routes in Warrington feel hostile and unsafe for people travelling by cycle or foot. There is clearly a need to improve existing cycle infrastructure and reduce this general perception so that public confidence and awareness is improved.

8.2 Encouraging Active Travel in Warrington

8.2.1 Physical attributes

Warrington's compact size and fairly flat terrain provides an excellent opportunity for more local journeys to be made by walking and cycling.

Currently, there are over 40 miles of surfaced segregated cycle paths, 18 miles of unsurfaced paths and over 23 miles of shared use paths alongside roads. Within Warrington Town Centre there are over 350 publicly available cycle parking stands.

National Cycle Route 62 runs through the south of the borough and also includes the Trans Pennine Trail which is a long distance path running from coast to coast across northern England. From



Warrington, the route provides a connection to Widnes in the west and through Lymm and onwards towards Altrincham in the east. We are also looking to add the Sankey Valley path to the National Cycle Network as this is also an important cross boundary route.

There are over 136 miles of public rights of way in Warrington, 128 miles of footpath and seven miles of bridleways and restricted byways. There are routes in towns, villages and the countryside. Footpaths are not to be confused with footways. A footway is the pavement on the side of the road, whereas public footpaths are part of the Public Rights of Way network along with bridleways, restricted byways and byways open to all traffic. The council makes sure that these are signposted and the paths are waymarked.

Many streets in Warrington have historically been designed for cars, and not for people. Main roads and busy junctions disrupt journeys, and make walking and cycling less enjoyable, less convenient and less safe. In outer semi-rural areas and in some New Town developments such as in Great Sankey and Birchwood, the potential for walking has been limited by a lack of footways alongside roads and pedestrian un-friendly highway design from the 1980s and 1990s.

In addition, the Warrington cycling and walking network is strongly influenced by several constraints and barriers both natural and man-made. These include:

- The three road crossings of the River Mersey and only one footbridge
- The five crossings of the Manchester Ship canal, four of which are subject to daily openings
- Two main railway lines
- A busy road network that is difficult to cross
- The motorway network in the borough

8.2.2 Active Travel in Warrington

Cycle count data carried out annually by the council shows that there was a 21% increase in the use of the local cycling network in Warrington between 2006 and 2015. Whilst this increase is encouraging, the 2011 Census revealed that fewer than 11% of Warrington residents regularly travelled to work by active travel modes. Just under half of all journeys to work are less than 3 miles (5km) in length. Distances that Warrington residents travel to work is shown in Figure 8.1. This shows that short car journeys make up a high proportion of peak hour traffic which contribute to traffic congestion and are a major contributor to poor air quality.

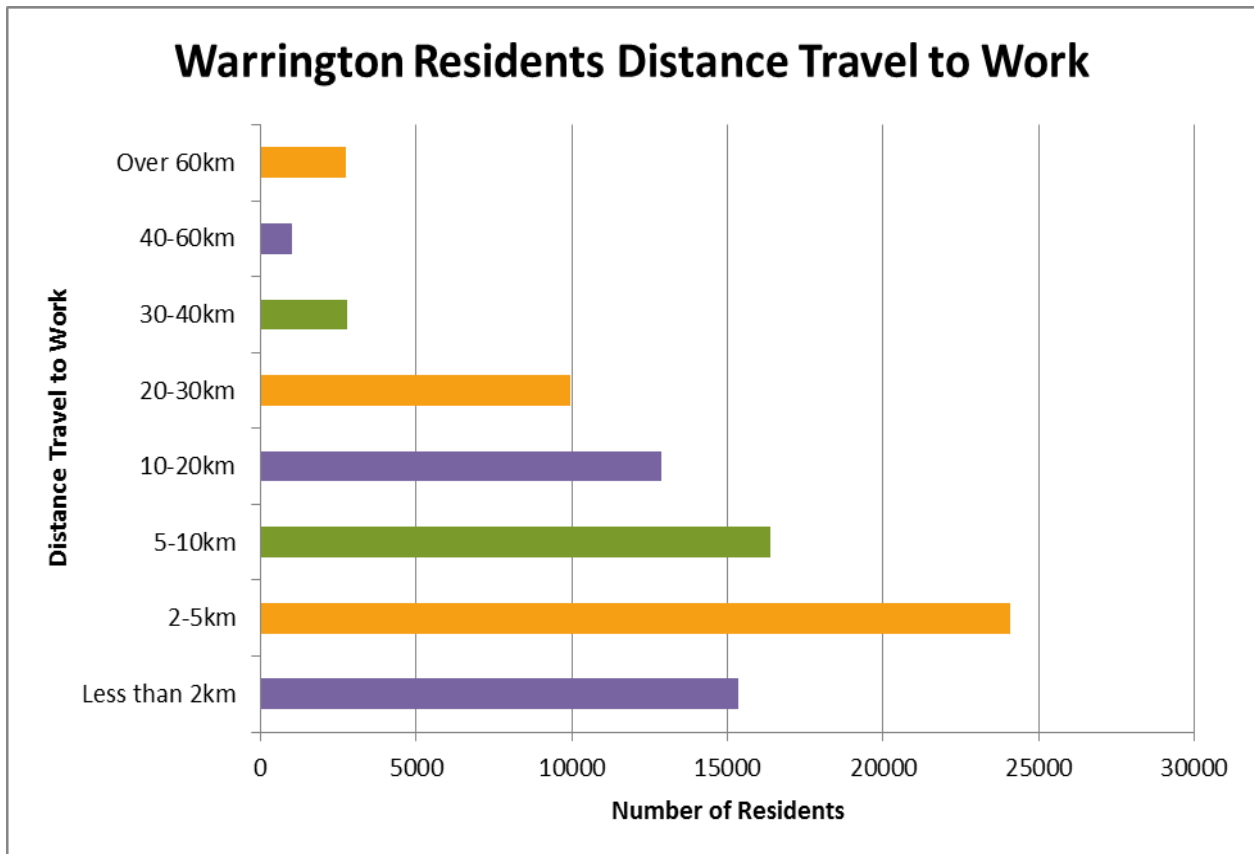


Figure 8.1 – How Warrington Residents travel to work²³

Figure 8.2 shows that the way people travel to work changes depending on the distance travelled. Over 50% of Warrington residents drive only 2km or less to work (a very reasonable walking distance) and over 75% drive between 2 and 5km to work (an easy cycling distance).

²³

https://www.nomisweb.co.uk/census/2011/DC7701EWLA/view/1132462087?rows=aggdtpew11_powpew11&cols=transport_powpew11

Method of travel to work by distance (Warrington Residents)

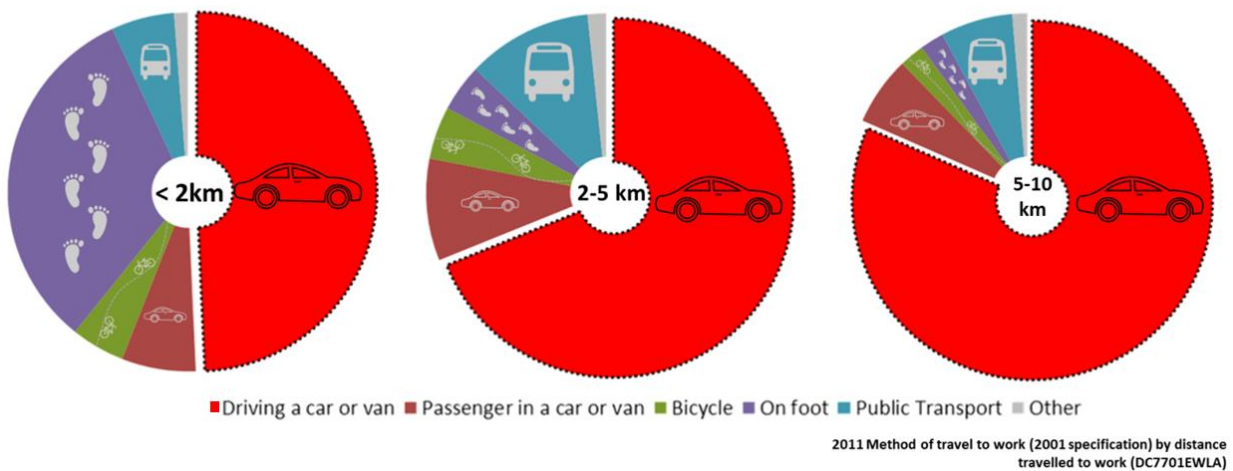


Figure 8.2 - Method of Travel to Work by Distance for Warrington Residents²⁴

The previous figures are based on the national Census Travel to work data as this is the data source that we have the most data available at this local level. However, if we are striving for mass change to active travel modes, we need to consider the everyday transportation needs of people, rather than just the daily commute. Figure 8.3 looks at the purposes of cycling and walking trips in England.

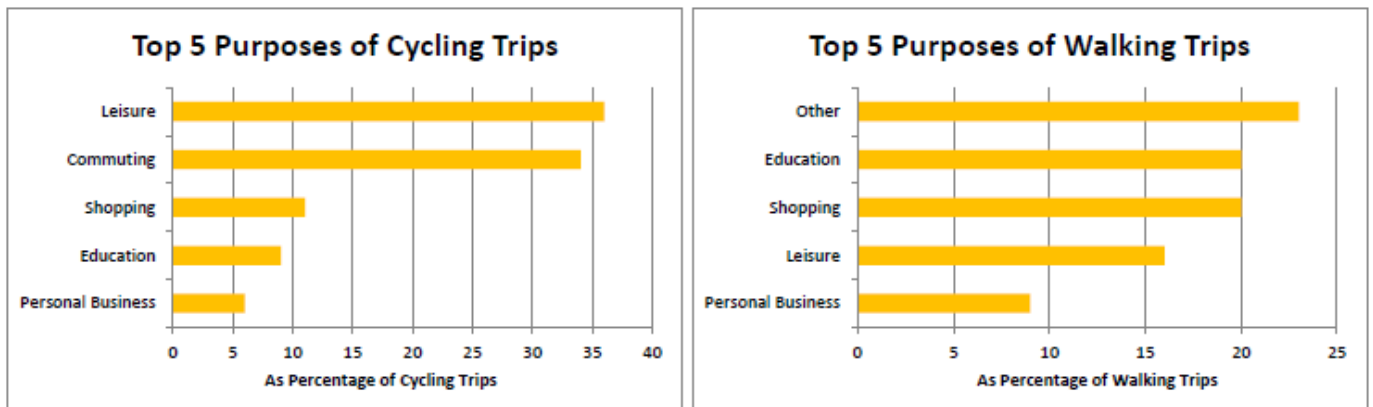


Figure 8.3 - Purposes of Cycling and Walking Trips in England²⁵

8.3 Increasing Active Travel in Warrington

There are three main complementary work areas which we believe will increase the numbers of people walking and cycling in Warrington:

- The most important element is to ensure that we have good quality infrastructure in place to enable walking and cycling in Warrington. This can be both new or improved active travel specific infrastructure. We will also need to ensure that the design of new highway projects, such as new junctions, must benefit walking and cycling.

²⁴ <https://www.nomisweb.co.uk/census/2011/lc7701ew>

²⁵ <https://www.gov.uk/government/statistical-data-sets/nts04-purpose-of-trips>

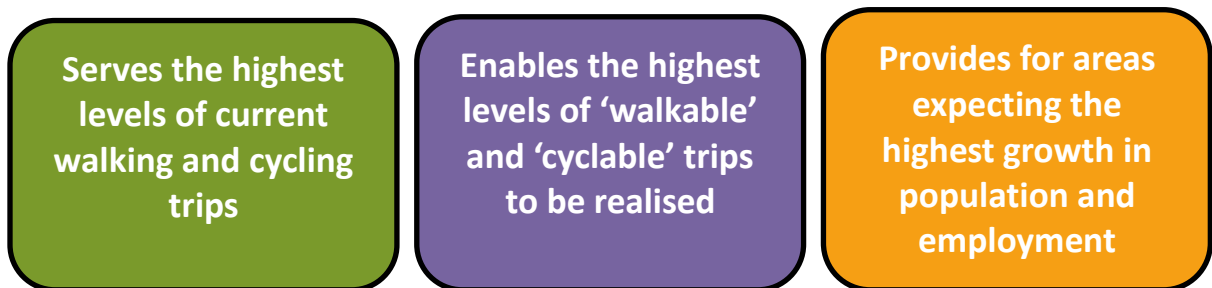
- We must also look after what we have already. Warrington has a good network already with many good links through our parks and open spaces and many miles of shared paths. However, we need to be better at maintaining them and keeping them clear of overgrown trees and bushes. This is addressed by routine and reactive maintenance strategies in the Asset Management chapter.
- The third work area is the promotion of the benefits of active travel modes, encouraging their take up, and refuting many of the myths associated with cycling in the UK and expressed during the LTP4 consultation.

8.3.1 Local Cycling and Walking Infrastructure Plan

To ensure that we are taking the right approach to identifying and delivering the improvements that are necessary on our Active Travel network we have developed a Local Cycling and Walking Infrastructure Plan (LCWIP) in line with government guidance.²⁶ The key outputs of the LCWIP will be:

- A network plan for walking and cycling which identifies preferred routes and core zones
- A prioritised programme of infrastructure improvements for future investment. This would also include the provision of high quality and secure cycle parking
- A report which sets out the underlying analysis carried out which supports the identified improvements and network

The LCWIP will help us achieve three key objectives for the proposed network:



The LCWIP will adopt two guiding principles as part of the process of defining walking and cycling infrastructure. These are:

Convenience - the network should be developed in a way that allows pedestrians and cyclists to get to where they want to go in the shortest time. Routes should connect the places people live to employment sites, educational establishments, key services, amenities and leisure facilities.

Safety - cyclists and pedestrians should be provided with the infrastructure that allows them to feel safe whilst making their journey. Travel safety is considered in more detail in the Safer Travel chapter.

The proposed network has been defined in the LCWIP as a hierarchy of routes that are shown in Figure 8.4.

²⁶ The Warrington LCWIP can be found at www.warrington.gov.uk/LCWIP

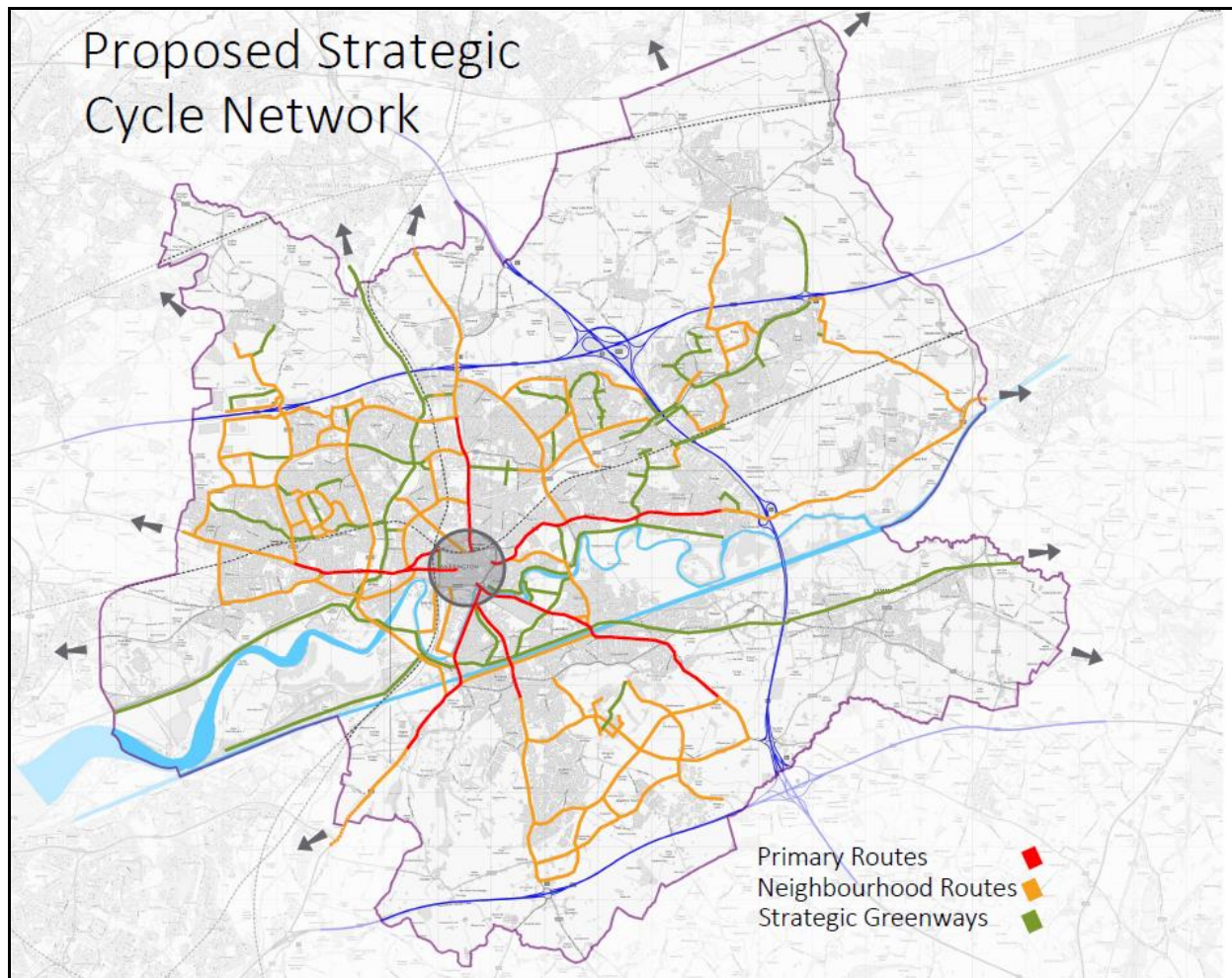


Figure 8.4 - Proposed Walking and Cycling Network

Primary routes will be high quality integrated corridors that radiate out from the town centre hub that use, or follow, the main arterial transport routes. The speed and intensity of traffic is typically too high to enable all but the most confident cyclists to safely integrate with traffic, and as such, the aim will be to provide priority for cycling with segregated, dedicated and safe paths and spaces for people to cycle separated from traffic.

Examples of the key elements of these corridor routes would include:

- Remodelled junctions with improved cycle facilities
- Measures to increase the separation of cycles from other traffic
- Cycle tracks between 1.5m and 2.0m separated by a continuous or near-continuous physical upstand
- Bi-directional cycle tracks between 3.0m and 4.0m wide on one side of a carriageway
- At bus stops, we will look to introduce 'bus stop bypasses', routing cycles through the footway, around the back of bus stops.

Neighbourhood routes are defined as continuous routes segregated from traffic that may be shared with other non-vehicular users. In general, these would be shared use paths which are at least 3m wide which follow the line of a highway and often benefit from street lighting.

Greenways – will be well maintained traffic free routes through open spaces and parks which are suitable for all active travel modes. Whilst important as transport routes, these would also be used for leisure purposes with clear health benefits for all users.



Much of the neighbourhood routes and greenways already exist. Warrington is fortunate to have several greenway routes including the Trans Pennine Trail and Sankey Valley park paths as well as several off road paths through Warrington's formal parks such as Black Bear path and the Whittle Brook path. The Westbrook to Dallam greenway is an example of a new path constructed through an area of open space which sets an exemplar for future paths of this type in Warrington.

There are also many existing cycle routes which form an extensive neighbourhood route network. Some of these are on purpose built footway/cycleways such as Lingley Green Avenue in Great Sankey, and on Admirals Road in Birchwood.

Many new town roads were not provided with any footways and over the years the highway verges on these routes have been retrofitted with a shared use path adjacent to the road. For example, the new path constructed on Cromwell Avenue near the Gemini retail park. This work will continue with the retrofitting of existing roads and/or the construction of new routes within new developments, such as those within the Omega mixed use development.

Currently, there are no routes in Warrington which match the definition of a primary route as set out in the LCWIP. This is one of the primary ambitions of the LCWIP and LTP4 and allows the council to raise the bar on the standard of cycle provision across the borough. Routes have been defined based on their propensity to increase cycle trips with a focus on the journeys between the town centre and suburban destinations.

In addition to the three part cycle network hierarchy, there are also many roads and streets in Warrington which are very lightly trafficked and have low speeds. This "mesh" of quiet cycleable and walkable streets provides the glue between the three part route hierarchy and allows people to make direct, safer and comfortable routes to their destinations. Separate from the strategic cycle network, these quiet roads should be protected to allow them to perform their role as permeable routes within low traffic areas.



In conclusion, the proposed LCWIP network would allow a transformational increase in cycling and walking provision and will go some way to improving Warrington as an attractive place to live. Improvements to the walking and cycling network will be accompanied by improved supporting infrastructure including signage, cycle parking, and facilities for electric bikes.

| | |
|-----------------------|---|
| POLICY AT1 | We will continue to develop our Active Travel infrastructure, through development and implementation of the Warrington Local Cycling and Walking Infrastructure Plan (LCWIP), to create a network that users can use conveniently and in safety. |
|-----------------------|---|

As we seek to improve the network we are identifying the locations in the borough where the existing infrastructure can act as a deterrent or barrier to active mode use. Barriers to walking and cycling can include the need to cross busy roads including motorways, rivers and canals, and railways; busy town centre junctions; and steep gradients. Warrington has a limited number of crossings of these barriers which strongly shapes the existing cycle and walking network. All parts of the cycling hierarchy would therefore benefit from new crossings of these barriers, whether bridges, subways or at-grade, to increase opportunities for direct, accessible routes and enhance the attractiveness of active travel modes.

We are also identifying the locations where there is most demand for high quality walking and cycling infrastructure. For example, in locations where car ownership is low, walking is an important mode of transport, particularly as part of a longer journey by public transport. It follows that there is a need to ensure pathways are of a good standard and are routed along the desire lines where people want to go.



| | |
|-----------------------|--|
| POLICY AT2 | We will target walking and cycling investment in areas where there is: <ul style="list-style-type: none"> - greatest potential to increase walking and cycling (including links to rail stations); - most demand for high quality infrastructure such as new bridges; and - greatest potential to support health improvement through active lifestyles. |
|-----------------------|--|

There may be occasions when meeting the needs of one group could have a detrimental impact on another group, such as off road cycleways impacting on routes used for equestrianism. Cyclists and pedestrians should not be forced together where there is space to keep them apart, creating unnecessary conflict which can only increase as the number of cyclists rises. Improvements to the network should therefore be designed and implemented in such a way that this conflict is minimised and the needs of all groups can be met.

| | |
|-----------------------|--|
| POLICY AT3 | We will design and build schemes in a way that ensures that facilities introduced to benefit one category of active travel user are not detrimental to the convenience, accessibility or safety of other users. |
|-----------------------|--|

Development of the walking and cycling infrastructure plan for Warrington relies on having good information and evidence to support the proposals. Annual pedestrian and cycle surveys at key locations on the cycle and walking network will continue to be carried out

| | |
|-----------------------|---|
| POLICY AT4 | We will undertake regular monitoring and surveys to understand where, how and why people travel by bike and on foot. |
|-----------------------|---|

8.3.2 Using the Planning Process

There are ambitious plans for growth in Warrington as set out in Warrington Means Business strategy and in the Local Plan. Whatever spatial strategy is adopted, it is clear that the next 20 years will see new houses constructed and new jobs created in the borough and a further increase in the overall population in the town. Active Travel can play a central role in providing a fit for purpose transport network that can accommodate this growth.

To ensure that the right infrastructure is included in proposals for new developments it is vital that Active Travel is considered as part of any new development proposals.

New housing development should be sited in locations that allow residents to easily and conveniently travel by sustainable modes, and new employment sites should be easily and safely accessed by pedestrians and cyclists. New development should enhance the existing active travel network.

We can also influence the Active Travel arrangements through the Development Control Process. Transport for Warrington officers are consulted routinely on planning applications. All relevant planning applications should be accompanied by a Travel Plan (TP) which outlines the developer's proposals for walking and cycling infrastructure that will be built as part of the scheme.

| | |
|-----------------------|---|
| POLICY AT5 | We will continue to ensure that Active Travel is considered, and opportunities for walking and cycling increased, as part of the planning process for new development. |
|-----------------------|---|

For many developments, including new highway schemes and development projects, Warrington Borough Council acts as the scheme promoter. For these schemes we will ensure that the proposals are designed in a way that encourages walking and cycling.

An important part of ensuring that the walking and cycling improvements are fit for purpose is ensuring that they are designed to the correct standard. The guidelines for the design of schemes are currently set out by Department for Transport in Manual for Streets 2 and its associated notes, along with the Design Manual for Roads and Bridges.

**POLICY
AT6**

We will ensure that Active Travel is considered, and opportunities for walking and cycling increased, as part of WBC scheme development by using best practice and government guidelines.

8.3.3 Mobility Impaired Users of the Active Travel Network

Infrastructure can often act as a barrier for disabled people who wish to cycle. We will promote infrastructure that is inclusive, for example, is sufficiently wide, free of sharp bends and minimise pinch-points. It is vital that the active travel network that we are developing in Warrington is accessible to as many Warrington residents as possible who wish to use it. This includes those residents with mobility impairments and disabilities. An accessible active travel network prevents social isolation, promotes active lifestyles, and reduces the need for car use. Improvements to walking and cycling infrastructure should include:

- dropped kerbs
- tactile paving
- shallow gradients
- step free access
- firm, level surfaces

**POLICY
AT7**

We will design all walking and cycle route improvements to be accessible for disabled users and those with mobility impairments in keeping with the Equality Act 2010.

8.3.4 Equestrianism

As with pedestrians and cyclists, equestrians have statutory access to use all roads except motorways, and are able to use bridleways, restricted byways and byways part of the Rights Of Way network. Improvements to the public rights of way network will enable equestrian users to access a more comprehensive network of routes, but will also benefit walkers and cyclists. Where improvements are made to a route they need to take into consideration all potential users and provide the best improvement for all users to maintain using the route as they wish.

**POLICY
AT8**

The needs of equestrians should be considered during the design of walking and cycling schemes where applicable.

8.4 Rights of Way Improvement Plan

Our Rights of Way Improvement Plan (RoWIP) sets out our priorities for improving the Public Rights of Way Network in the borough. This network is made up of footpaths, bridleways, restricted byways, and byways open to all traffic.

Our RoWIP, which was adopted in 2006, outlines a number of themes to consider when undertaking improvements to the network. These are:

- Managing user conflict
- Developing a strategic and local network for all users
- Enhancing and maintaining network condition for all users
- Greater use of the network
- Better internal and external communication.

These themes are still valid, as are many of the issues and aspirations that the plan sought to address. For that reason, the RoWIP continued to be a supporting document to LTP3.

To ensure that our aspirations for the Public Rights of Way network are brought up to date, we will undertake a review of the RoWIP in the first five years after the adoption of LTP4. The current RoWIP will continue to be valid until a new Plan has been adopted.

| | |
|-----------------------|--|
| POLICY AT9 | We will undertake a review of the Rights of Way Improvement Plan. |
|-----------------------|--|

8.5 Active Travel Policy Summary

| Policy | |
|--------|---|
| AT1 | We will continue to develop our Active Travel infrastructure, through development and implementation of the Warrington Local Cycling and Walking Infrastructure Plan (LCWIP), to create a network that users can use conveniently and in safety. |
| AT2 | We will target walking and cycling investment in areas where there is: <ul style="list-style-type: none"> - greatest potential to increase walking and cycling (including links to rail stations); - most demand for high quality infrastructure such as new bridges; and - greatest potential to support health improvement through active lifestyles |
| AT3 | We will design and build schemes in a way that ensures that facilities introduced to benefit one category of active travel user are not detrimental to the convenience, accessibility or safety of other users. |
| AT4 | We will undertake regular monitoring and surveys to understand where, how and why people travel by bike and on foot |
| AT5 | We will continue to ensure that Active Travel is considered, and opportunities for walking and cycling increased, as part of the planning process for new development. |
| AT6 | We will ensure that Active Travel is considered, and opportunities for walking and cycling increased, as part of WBC scheme development by using best practice and government guidelines. |
| AT7 | We will design all walking and cycle route improvements to be accessible for disabled users and those with mobility impairments In keeping with the Equality Act. |
| AT8 | The needs of equestrians should be considered during the design of walking and cycling schemes where applicable. |
| AT9 | We will undertake a review of the Rights of Way Improvement Plan. |

8.6 Active Travel Actions

| Relevant Policy | Intervention | Timescale |
|-----------------|--|-----------|
| AT1 | Finalise Local Cycling and Walking Infrastructure Plan (LCWIP) | 0-5 years |
| AT1 | Use LCWIP to identify improvements to the Active Travel Network | 0-5 years |
| AT1 | Identify a programme of improvements to complement an improved active travel network, including signage, cycle parking and electric cycle facilities | 0-5 years |

| Relevant Policy | Intervention | Timescale |
|-----------------|--|-----------|
| AT2 | Identify areas where walking and cycling investment should be targeted | 0-5 years |
| AT3 | Ensure that needs of all active travel users are considered in scheme design | Ongoing |
| AT4 | Continue to undertake surveys | 0-5 years |
| AT5 | Continue to assess planning applications for new developments to ensure that active travel is considered | 0-5 years |
| AT6 | Undertake walking and cycling audits of all new highway schemes | 0-5 years |
| AT7 | Consider the needs of mobility impaired users in scheme design | 0-5 years |

9 Smarter Travel Choices

9.1 Introduction

Smarter Travel Choices describes a range of approaches designed to help people to become less car dependent; to vary the way they travel and make greater use of sustainable options such as walking, cycling, public transport and lift sharing. It has a wide-ranging scope which aims to help tackle congestion, reduce harmful vehicle emissions and improve health. It also supports a strong economy by enabling car-lite development and aids those without access to a car to gain employment.

Over the past decade smarter travel choices has become a key element of Local Transport Plans. Typically it includes measures aimed at influencing people's travel behaviour towards more sustainable options.

The ambition is to reduce the number of car trips by providing greater awareness of sustainable travel choices, and while there is a growing understanding that infrastructure is fundamental to a modern transport system, it is just as important to support behavioural and cultural change. Over the past 6 years we have delivered:

| | |
|----------------------------------|--|
| Travel plans | Business ♦ Residential ♦ School ♦ Area-wide |
| Information & marketing | Timetables, maps and advice ♦ Journey planners ♦ Apps Travel awareness campaigns and events |
| Alternatives to travel | Advice on home working ♦ Flexible working ♦ Tele- and video- conferencing |
| Sustainable choices | Advice on car sharing schemes ♦ Car clubs ♦ Low carbon travel |
| Training & enabling | Bikeability cycle training ♦ Cycle route advice |
| Active travel: cycling & walking | Bike hire schemes ♦ Walking and cycling groups |
| Smart & integrated ticketing | Promotion of smart cards and apps for public transport Rail/bus and rail/bike tickets |

These are discussed in more detail below, and evidence shows that if managed effectively, these types of awareness raising measures provide people with the knowledge to make informed choices on a range of travel options and reduce the need to drive for short journeys.

Awareness of Smarter Travel Choices supports Warrington's planned residential and economic growth by ensuring people can get around; to work, school and leisure. It helps to reduce transport's negative effect on air quality, contributes to the public health agenda by increasing activity levels in the local population, and by encouraging those who can use alternatives to the car also supports those who cannot by reducing congestion and queues.

The following subsections discuss how this theme cross-cuts and supports the others, especially Active Travel and Passenger Transport, helping people get around by raising awareness of infrastructure and services, and providing the incentives, support and information they need to make informed choices regarding travel in Warrington.

9.2 Travelling in Warrington

Warrington traditionally has a high dependency on driving for commuting, and this has increased between the 2001 (72.1%) and the 2011 Census (73.9%). This is higher than the North West (65%) and the national average (60%), and it is this high proportion of commuters in cars that drives congestion during peak periods. Figure 9.1 highlights how Warrington compares to neighbouring areas and other new towns.

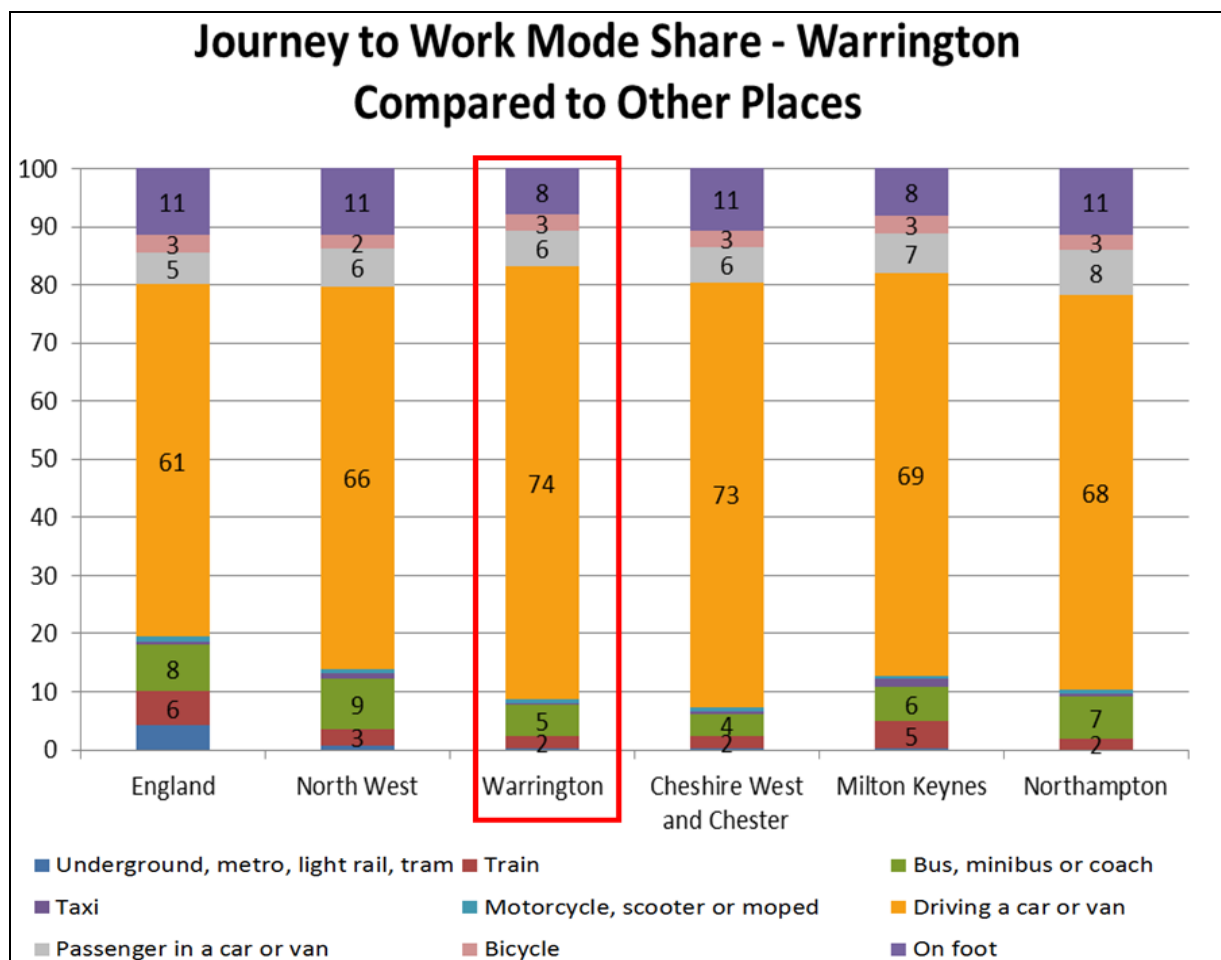


Figure 9.1 - Mode Share for Journey to Work²⁷

To combat this car dependency the benefits of using active travel and public transport such as walking and cycling, bus and train, need to be extensively promoted and encouraged.

²⁷ <https://www.nomisweb.co.uk/census/2011/qs701ew>

Warrington has several features that support active travel:

- it's relatively flat which makes walking and cycling trips much easier;
- it's fairly compact with most of the major employment, leisure, and residential areas within reasonable cycling and public transport distance, and many local neighbourhood journeys are also within walking distance; and
- strengthened by the Local Plan, we have a once in a generation opportunity to plan significant new areas of the town with active travel as a first principle.



Our plans for enhanced sustainable transport corridors are set out in the Active Travel and Passenger Transport chapters. The Westbrook to Dallam Greenway for example, connects west to east through Sankey Valley Park and provides a high quality and more attractive alternative to Cromwell Avenue for cross town journeys.

As walking, cycling and public transport networks are improved to provide attractive routes these new corridors will offer genuine alternatives to car travel. We will support the rollout of new infrastructure with comprehensive information campaigns to highlight the benefits of the new routes to individuals.

A new approach offering more choice will move away from the new town design principles which have led to high car ownership and high levels of car use through a lack of alternatives. By harnessing the opportunities afforded by new development we will provide attractive alternatives to car journeys within Warrington and offer greater opportunity to reduce levels of car use.

This move to more active travel and public transport use will deliver environmental, health and economic benefits through reduced vehicle emissions and traffic congestion and increased physical activity levels.

9.3 Supporting Economic Growth

The provision of attractive public transport and active travel alternatives, supported by appropriate promotional measures, will reduce the need to travel by car for every journey. This principle is crucial if we are to fulfil Warrington's growth potential in a way that makes the borough a highly desirable place to live and work. In the case of employment development, it will also be vital to ensure non-car access for workers, in order to spread the benefits of economic growth throughout the town.

Future mobility will be all about space. If we are to build the number of homes required by the Local Plan it will become increasingly important how we use the space available for moving around. Cyclists, pedestrians and buses take considerably less space than cars carrying only one person and well-designed streets which balance the needs of all users, are better for a town's liveability, safety and economy.



Car travel dominates the highway network in Warrington. Serious congestion problems are observed during peak time periods, and shaped by the local plan Warrington will be home to considerable numbers of new residents and workers over the next 20 years.

Enabling and encouraging smarter travel choices supports economic growth by shifting journeys from single occupancy car, allowing homes to be built and jobs to be created without correspondingly increasing congestion. Choice of travel can also help strengthen the economy by enabling people without access to a car to get to work.

Improvements to infrastructure and services alone will not be sufficient to achieve a significant modal shift. Smarter Travel Choices interventions will be needed to promote behaviour change. Our programmes will include:

- working with partners to understand their needs and the most appropriate infrastructure and services to enable people to make a choice;
- working with employers and employees to encourage them to use the sustainable modes available to them;
- advising jobseekers on how they could travel to employment opportunities, and providing the most appropriate support;
- working with schools and families to enable and encourage more active travel to school;
- promoting the use of new transport infrastructure and services;
- working with key healthcare and education venues to promote sustainable travel;
- ensuring sustainable travel to major new developments via the planning process.

New development provides an excellent opportunity to create new active travel infrastructure and encourage sustainable travel lifestyles to new residents or businesses before car-based journey patterns become established. A key stage of behavioural change is targeting people at different life stages as new habits are formed. These include changing schools or jobs and moving house. Opportunities to encourage as many people to make effective choices involving walking and cycling, and moving by bus and train, can be built in to new developments by the use of Travel Plans.

The National Planning Policy Framework (NPPF) advises that Local Plans should protect and exploit opportunities for the use of sustainable transport modes. It recommends that developments should be located and designed where practical to give priority to pedestrian and cycle movements and have access to high quality public transport facilities. A key tool to facilitate this is a Travel Plan, and developments which generate significant amounts of movement are required to provide one. Four types of Travel Plan for different audiences are outlined in the following sections however all have the same purpose; to provide people with alternative choices to making all journeys by car.

9.3.1 Workplace Travel Plans

The Council offers a Workplace Travel Advisory Service to businesses to inform and promote sustainable travel choices, working with employers and employees to understand the barriers to making more sustainable journeys and where possible instigate change. In addition, jobseekers also receive advice on their travel options to different job destinations which can increase their employment opportunities.

Working with employers, changes can be made to the physical environment, such as secure cycle parking, additional bus shelters and safe walking routes, to ensure those employees that can get to work without a car can do so safely. Underwritten bike purchase schemes such as Cycle2Work, subsidised public transport tickets and personalised route planning are all measures that are encouraged to support reduced driving to work.



An example of this can be seen in the B52 shuttle bus service to and from Omega. Working with businesses allowed timetables to be tailored to the shift patterns, and postcode analysis ensured optimum routing to benefit the greatest number of workers.

Working patterns have become far more flexible with fewer people working standard 9 to 5 hours. Many employees can now work from home or a remote location, using internet based technology, reducing the need to travel to work. It is expected that this practice will increase in the future and aid a reduction in peak time congestion.

9.3.2 Residential travel plans

With the current level of demand for housing in Warrington, a substantial level of growth is expected in the next decade. Integrating new housing development and minimising the impact of this on the existing transport networks is a key challenge. House builders are required to submit Residential Travel Plans plan via planning conditions, with some opting for the Council to deliver them on their behalf.

**POLICY
STC1**

We will ensure new employment and residential developments are designed to positively encourage people to walk, cycle, and use public transport in accordance with bespoke Travel Plans.

9.4 Supporting Town Centre Regeneration

9.4.1 Town Centre Area Travel Plan

The emergence of town centre living together with lack of space for associated car parking cultivates the ambition to create a car-lite environment. To support this we will develop and deliver a bespoke Travel Plan for the town centre. This will bring together and enhance the bus and rail offer and introduce new schemes such as a car club and bike sharing to enable car free and car-lite living as well as identifying accessibility improvement schemes.

To deliver this a new Town Centre Travel Advisory Service will be created to deliver and promote schemes to residents and other users of the town centre, including shoppers, workers and visitors. It will be funded via the Travel Plan process, Uni-lateral undertakings, Section 106 Agreements, and other funding opportunities that arise.

POLICY STC2

We will expand our delivery of travel choice and advice to support economic and residential growth within the town centre to minimise the need for additional road and parking infrastructure and reduce the need for car travel.

9.4.2 Car Club

A car club will be considered as part of the Town Centre Travel Plan. This is an efficient way for people to have access to a shared car when they need it, without owning it.

Vehicles are parked in dedicated and clearly marked parking spaces close to homes and workplaces and are available on an hourly or daily basis, 24 hours a day, 7 days a week. Members usually have a choice of how to book cars in various locations using the internet, mobile apps, or over the phone. This flexibility allows more efficient travel, by making best use of cars alongside trains, buses, and cycling and walking.



Among the many advantages of such a scheme is the cost saving of not owning a car. Privately owned cars are, on average, parked 95% of the time. Car clubs provide their members with convenient access to cleaner vehicles without the hassles and expense of ownership (such as tax, MOT, fuel, servicing, repairs, depreciation and parking). For members who drive less than 6-8,000 miles per year, a car club could save up to £3,500 a year. After a membership fee, a car can be booked for as little as £4 an hour.

Car clubs are typically delivered by a commercial, or sometimes community organisations that handle the insuring, booking systems, maintaining and usually buying the vehicles. Given the high car ownership in Warrington, it has never been seen as necessary or cost effective to run a car club, however with the emergence of hi-rise apartment living in the town centre with fewer car parking spaces, this is changing. Funding will be sought through S106 agreements, the Travel Plan process, Uni-lateral undertakings, and other funding opportunities that arise.

9.4.3 Bike Sharing

A variety of creative ways to provide public shared access to bikes is emerging across the country for communities of all sizes. These include 'docked' schemes, which are fixed to docking station frameworks (e.g. Santander Cycles in London and the Citybike scheme in Liverpool), and 'dockless' schemes, which are freestanding smart bikes which are located,



released and paid for via an app. (e.g. Nextbike in Bristol). We will research the best model for Warrington, taking into consideration the benefits of current schemes, and deliver a bike share scheme to support the town centre travel plan.

POLICY STC3

We will seek to establish and promote a town centre car club and a bike sharing scheme, and look for funding opportunities to expand them when appropriate.

9.5 Supporting Sustainable Modes of Travel to School

9.5.1 Sustainable Modes of Travel to School (SMOTS)

The publication and delivery of a Sustainable Modes of Travel to School Strategy (Appendix E) is a statutory duty of every local authority. There are five main elements to the duty that all local authorities must satisfy:

- an assessment of the travel and transport needs of children and young people within the authority's area;
- an audit of the sustainable travel and transport infrastructure within the authority's area that may be used when travelling to, from or between schools/institutions;
- a strategy to develop the sustainable travel and transport infrastructure within the authority so that the travel and transport needs of children and young people are best catered for;
- the promotion of sustainable travel and transport modes on the journey to, from, and between schools and other institutions; and
- the publication of the SMOTS to allow public access.

The SMOTS outlines how we will comply with and fulfil these five elements in the face of an ever changing educational environment with reduced local authority influence.



9.5.2 School Travel Plans

The School Travel Advisory Service supports the existing and growing needs of schools within Warrington, and delivers some of the elements of the current Sustainable Modes of Travel Strategy.

Nationally it is estimated that the 'school run' accounts for approximately 20% of peak hour traffic, and its impact on children's and the wider public's health and its contribution to congestion is universally recognised.

The high employment rate in Warrington, together with the wide range of activities both in school and after school all contribute to the need to drive to school, but the wide variance with national behaviour as shown in Figure 9.2 highlights the particularly high car dependency in Warrington. We are however beginning to see the benefits of scooter and cycle training, with 7% of children using these modes.

In 2017/18 the prevalence of children overweight and obese in Reception was almost 26% and in Year 6 had grown to over 33%. Encouraging walking and cycling for all or part of the school run can help to make exercise a part of the daily routine and the norm through growing up into adulthood.

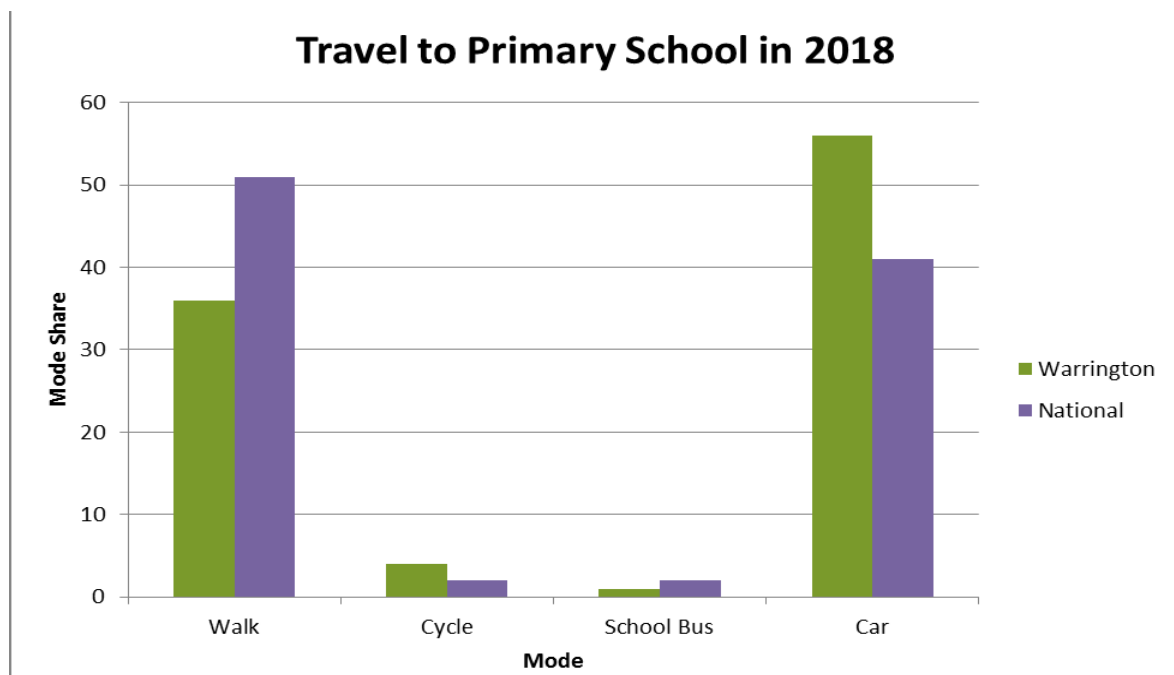


Figure 9.2 - Travel to primary school in 2018²⁸

Schools are supported to develop and update their travel plans, and also with implementing the various measures and actions by our School Travel Adviser. These can include training children to use their scooters safely, launching walking or cycling days, or establishing junior PCSO schemes to help reduce inconsiderate parking. Creating a School Travel Plans is often made compulsory when a school needs additional local authority support with congestion or parking issues, or through the planning process.

²⁸ Warrington Borough Council School Surveys

9.5.3 Bikeability cycle training

The provision of Bikeability child cycle training has been a major success in Warrington. Funded by a government grant which the council has to bid for, professionally-delivered training is offered free-of-charge to every 9 – 13 year old child in their school. Between 2007 and 2018 the council, through its approved providers, has successfully trained almost 22,000 pupils with grants totalling £872,600.

The impact of this is shown in Figure 9.2, with 4% of primary school children regularly cycling to school compared with 1% in 2011 and 2% nationally.

The grant scheme has recently been extended to cover learn-to-ride training for younger children and more advanced training for teenagers and parents, and a programme of rides and safety lessons is being developed for 2019/20 onwards. We believe that training in advance of the transition to high school is crucial to embed a cycling culture and an important factor in allowing more people to enjoy cycling more often. Safer routes to school are considered as part of the wider active travel network within the Active Travel chapter.

POLICY STC4

We will continue to deliver the SMOTS, including support for school travel plan implementation, and continue to bid for funding to continue and expand the programme of child cycle training courses.



9.6 Supporting Active Travel

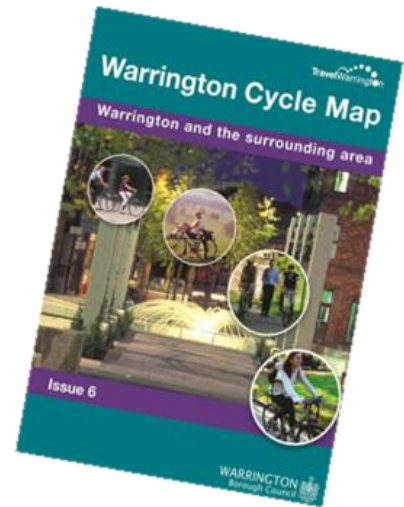
Active Travel is at the heart of our local transport strategy. The guiding principle is that walking and cycling should be everyday ways of getting around, helping increase physical activity, tackling congestion, reducing harmful emissions and improving the public realm.

In 2017 the council hosted a series of stakeholder summits to gain feedback on a range of transport topics. The first of these focussed on active travel, stakeholders were asked what the barriers were for replacing short car journeys with a walk or cycle trip. Concerns about safety, lack of knowledge of routes and the dominance of the car making cycling and walking unwelcome in some areas were identified as key barriers.

9.6.1 Cycle map

The main promotional tool to support cycling is Warrington's Cycle Map. This has been developed with the help of many partners, and is regularly reviewed and updated when new routes are built. Cycle users have diverse needs and cycle for a number of different reasons and purposes, for example to commute, for leisure, or as a sport, and look for different types of route and infrastructure.

Consequently, both on-road and off-road routes have been included in the map, with the road network graded by levels of experience needed, to allow people to plan a journey using only roads they are comfortable cycling. This supports those less confident to find an alternative to their normal driving route, which in many cases could be quicker.



POLICY STC5

We will support the rollout of new infrastructure with comprehensive information campaigns to highlight the benefits of new cycle routes to individuals.

9.6.2 Adult Cycle Training

It is also recognised that many adults require confidence training to allow them to cycle more regularly, and especially the short journeys that are so often driven.

A programme of adult cycle training and rides, to raise competence and confidence, will be required to support the increase in cycling set out in our vision for transport. The majority of adult cyclists are also motorists so the skills developed through these cycling courses will also be valuable in helping motorists understand how to interact with cyclists.



POLICY STC6

We will actively pursue funding opportunities to enable a programme of adult cycle training courses and rides to be delivered on an ongoing basis.

9.6.3 Promotion of bus and rail services



A key factor in increasing the use of public transport is to make it frequent and easily accessible. Awareness of which services go where, and how to use the services is also essential and is included in the various workplace, residential and school travel plans. There are many positive examples from around the UK of how a combined investment in high quality buses, routes, and marketing results in significant increases in patronage.

The bus industry as a whole has experienced a decline in patronage in recent years, but rebrands and improved ticketing has enhanced the offer from them. We will work with all the bus operators in Warrington to help to positively market their services to different audiences to encourage more use.

Rail is experiencing a long term increase in passenger numbers across the UK, and Warrington is no exception with sustained and impressive growth, as shown in Figure 9.3.

We will support the continuing success of rail by working with train operators to promote their services, particularly highlighting the potential for short journeys within Warrington to be made by rail due to the key advantage of being unusually well served by rail stations. There are currently six within Warrington with a seventh, Warrington West, opening in 2019.

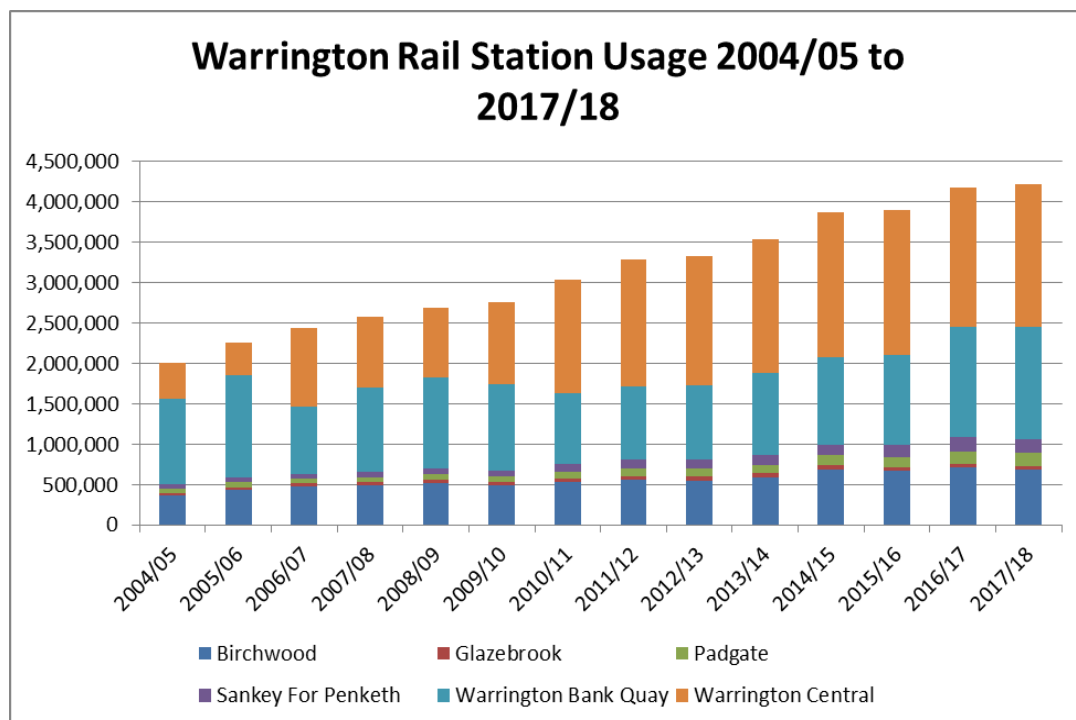


Figure 9.3 - Rail Passenger Growth in Warrington²⁹

²⁹ <http://orr.gov.uk/statistics/published-stats/station-usage-estimates>

We will also provide the evidence base to persuade bus and rail operators to coordinate timetables where services meet to provide attractive transfer times.

**POLICY
STC7**

We will continue to use a range of media to promote bus and rail services and work with operators to help inform routes, timetables and service levels to provide an attractive alternative to the car.

9.7 Supporting Health and Wellbeing

Supporting more people to get about using active travel has health benefits both for the individual and the wider population.

9.7.1 Active lifestyles

Walking and cycling have acknowledged positive physical and mental health benefits. As a result physical exercise has been described as a ‘wonder drug’ and active travel allows people to build physical activity in to their everyday routines.

Obesity is climbing steadily and mental health is now widely recognised as a growing health priority. Evidence from the New Economics Foundation demonstrates that regular physical activity is associated with lower rates of depression and anxiety across all age groups. Exercise is essential for slowing age-related cognitive decline and for promoting well-being.

Neighbourhoods lined with parked cars or filled with a constant stream of traffic passing by, inhibit contact between neighbours. Areas with the greatest health deprivation are located in central and northern Warrington within convenient walking or cycle distance from town centre amenities and several employment areas making active travel options a viable alternative.



Simply encouraging more people to use a particular walking or cycling route can increase their feeling of safety, by creating a busier route which makes people feel less vulnerable. More people walking and cycling in their neighbourhood also increases social interactions between neighbours, encouraging communication and discouraging anti-social behaviour.



Those that support more walking and cycling for shorter journeys are more likely to create a feeling of safety and encourage more social interaction. The ability to look out onto a street busy with people rather than cars, or to have a passer-by stop and say hello, contributes to people feeling less isolated and a more positive mental health.

9.7.2 Air Quality

Warrington has two Air Quality Management Areas (AQMAs) where NO_x emissions exceed legally prescribed limits as a result of emissions from traffic. The council's Air Quality Action Plan describes how we are tackling emissions within the AQMAs, however we want to reduce emissions from road traffic across Warrington.

The Cleaner Fuels Strategy explains how we will tackle exhaust emissions, but other vehicle-related emissions from brake, tyre, clutch and road surface wear, and also the effects of vehicle-related noise, can only be tackled effectively by reducing numbers of vehicles entirely. The combined efforts of the Air Quality Action Plan, Cleaner Fuels Strategy, and Smarter Travel Choices programme will reduce noise and emissions and improve air and noise pollution related health issues.

POLICY STC8

We will continue to promote active travel to support healthier lifestyles.

9.8 Supporting Safer Travel

Busier active travel routes result in a reduction in vehicle traffic which provides a virtuous circle of increasing active travel, decreasing traffic and increasing feeling of security. We will support this by both promoting new corridors, and informing potential users of the type and location of new infrastructure by talking to a wide cross section of people travelling in Warrington to understand how we can support them to feel confident to travel actively.



Car occupants comprise the greatest number of reported road casualties; however, the second highest group of casualties are pedal cyclists at 11.8% closely followed by pedestrians at 11.2%. In the cyclists group 85% of casualties are males, in no small part due to greater numbers of men cycling than women. It has been difficult to encourage take up of cycle skills training by male commuters, who perhaps view it as unnecessary. We will continue to offer this important life skill and expand when funding allows to ensure a high level of proficient and competent cycle users.

In the pedestrians casualty group all ages are concerns although a higher proportion can be seen in 10 to 11 year olds. Education through training can influence change so we will particularly target this age group with offers of cycle training and road safety education within the Transition to High School programme.

**POLICY
STC9**

We will support a safer traveling environment around Warrington with education and training programmes.

9.9 Supporting Equality of Opportunity

We also want to ensure that all sections of the community have the same access to transport, leisure, health, and job opportunities.

9.9.1 Ability and gender equality

Disabled children and adults often face barriers to taking part in any physical activity, although growing numbers of disabled people cycle, using standard bikes as well as adapted cycles. For some, riding a bike can be easier than walking, easing joint strain, aiding balance and relieving breathing difficulties. Pedal-assist e-bikes give all the freedom and benefits of cycling, with a little extra assistance. The result is less force required, more miles and all the health benefits of life on two wheels.

Women and men's journey patterns are different; women are more likely than men to feel at risk walking through parks or cycling on roads, and almost three quarters of them never cycle. Although becoming more shared, it's still the case that women need to balance journeys for family needs; they make more use of public transport, and are more likely to make multi-stop trips.

**POLICY
STC10**

We will develop programmes to support all sections of the community to become more independent and physically active by using active travel and public transport.

9.9.2 Access to work

Smarter Travel Choices also has a key role to play in 'closing the gap' between affluent and less-affluent areas of the town by ensuring that residents are aware of the transport options available to access employment and services. Increasing the number of travel options can help improve accessibility to services and increase the job opportunities available to people, especially those without access to a car. Cycling and walking are affordable transport options for most and many low income households are reliant on buses for access to work, education, health services and shopping.

We have been successful in both supporting and delivering shuttle bus services to major employment sites. Lingley Mere Business Park, Birchwood Business Park, Omega and Daresbury all benefit from shuttle buses operating within Warrington providing direct and timely services for employees. These services help to open up job opportunities for people who don't have access to a car in addition to those who find the services more convenient than driving.

'Wheels to Work' schemes in other areas assist jobseekers to access work by offering tailored plans that particularly assist them to attend interviews and during the initial period of employment by providing free access to a bicycle or discounted bus and rail tickets. A scheme such as this in Warrington has the potential to ensure that every jobseeker has the opportunity to benefit from the success and prosperity of an economically successful town.

**POLICY
STC11**

We will develop a more tailored offer for jobseekers, providing incentives and assistance to attend interviews or in the initial period of employment, when required.

9.10 Smarter Travel Choices Policy Summary

| | Policy |
|-------|---|
| STC1 | We will ensure new residential and employment developments are designed to positively encourage people to walk, cycle, and use public transport in accordance with a travel plan. |
| STC2 | We will expand our delivery of travel choice and advice to support economic and residential growth within the town centre to minimise the need for additional road and parking infrastructure and reduce the need for car travel. |
| STC3 | We will seek to establish and promote a town centre car club and bike sharing scheme and look for funding opportunities to expand them when appropriate. |
| STC4 | We will continue to deliver the SMOTS, including support for school travel plan implementation, and continue to bid for funding to continue and expand the programme of child cycle training courses. |
| STC5 | We will support the rollout of new infrastructure with comprehensive information campaigns to highlight the benefits of new cycle routes to individuals. |
| STC6 | We will actively pursue funding opportunities to enable a programme of adult cycle training courses and rides to be delivered on an ongoing basis. |
| STC7 | We will continue to use a range of media to promote bus and rail services and work with operators to help inform routes, timetables and service levels to provide an attractive alternative to the car. |
| STC8 | We will continue to promote active travel to support healthier lifestyles. |
| STC9 | We will support a safer traveling environment around Warrington with education and training programmes. |
| STC10 | We will develop programmes to support all sections of the community to become more independent and physically active by using active travel and public transport. |
| STC11 | We will develop a more tailored offer for jobseekers, providing incentives and assistance to attend interviews or in the initial period of employment, when required. |

9.11 Smarter Travel Choices Actions

| Relevant Policy | Intervention | Timescale |
|-----------------|---|-----------|
| STC1 | Continue to assess planning applications for new developments to ensure sustainable transport is considered and travel plans are implemented. | 0-5 years |
| STC2 | Develop a bespoke Town Centre Travel Plan and increase travel choices support within town centre | 0-5 years |
| STC3 | Investigate town centre car club in Warrington | 0-5 years |
| STC3 | Investigate bike sharing scheme for Warrington | 0-5 years |
| STC4 | Continue to deliver the Sustainable Modes of Travel to School strategy. | 0-5 years |
| STC4 | Identify funding sources and bid to them for continued child cycle training provision | 0-5 years |
| STC5 | Continue to promote and raise awareness of new sustainable travel infrastructure | 0-5 years |
| STC6 | Identify funding sources and bid to them for provision of adult cycle training | 0-5 years |
| STC7 | Work with bus and rail operators to help identify service improvements | 0-5 years |
| STC7 | Promote bus and rail service improvements | 0-5 years |
| STC8 | Continue to promote active travel as part of a healthier lifestyle | 0-5 years |
| STC9 | Develop education and training programmes that support safer travel | 0-5 years |
| STC10 | Identify requirements for a programme of promotional campaigns that promote sustainable travel for all | 0-5 years |
| STC11 | Work with partners to identify and remove barriers that travel creates for jobseekers. | 0-5 years |

10 Passenger Transport

Passenger Transport covers all forms of motorised passenger transport services available for use by the general public. Public transport currently available in Warrington includes express coach, local bus, rail, and taxi/private hire vehicles. Future modes could include light rapid transit services such as tram/light rail or express/guided bus.

The population and economic growth forecasts for Warrington Borough are amongst the highest in the UK. If we are to deliver this growth in a sustainable way, whilst reducing the economic and health impact of congestion, then we need to significantly increase the use of passenger transport services. A modal shift from private car use to passenger transport can:

- dramatically reduce congestion and improve air quality;
- increase physical activity; and
- Reduce road space/parking required to accommodate private vehicles and make the road space available for cycle and walking routes.

10.1 Bus

10.1.1 Buses in Warrington

The bus is the most inclusive form of mass travel in Warrington, with supporting infrastructure in the heart of our town centre and across Warrington. The network of bus services in the borough facilitated 6.8 million passenger trips (starting in the borough) in 2017/18; this was a slight increase



on previous years. The bus network is supported by a real time passenger information system that provides live timetable information to passengers at bus stops, via the internet and smart phone applications.

The network of services has witnessed regular change in recent years, in terms of routes, frequencies and - until 2016 - regular fare increases. Public funding for bus services has dramatically reduced during the LTP3 period as a consequence of austerity.

Local government has a role in supporting efficiency and effectiveness in bus service and taxi operations, by:

- maximising priority measures such as bus lanes and bus gates that can put buses ahead of queuing traffic
- maintaining complementary infrastructure such as Warrington Bus Interchange and bus stops as well as taxi ranks
- to continually offer publicity of all available services

Complementary policies and projects, in the form of our Local Bus Strategy and Real Time Passenger Information are critical in enabling and facilitating growth in bus use. The Bus Services Act (2017) provides opportunities to further encourage operators to develop enhancements which should stimulate growth in passenger numbers.

The proposed housing and economic growth in Warrington offers a unique opportunity for us to plan large scale bus infrastructure requirements and maximise enhancements to public transport by securing Section 106 and Section 278 developer funding. This will ensure that new developments are adequately served by passenger transport services.

10.1.2 Bus Services and Patronage in Warrington

The majority of bus services in Warrington are operated commercially, with over 80% of the overall mileage provided by Warrington's Own Buses (WOB). Other bus operators operate several bus services within Warrington, which are important in providing cross boundary trips in and out of the Borough. Arriva services extend the available bus network, particularly to the south-west and west of Warrington, with services to Runcorn, Chester, and Liverpool. The Go Ahead group also run services into Greater Manchester to the east. In addition, there are several bus services operated by smaller companies, operating commercial commuter / school services within the borough.



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 a 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.

For example, a resident of Great Sankey who works at Gemini would use the 14/15 from Great Sankey in to central Warrington, and then the 17/17A/17C to Gemini. An Orford resident travelling to an appointment at the General Hospital is required to use the 20/21 and 16/16A services for their journey.

The hub and spoke pattern 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.

There are two datasets used for measuring bus patronage in areas such as Warrington. One of these is the number of bus journeys originating in the borough (the number of people getting on a bus in Warrington). By this measure, between 2008/09 and 2011/12 bus patronage was relatively stable, fluctuating between 10.8 and 11.5 million passengers per year.

However, since 2011/12, bus boardings have fallen from 10.8 to under 7million passengers per year. More recently there have been positive signs of recovery over the last two years, first stabilising the decline and then in 2017/18, rising by 220,000 passengers to 6.8 million, as shown previously in Figure 4.3.



The other measure is the number of passenger journeys on local bus services, which counts the number of passengers on all buses in Warrington. This dataset shows a decline in patronage since 2010/11. The trend for Warrington compared with neighbouring authorities is shown in Figure 10.1.

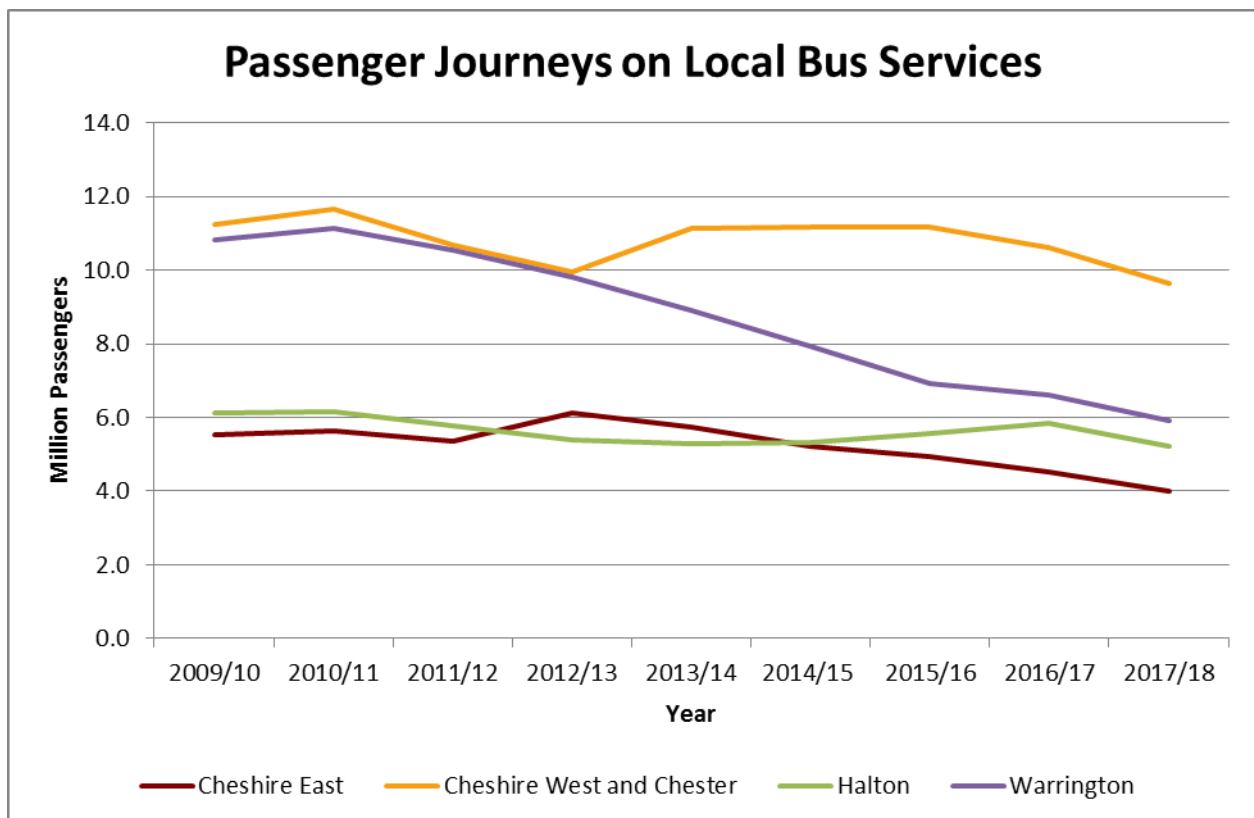


Figure 10.1- Bus Patronage in Warrington (Journeys per year) Compared with Neighbouring Authorities³⁰

³⁰ <https://www.gov.uk/government/statistical-data-sets/bus01-local-bus-passenger-journeys>

Bus patronage fell by 39% in Warrington between 2008/09 and 2015/16. Nationally there has been a decline in bus patronage but not at the same rate as in Warrington, with the 2015 National Travel Survey demonstrating a 19% decrease in bus patronage nationally since 1996/97.

Interestingly, there has been a 231,000 (9%) reduction in the usage of English National Concessionary Travel Scheme (free) passes in the 2014/15 to 2017/18 period in the Warrington area.

10.1.3 Increasing Bus Patronage

Increasing the number of people who choose to travel by bus is a key component of our vision for transport in Warrington. The benefits of people travelling by bus rather than private car include:

| <u>Benefits to Residents</u> | <u>Benefits to Warrington</u> | <u>Environmental Benefits</u> |
|--|--------------------------------------|--------------------------------------|
| Improved health through linked active travel | Reduced congestion | Improved air quality |
| Reduced social isolation | Less requirement for car parking | Reduced carbon emissions |

If Warrington residents are to be encouraged to make bus travel their regular choice for work and leisure, bus services need to meet their needs and provide services that people want. The most important factors that people look for when considering bus usage for a journey are:

- **Route** - having a bus service that will take the passenger from where they are to where they want to go, and back again (e.g. home to work)
- **Frequency** - having regular, frequent services operating a route for convenience and reliability
- **Journey Time** - having shorter journey times with limited interchange to reduce the amount of time spent waiting for connecting services
- **Passenger Experience** - making bus use easier and more comfortable for passengers, with assurance that services will turn up as advertised (Real Time Passenger Information), and with a consistent quality of service
- **Cost** - having affordable fares that allow buses to compete with car travel



| | |
|-------------------|---|
| POLICY PT1 | We will work with partners to review the core strategic bus network to link existing and new residential areas with employment sites and key local services. This will consider cross-boundary routes. |
|-------------------|---|

The frequency of bus services on a route is important to increasing patronage, because frequent buses:

- reduce the time that people spend waiting at bus stops, improving overall journey time;

- give passengers confidence that buses are available if they travel at a different time to their regular journeys, reducing the reliance on having access to latest timetables; and
- give passengers confidence that connections to onward journeys can be made.

It is also important that passenger transport services operate at the times that people want to travel. This includes services that operate at shift change times and services that complement the leisure activities available in the borough.

| | |
|-----------------------|--|
| POLICY PT2 | We will work with partners to improve frequency and operational hours of services on key bus routes in Warrington where possible. |
|-----------------------|--|

When people are considering making a change away from private car journeys to more sustainable modes journey time comparison will be an important factor in their decision. Infrastructure improvements such as bus gates (bus only routes) and bus priority measures on congested routes can be implemented and enforced by the Council to give buses a time advantage over other vehicles and improve journey time reliability.

| | |
|-----------------------|--|
| POLICY PT3 | We will work with bus operators to identify the highway improvements and bus priority measures that will improve journey time and reliability for buses, and identify funding sources for their delivery. |
|-----------------------|--|

Economically disadvantaged areas of Warrington, where car ownership is lower and provision of access to employment is a priority, are those that would benefit most from improved bus services.

| | |
|-----------------------|---|
| POLICY PT4 | We will give priority to supporting public transport services which enable disadvantaged groups and communities to access employment and services. |
|-----------------------|---|

The quality of information that is available to passengers is vital in supporting and encouraging them to travel by bus. This includes information about bus routes, timetables, bus stop locations and ticketing options. The information can be in the form of printed timetables and literature, bus stop timetables, websites and mobile applications. Real Time Passenger Information is available at bus stops, via the internet and smart phone applications.

| | |
|-----------------------|---|
| POLICY PT5 | We will maintain and seek to improve local bus information, and make use of technology to provide convenient, up to date and reliable information to passengers. |
|-----------------------|---|

The comfort, safety and convenience of passengers at bus stops and interchanges are important factors in encouraging people to use public transport.

| | |
|-----------------------|--|
| POLICY PT6 | We will seek to ensure that the environment at public transport stops is designed to minimise opportunities for anti-social behaviour and increase passengers' sense of security. |
|-----------------------|--|

It is vital that transport in Warrington is accessible to as many of Warrington's residents and visitors as possible who wish to use it. This includes those passengers with mobility impairments and disabilities.

**POLICY
PT7**

We will ensure that all new public transport infrastructure complies with Equalities legislation, and seek to upgrade existing infrastructure where necessary.

The cost of public transport is often identified as a barrier that discourages bus use, particularly amongst residents from more economically deprived areas of the borough. Whilst we have limited influence over the cost of travel on public transport, and no available revenue to subsidise a fare reduction on services, we will work with operators to seek ways of keeping the cost of transport as low as possible for passengers.

**POLICY
PT8**

We will work with operators to identify how cost of travel on public transport services can be minimised.

10.1.4 Using the Planning Process

The proposed growth in Warrington will bring significant volumes of new houses and new jobs to the borough. As this development progresses it is vital that the bus network is at the forefront of considerations during the Planning process.

To ensure that the right infrastructure is included in proposals for new developments it is vital that public transport is considered as part of any new development. This includes:

- Locating new development where it can be served by buses
- Ensuring that development roads are of a suitable standard for bus use
- Using developer funding to establish new bus services or enhance existing services to make public transport the mode of choice and convenience

**POLICY
PT9**

We will ensure that new developments in Warrington encourage making journeys by public transport, and ensure that development contributes financially to improved public transport services and facilities.

This includes designing bus networks that are attractive to new / enlarged development, whilst also providing new residents with incentives to travel sustainably, wherever possible.

10.2 Integrating Transport Modes

Many journeys require more than one mode of transport. If we are to encourage people to use sustainable modes for their journeys it is important that the interchange between modes at key locations is as seamless as possible.

This means ensuring that there are walking and cycling routes to key transport interchanges, and cycle storage facilities at the interchanges themselves. It also means ensuring that rail stations are served by the bus network.



Warrington Central rail station is situated adjacent to the Bus Interchange, affording an excellent opportunity to exploit bus / rail connectivity. Additionally, taxi ranks are present at both Central and Bank Quay stations. Warrington West station is being constructed with a large car park, bus stops and a taxi waiting area to ensure that rail is accessible by a number of other modes.

April 2018 saw the re-introduction of regular bus services via Parker Street between Warrington Bank Quay station, and the bus interchange with the commencement of the Cheshire Cat services.

| | |
|-------------------------------|---|
| <p>POLICY PT10</p> | <p>To make people's journeys as convenient as possible we will improve the connections between transport modes. This will include a review of:</p> <ul style="list-style-type: none"> • Park and ride facilities • Bus connections to rail stations • Active travel links to rail stations and key bus stops |
|-------------------------------|---|

Integration of transport modes will be further enhanced by the work that Transport for the North are doing to deliver an integrated ticketing scheme that will make it easier for passengers to travel seamlessly using their preferred payment method.

10.3 Warrington Mass Transit System

Bus usage in Warrington is less than it was in previous years. This is, at least in part, due to the difficulty that buses face in competing with the private car for journeys into and around Warrington. In order to achieve our stated aim of reducing car use to 60% mode share by 2040 we need to transform the public transport offer in order to allow it to become an attractive option for drivers.

In Chapter 6 (Figure 6.2) we identified a 'tube-style' map of a potential mass transit network for Warrington. This would significantly transform the passenger transport offer, creating an attractive, high quality network that could provide a realistic alternative to people who are currently car-dependent.

We are in the early stages of this process to identify a mass transit network, and a large amount of work is required before we can identify:

- The preferred transport mode for the network
- The destinations that should be connected
- The corridors that the network will operate on
- How the project could be funded

| | |
|--------------------|---|
| POLICY PT11 | We will identify options and delivery mechanisms for a mass transit system for Warrington. |
|--------------------|---|

10.4 Rail

10.4.1 Rail and Rail Patronage in Warrington

Warrington is located on the Cheshire Lines Committee (CLC) Line that runs east to west, connecting Warrington to Manchester and Liverpool, and the West Coast Main Line (WCML) that runs north to south through the borough, calling at Warrington Bank Quay. There are seven stations in the borough:

- Warrington Central
- Warrington Bank Quay
- Sankey for Penketh
- Padgate
- Birchwood
- Glazebrook
- Warrington West

Six of the seven stations in Warrington are along the CLC Line. These stations have varying levels of rail provision, from Glazebrook with a Northern service every two hours to Warrington Central which is served by three Northern services and an East Midlands Train service every hour during the day.

Warrington Bank Quay is on the West Coast Main Line, which provides connectivity to stations between London Euston and Glasgow Central, including Crewe, Chester, North Wales, and Preston. Bank Quay is also on the Ellesmere Port to Warrington Line. Four services per day operate on this line.

Nationally, rail use is growing and this trend is evident in Warrington with a 28% increase in patronage across Warrington's six rail stations between 2010/11 and 2016/17. This trend is shown in Figure 10.2.

The number of entries and exits at each of the stations in the borough, recorded by the Office of Rail and Road is shown in Table 10.1. Warrington Central is the busiest station in the borough with 1,764,022 entries and exits in 2017/18. Warrington Bank Quay and Birchwood are the next busiest stations in the borough.

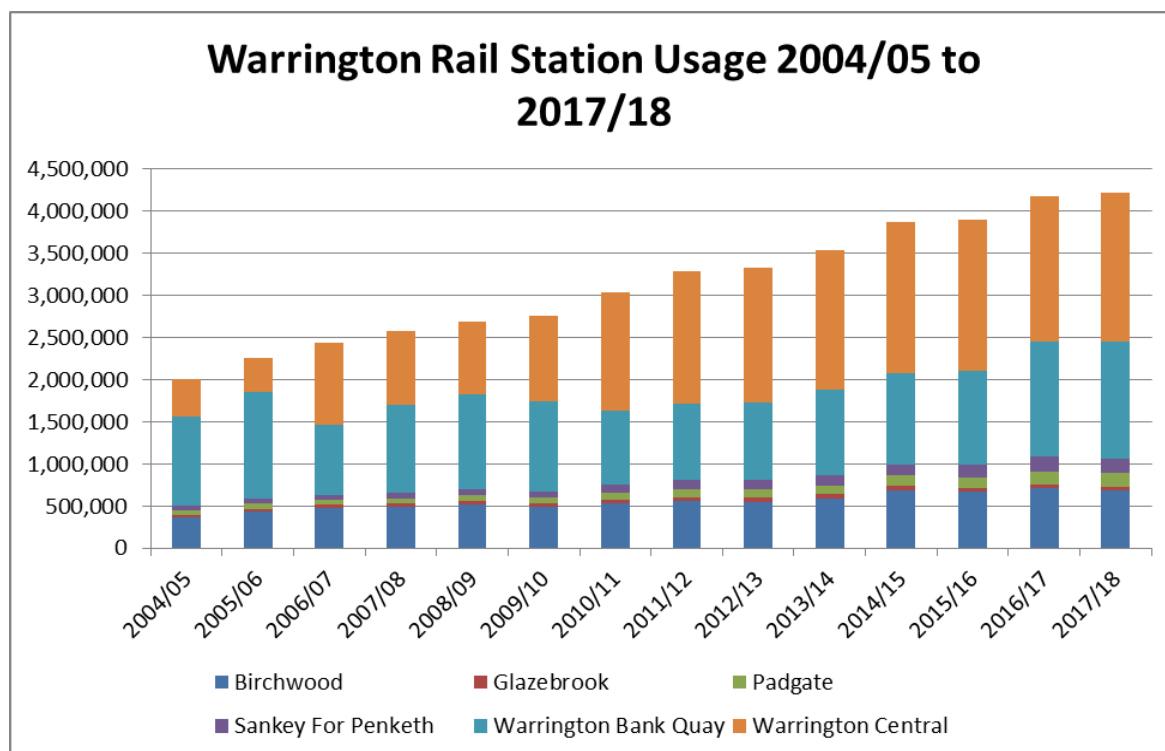


Figure 10.2 - Rail Patronage at Warrington stations³¹

| Station | Entries and Exits at Warrington Stations (x1,000) | | | | | | | |
|----------------------|---|---------|---------|---------|---------|---------|---------|---------|
| | 2010-11 | 2011-12 | 2012-13 | 2013-14 | 2014-15 | 2015-16 | 2016-17 | 2017-18 |
| Birchwood | 527 | 555 | 550 | 583 | 687 | 670 | 713 | 688 |
| Glazebrook | 47 | 48 | 50 | 55 | 49 | 48 | 47 | 45 |
| Padgate | 80 | 92 | 94 | 107 | 128 | 124 | 151 | 156 |
| Sankey for Penketh | 100 | 120 | 112 | 118 | 134 | 145 | 172 | 172 |
| Warrington Bank Quay | 879 | 895 | 923 | 1,012 | 1,081 | 1,110 | 1,364 | 1,390 |
| Warrington Central | 1,406 | 1,568 | 1,593 | 1,662 | 1,785 | 1,802 | 1,730 | 1,764 |

Table 10.1 Entries and Exits at Warrington Stations 2010/11 - 2017/18³²

³¹ <http://orr.gov.uk/statistics/published-stats/station-usage-estimates>

³² <http://orr.gov.uk/statistics/published-stats/station-usage-estimates>

10.4.2 Continuing Rail Patronage Growth

The upward trend in rail patronage in Warrington is encouraging and we will work with partners in the rail industry, including Train Operating Companies, Rail North, and Network Rail, to further increase patronage through improvements to rail services in the borough. This includes, seeking additional calls at stations in Warrington. The three ways that the council has of influencing decisions regarding rail services are:

- Partnership working with Train Operating Companies; Network Rail; neighbouring authorities and local government bodies; and Transport for the North to influence services
- Responding to consultations and timetable changes and franchise agreements
- Lobbying the key decision makers

**POLICY
PT12**

We will continue to lobby for improvements to the national rail network that are positive for Warrington and maximise opportunities to improve rail passenger and freight services.

An important factor in increasing the number of people that choose to travel by rail is improving the options that passengers have for travelling to and from stations. This includes better integration of bus and rail services to reduce waiting times when passengers change transport modes, good quality active travel links to stations, and improvements to facilities at interchange points.

In the heart of Warrington, this includes improvements to station to station interchange by improving the bus and active travel links between Warrington Central and Warrington Bank Quay.

Electrification of rail lines through Warrington may facilitate improvements to services. Where this is the case we will support the rail industry to progress any proposals for electrification.

**POLICY
PT13**

We will work with partners to further improve the facilities at, and access to, railway stations in the borough.



10.4.3 CLC Line

The CLC Line is one of the railway routes that link Liverpool and Manchester. The line passes through Warrington Borough, serving Sankey for Penketh, Warrington West (new station opening 2019), Warrington Central, Padgate, Birchwood, and Glazebrook stations.

Market Analysis of the CLC Line has been undertaken, which shows a fifth of all trips on this line start within Warrington which reinforces rail as a key mode of travel for residents. Of the journeys originating at Warrington, almost half (48%) were alighting at Manchester stations, just over a quarter (26%) at Liverpool Lime Street/ Edge Hill, whilst 10% were alighting at a station between Padgate and Trafford Park and 9% were travelling to a station east of Manchester. The most common destinations to the east of Manchester, from Warrington, are Leeds, Sheffield, Stockport and York.

11% of the journeys on the CLC alight at Warrington; indicating the importance of Warrington as an employment destination, but also highlighting the need for strong transport links from the stations to employment sites.

Station ambience was also rated as part of the Market Analysis. Warrington Central was rated 'Very Good', Birchwood was rated 'Good', whilst Sankey for Penketh, Padgate and Glazebrook were considered 'Poor'.

Journey time analysis for the journeys between Warrington and Manchester and Liverpool comparing rail with private car and bus/coach services is shown in Table 10.2.

| | Bus/ Coach (AM peak) | Bus/Coach (inter-peak) | Car (AM Peak) | Car (inter- peak) | Rail (fastest) |
|--------------------------------|-------------------------|---------------------------|------------------|----------------------|----------------|
| Warrington to Manchester | 131 | 100 | 47 | 40 | 20 |
| Manchester to Warrington | 113 | 113 | 45 | 43 | 16 |
| Warrington to Liverpool | 93 | 45 | 47 | 41 | 29 |
| Liverpool to Warrington | 92 | 89 | 41 | 40 | 22 |

Table 10.2 - Journey Time Comparison (CLC Line and Other Modes)³³

³³ Aecom analysis undertaken for CLC Line study

We have been working in partnership with Transport for Greater Manchester and the Liverpool City Region Combined Authority to identify options for enhanced service patterns on the line:

- Retention of 2 semi-fast services per hour along the corridor – providing quick journey times to Manchester, Liverpool, both airports and the East Midlands/South Yorkshire.
- Potential Tram-train services to Manchester
- Potential future option to connect the Liverpool-Birchwood service to the MerseyRail network at Liverpool South Parkway
- Establishment of a ‘Warrington Metro’ with frequent services on the core section of route between Warrington West and Birchwood

| | |
|------------------------|---|
| POLICY PT14 | We will work with partners to improve service levels on the CLC, seeking improved cross-Warrington connectivity. |
|------------------------|---|

10.4.4 Community Involvement in Rail

Community activity can help to make rail travel easier and more attractive. Warrington Bank Quay station is at the north-eastern end of the area covered by the North Cheshire Community Rail Partnership, which aims to assist and influence railway organisations in operating a reliable and sustainable rail network between Hooton and Warrington. A key part of the Partnership’s mission is to assist with the provision of a reliable, cost effective, and sustainable journey which is easier for the user and which provides connectivity to bus, cycle, and walking networks. This will improve sustainable transport connections between Warrington and North West Cheshire, including Thornton Science Park.

Many Rail Stations across the country have benefitted from the involvement of “Friends of” station groups. In our borough, the Friends of Padgate Station have worked with partners in the rail industry to make significant improvements to the station that include painting, new bins, vegetation removal from the car park, and new artwork.



| | |
|------------------------|--|
| POLICY PT15 | We will be supportive of community groups who aim to enhance the rail travel experience for existing and new passengers |
|------------------------|--|

10.4.5 Warrington West

Warrington West is a new railway station in Chapelford Urban Village, scheduled to open in late 2019. Construction work at the station is shown in Figure 10.3. It is an entirely new facility with two platforms within the railway cutting located on the existing Manchester to Liverpool (CLC) line between Warrington Central and Sankey stations. The key elements of the new station are:

- High quality station building
- A staffed station to improve customer service and promote safety and security
- High quality, easy access for cyclists and pedestrian station users
- Safe, secure and convenient cycle parking
- Good interchange facilities for bus
- Provision of a drop off area and taxis
- A large pay and display car park with approximately 250 spaces including CCTV and lighting



Figure 10.3 -Warrington West Station Construction Work

| | |
|------------------------|--|
| POLICY PT16 | We will support the use of sustainable transport for people who live and work in West Warrington by promoting use of the new Warrington West Station. |
|------------------------|--|

10.5 National Rail Projects

Government is proposing to build a new High Speed Railway, called High Speed 2 or HS2, to act as a catalyst for economic growth across Britain. The railway is being built in three phases:

- Phase 1 - from London to Birmingham (opening 2026)
- Phase 2a - from Birmingham to Crewe (opening 2027)
- Phase 2b - to East Midlands, Leeds, and Manchester (opening 2033)

The proposed route for HS2, as shown in Figure 10.4, heads north east from Crewe towards Manchester through Warrington Borough. The 'Golborne Link' is proposed to provide a connection between the new line and the West Coast Main Line (WCML) at a point just south of Wigan. Government's proposal is for one HS2 service per hour to call at Warrington after/before using the traditional WCML between Warrington Bank Quay and Crewe. This service would run from London Euston to Preston. This low level of service is a concern for the Council and it is caused in part by the inclusion of the Golborne Link in Phase 2B of HS2.

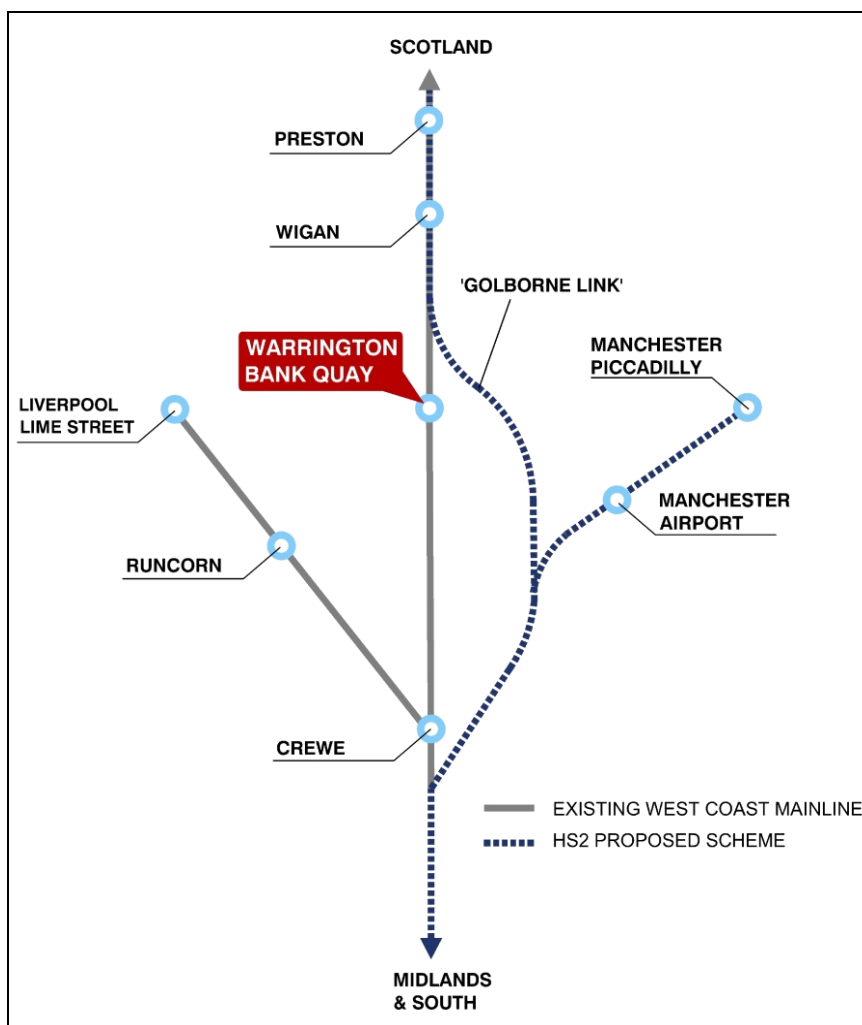


Figure 10.4 - Proposed Route for HS2

Our view is that the Golborne Link is not required and has a poor business case in isolation and that all HS2 services operating between Crewe and Preston should pass through Central Warrington using an upgraded West Coast Main Line.

This would benefit Central Warrington through the provision of more HS2 services, and lessen the environmental impact that would result from construction of the Golborne Link. It would also have a significant beneficial impact on Warrington's economy.

It is highly likely that improvements to the 2-track West Coast Main Line from Crewe to Wigan will be needed to accommodate the new HS2 Phase 1 services from 2026. Having made this investment, we have proposed to Government that further capacity improvements could be identified and delivered on the WCML by 2026. Our proposal to Government for a HS2 route that better serves Warrington is shown in Figure 10.5.

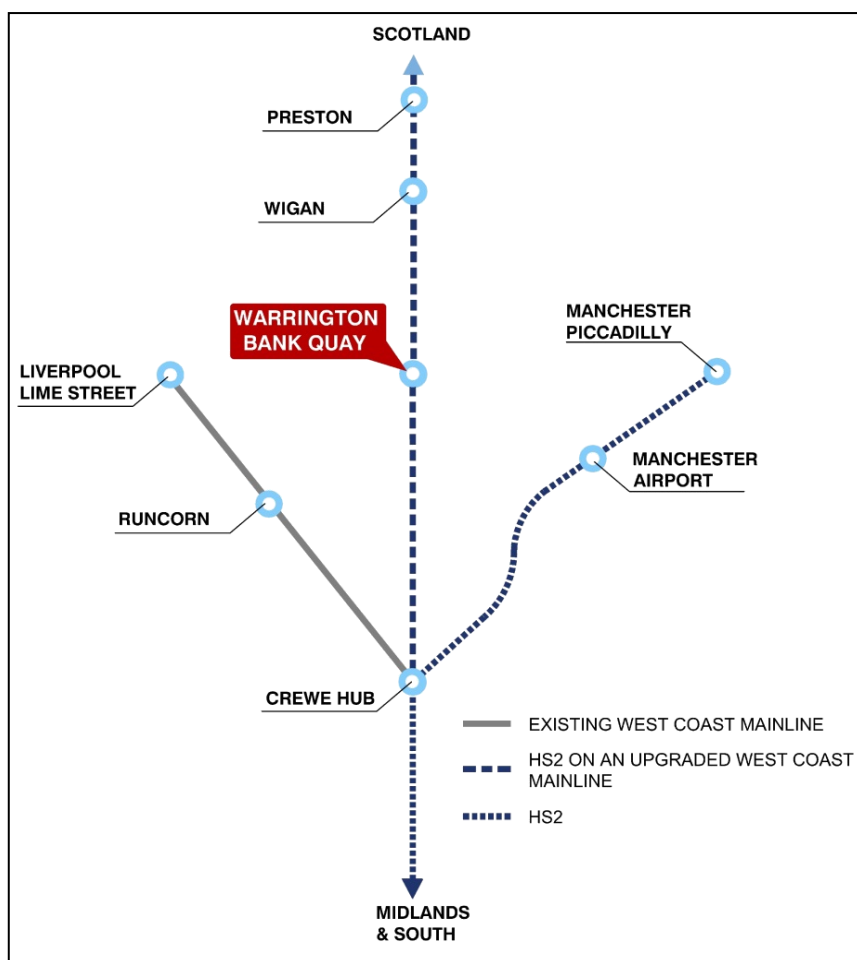


Figure 10.5 - Our HS2 Proposal

| | |
|--------------------|--|
| POLICY PT17 | We will continue to lobby Government for the removal of the Golborne Link from HS2 proposals. Regardless of the outcome of this, we will continue to lobby for maximum possible service provision for Central Warrington on the HS2 network, including the re-instatement of direct HS2 services to Scotland. |
|--------------------|--|

At the same time as proposals for HS2 are being developed, Transport for the North is developing plans for the Northern Powerhouse Rail network. The emerging vision for this network is shown in Figure 10.6. It includes a new line between Liverpool and the HS2 Manchester Spur via Warrington.

Our view is that the Northern Powerhouse Rail infrastructure should serve Central Warrington. This would provide a unique opportunity as the only location where the West Coast Main Line and potentially HS2 to Scotland can meet Northern Powerhouse Rail at a thriving economic centre with considerable potential to grow further.

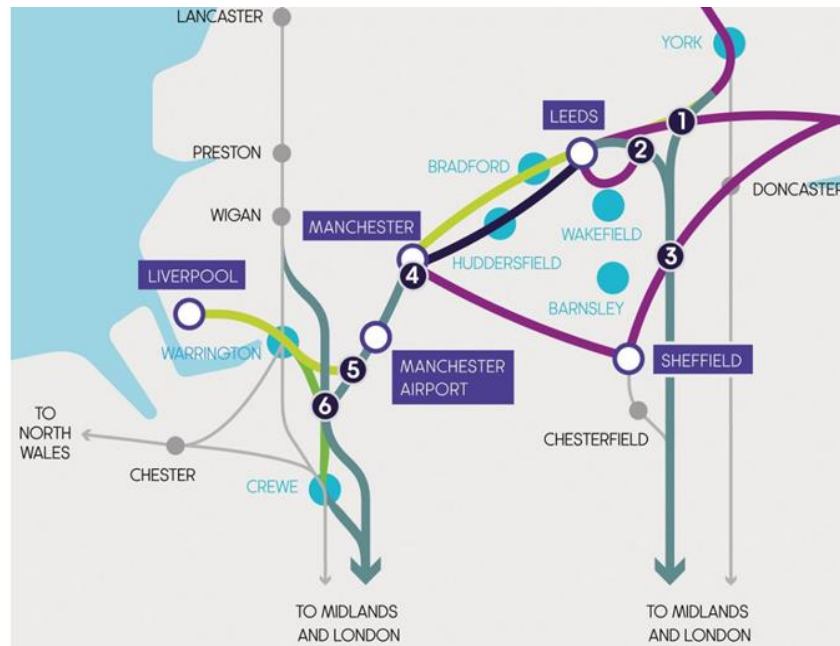


Figure 10.6 - TfN Northern Powerhouse Rail Proposal

We are proposing to Government that Warrington forms a fundamental part of both HS2 and Northern Powerhouse Rail networks. Our proposition for a 'touchpoint' on the two networks at a Warrington Hub is shown in Figure 10.7.

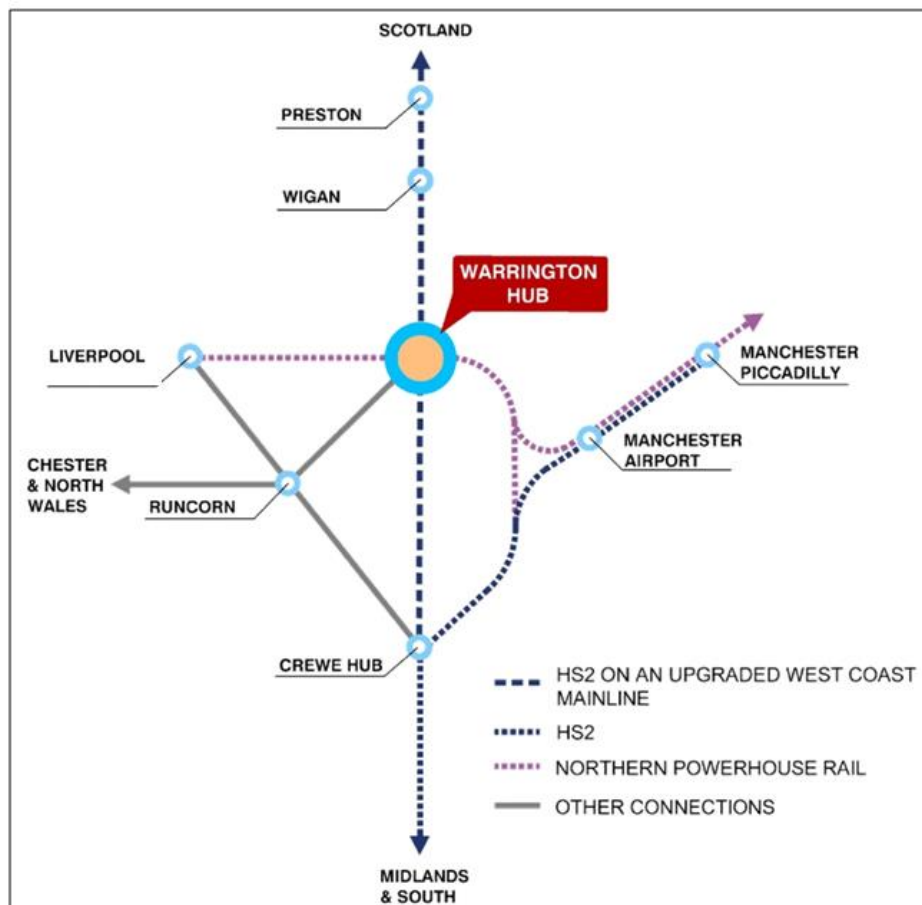


Figure 10.7- Warrington Hub on HS2 and NPR Networks

**POLICY
PT18**

We will work with Transport for the North to have Warrington Bank Quay included as a station the Northern Powerhouse Rail Network with all NPR and rerouted HS2 services calling at this enhanced hub station.

Warrington Hub would provide a crucial point where North-South and East-West high speed rail services will meet an expanded offer in Central Warrington. It also helps provide a connected hub for Chester and North Wales services, linking them to both NPR and Scotland / Lancashire bound HS2 services.

Even if proposals for the HS2 Golborne Link remain unchanged, Northern Powerhouse Rail remains a vitally important scheme to Warrington, and a station on the network at Warrington Bank Quay would have a potentially transformative effect on the economic success of Warrington town centre.

10.6 Taxis and Private Hire Vehicles

The number of registered taxis and Private Hire Vehicles in Warrington is show in Figure 10.9. In 2018 there were 149 registered taxis. We currently restrict the number of registered taxis to 150, so the number of taxis has remained relatively constant over time. There is no restriction on the number of registered Private Hire Vehicles.

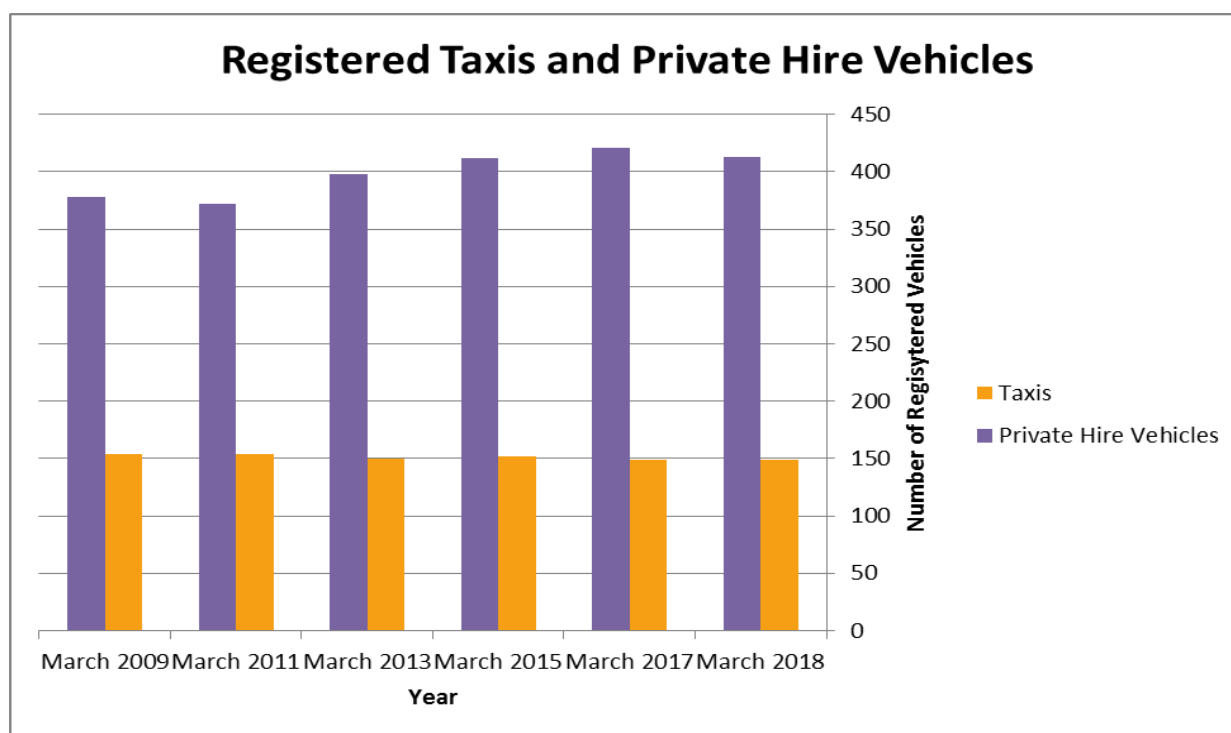


Figure 10.9 - Registered Taxis and Private Hire Vehicles³⁴

In 2018 there were 149 registered Taxis in Warrington. 47 of these (32%) are wheelchair accessible. There were 413 Private Hire Vehicles, 13 of which (3%) were wheelchair accessible.

³⁴ Warrington Borough Council records

10.7 Dial-a-Ride / Warrington Community Transport

Warrington Dial-a-ride service provides a door-to-door accessible minibus transport service in Warrington for people aged 5+ with registered disabilities/mobility difficulties. Journeys catered for include shopping trips, healthcare appointments, social, community and leisure activities, church services and functions, education, employment, and direct access to Shopmobility. This service continues to receive subsidy from Warrington Borough Council.

Passenger journeys completed on the Dial-a-ride service between April 2016 and January 2018 are shown below in Figure 10.10. Patronage is shown to fluctuate around 1,700 journeys per month. Both in 2016 and 2017 a fall in patronage is observed in winter months and subsequent increase into spring. Other Community Transport operators serve residents of towns and villages in the rural parts borough, such as the Burtonwood and Winwick Community Bus.

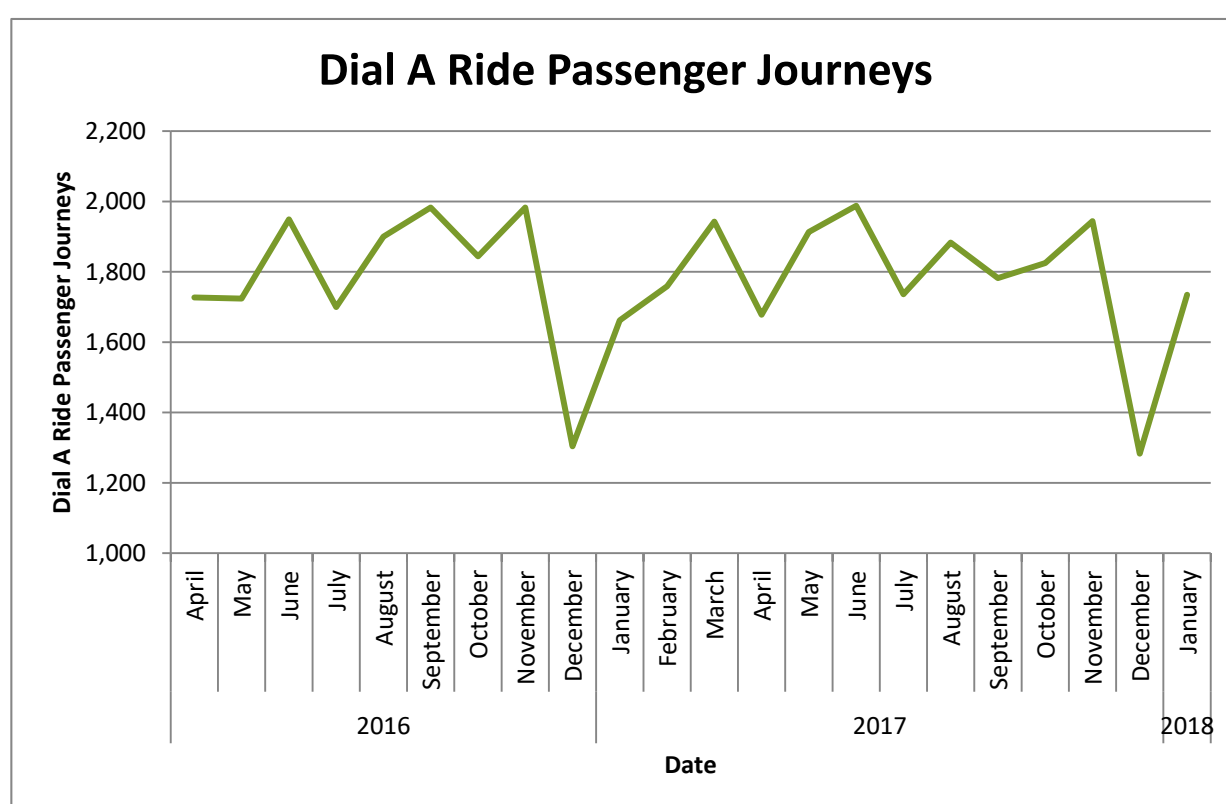


Figure 10.10 - Dial A Ride Passenger Journeys³⁵

³⁵ Warrington Borough Council Records

10.8 Coach

Several coach services are also available from Warrington. National Express operates services from Warrington Bus Interchange to a range of destinations including Liverpool, Birmingham and London. We will work with operators to accelerate the introduction of vehicles with lower emission levels, unlocking funding opportunities and considering incentives.

| | |
|------------------------|--|
| POLICY PT19 | We will work with all transport providers, including taxi, private hire, Community Transport and coach operators to encourage the use of low emission, accessible vehicles on services that complement the wider passenger transport offer. |
|------------------------|--|

10.9 Passenger Transport Policy Summary

| | Policy |
|------|---|
| PT1 | We will work with partners to review the core strategic bus network to link existing and new residential areas with employment sites and key local services. This will consider cross-boundary routes. |
| PT2 | We will work partners to improve frequency of services on key bus routes in Warrington where possible. |
| PT3 | We will work with bus operators to identify the highway improvements and bus priority measures that will improve journey time and reliability for buses, and identify funding sources for their delivery. |
| PT4 | We will give priority to supporting public transport services which enable disadvantaged groups and communities to access employment and services. |
| PT5 | We will maintain and seek to improve local bus information, and make use of technology to provide convenient, up to date and reliable information to passengers. |
| PT6 | We will seek to ensure that the environment at public transport stops is designed to minimise opportunities for anti-social behaviour and increase passengers' sense of security. |
| PT7 | We will ensure that all new public transport infrastructure complies with Equalities legislation, and seek to upgrade existing infrastructure where necessary. |
| PT8 | We will work with operators to identify how cost of travel on of public transport services can be minimised. |
| PT9 | We will ensure that new developments in Warrington encourage making journeys by public transport, and ensure that development contributes financially to improved public transport services and facilities. |
| PT10 | To make people's journeys as convenient as possible we will improve the connections between transport modes. This will include a review of: Park and ride facilities Bus connections to rail stations Active travel links to rail stations and key bus stops |
| PT11 | We will identify options and delivery mechanisms for a mass transit system for Warrington. |
| PT12 | We will continue to lobby for improvements to the national rail network that are positive for Warrington and maximise opportunities to improve rail passenger and freight services. |
| PT13 | We will work with partners to further improve the facilities at, and access to, railway stations in the borough. |
| PT14 | We will work with partners to improve service levels on the CLC, seeking improved cross-Warrington connectivity. |

| | Policy |
|------|--|
| PT15 | We will be supportive of community groups who aim to enhance the rail travel experience for existing and new passengers |
| PT16 | We will support the use of sustainable transport for people who live and work in West Warrington by promoting use of the new Warrington West Station. |
| PT17 | We will continue to lobby Government for the removal of the Golborne Link from HS2 proposals. Regardless of the outcome of this, we will continue to lobby for maximum possible service provision for Central Warrington on the HS2 network. |
| PT18 | We will work with Transport for the North to have Warrington Bank Quay included as a station the Northern Powerhouse Rail Network |
| PT19 | We will work with all transport providers, including taxi, private hire, Community Transport and coach operators to encourage the use of low emission, accessible vehicles on services that complement the wider passenger transport offer. |

10.10 Passenger Transport Actions

| Relevant Policy | Intervention | Timescale |
|-----------------|---|-----------|
| PT1 | Continue to work with partners to review current bus services in Warrington and plan for the future | 0-5 years |
| PT2 | Continue to work with partners to review the frequency of bus services | 0-5 years |
| PT3 | Liaise with bus operators to identify highway improvements that will improve journey time | 0-5 years |
| PT4 | Undertake work to identify the common journey requirements of people from disadvantaged groups and communities | 0-5 years |
| PT5 | Continue to update bus information and identify new methods of reaching passengers with this information | 0-5 years |
| PT6 | Review all new public transport infrastructure schemes to maximise safety and security of passengers | 0-5 years |
| PT7 | Review all new public transport infrastructure schemes to ensure compliance with Equalities legislation | 0-5 years |
| PT9 | Work with developers to maximise opportunities for passenger transport from new developments | 0-5 years |
| PT10 | Review major transport interchange sites to identify opportunities to improve integration and interchange between modes | 0-5 years |

| Relevant Policy | Intervention | Timescale |
|-----------------|---|------------|
| PT11 | Through optioneering and feasibility studies identify a preferred option and delivery mechanism for a Warrington's mass transit network. | 0-5 years |
| PT12 | Respond to rail industry timetable consultations to secure the best possible service levels for Warrington | 0-5 years |
| PT12 | Engage with the consultation for the East Midlands services franchise to ensure that Warrington's aspirations are considered | 0-5 years |
| PT12 | Engage with the operator of the West Coast partnership franchise to ensure that Warrington is well served by HS2 services and traditional rail services on the West Coast Main Line | 5-10 years |
| PT13 | Undertake design and feasibility to work for schemes that will improve access to rail stations | 5-10 years |
| PT14 | Undertake further work to develop the preferred stopping pattern on the CLC Line | 0-5 years |
| PT14 | Work with Network Rail and other partners to progress deliver improvements to CLC line services | 5-10 years |
| PT16 | Complete the delivery of Warrington West Station | 0-5 years |
| PT17 | Continue to lobby Government and TfN for a Warrington Hub on HS2 and NPR Networks | 0-5 years |
| PT18 | Work with partners at TfN to progress proposals for Northern Powerhouse Rail to Warrington Bank Quay | 5-10 years |
| PT19 | Work with transport providers to encourage take up of accessible, low-emission vehicles | 0-5 years |

11 Safer Travel

11.1 Introduction

Safety and Security is an important consideration throughout the LTP but has been included as a separate theme to reflect that Warrington Borough Council (WBC) has specific statutory duties in relation to road safety. Under the Road Traffic Act 1988, WBC is required to prepare and carry out a programme of measures to promote road safety. Including this programme under the LTP helps to embed safety into broader transport schemes and encourages efficient use of resources. Safety and security for all users and all parts of the network needs to be considered including elements such as personal safety whilst waiting at bus stops or whilst cycling or walking along off-road routes.

11.1.1 Significant Recent Improvements

Warrington has seen significant improvements in road safety over the last 10 years with a 35% reduction in collision occurrence resulting in a 43% reduction in casualties. Warrington's continued economic growth will require significant improvements for all modes of travel over the next 20 years. Promoting more sustainable transport options such as cycling and walking through infrastructure improvement, whilst continuing to manage the road network efficiently, will present challenges to improving road safety further.

The significant improvement in road safety means that the ability to identify targeted Local Safety Scheme engineering improvements is diminished. Future road casualty reduction will need a shift in our approach with greater emphasis on:

- the human element, in encouraging safer choices to be made when travelling
- providing travellers with improved clarity of the network
- the importance of maintenance of the highway environment

11.1.2 Wider Implications

Road Safety cuts across many themes. Safer roads and safer road users save lives, but they also help to reduce pressure on the National Health Service and emergency services, keep traffic moving and, as a result, keep our economy growing. The Department for Transport (DfT) estimates that road traffic collisions nationally cost the UK economy in excess of £16.3 billion per year.

Fear of being involved in a collision or of a threat to personal safety can also present psychological barriers to road users choosing the healthier travel options of cycling and walking. Similarly, Warrington's policies outlined in other chapters on Active Travel, Smarter Travel Choices, Public Transport and Asset Management will all have an impact on Safe Travel.

While different travel modes are promoted for different reasons, there is a substantial difference in levels of fatal collision injury risk between different modes of travel. Rail is the safest land travel mode, followed by bus and coach travel. The fatality risks per billion passenger miles of travelling by car, although relatively low compared with more vulnerable modes, are 5 times higher than by bus travel. At the other end of the scale, the fatality risks of travelling by motorcycle are 52 times higher than by car, 3.5 times higher than by bicycle and almost 3 times higher than by foot.

11.1.3 Government Policy

In 2015, the Government launched the DfT's Working Together to Build a Safer Road System (BSRS) which sets out the Government's vision, values and priorities for improving the safety of Britain's roads. This statement describes the context of road safety in Britain today and the overarching scope of road safety activity for the Government.

The overarching theme of the BSRS is the government's adoption of the recommended Safe System approach to preventing death and serious injuries in road collisions. The long-term Safe System goal is for the ultimate prevention of deaths and serious injuries, through incremental targeted improvements within a specified safety performance framework. The Safe System strategy aims for a more forgiving road system that takes human fallibility and vulnerability into account. The road traffic system is planned, designed, operated and used such that people are protected from death and serious injury in road collisions.

In May 2018, the Road Safety Management Capacity Review (RSMCR) was published which aimed to benchmark and understand the current status of institutional delivery of road safety in Britain, and to identify practical and actionable opportunities for strengthening joint working, local innovation, and efficiency on a National and local basis. Many recommendations have been made by the RSMCR which if adopted by DfT, can be expected to result in changes at a national and local level over time.

Warrington's strategic approach to road safety improvement must where possible be compliant with the Safe Systems approach and be prepared for RSMCR proposals that are expected to lead to changes in legislation and guidance issued, and also present potential opportunities for increased investment.

11.2 Safe Systems Approach

The key principles of the Safe systems approach is that our life and health should not be compromised by our need to travel. No level of death or serious injury is acceptable in our road transport network. The Safe Systems is designed with the human being at its centre, taking human fallibility and vulnerability into account, and accepting that even the most conscientious person will make a mistake at some point. The goal of safe systems is to ensure that these mistakes do not lead to a collision; or, if a collision does occur, it is sufficiently controlled to not cause a death or a life-changing injury.

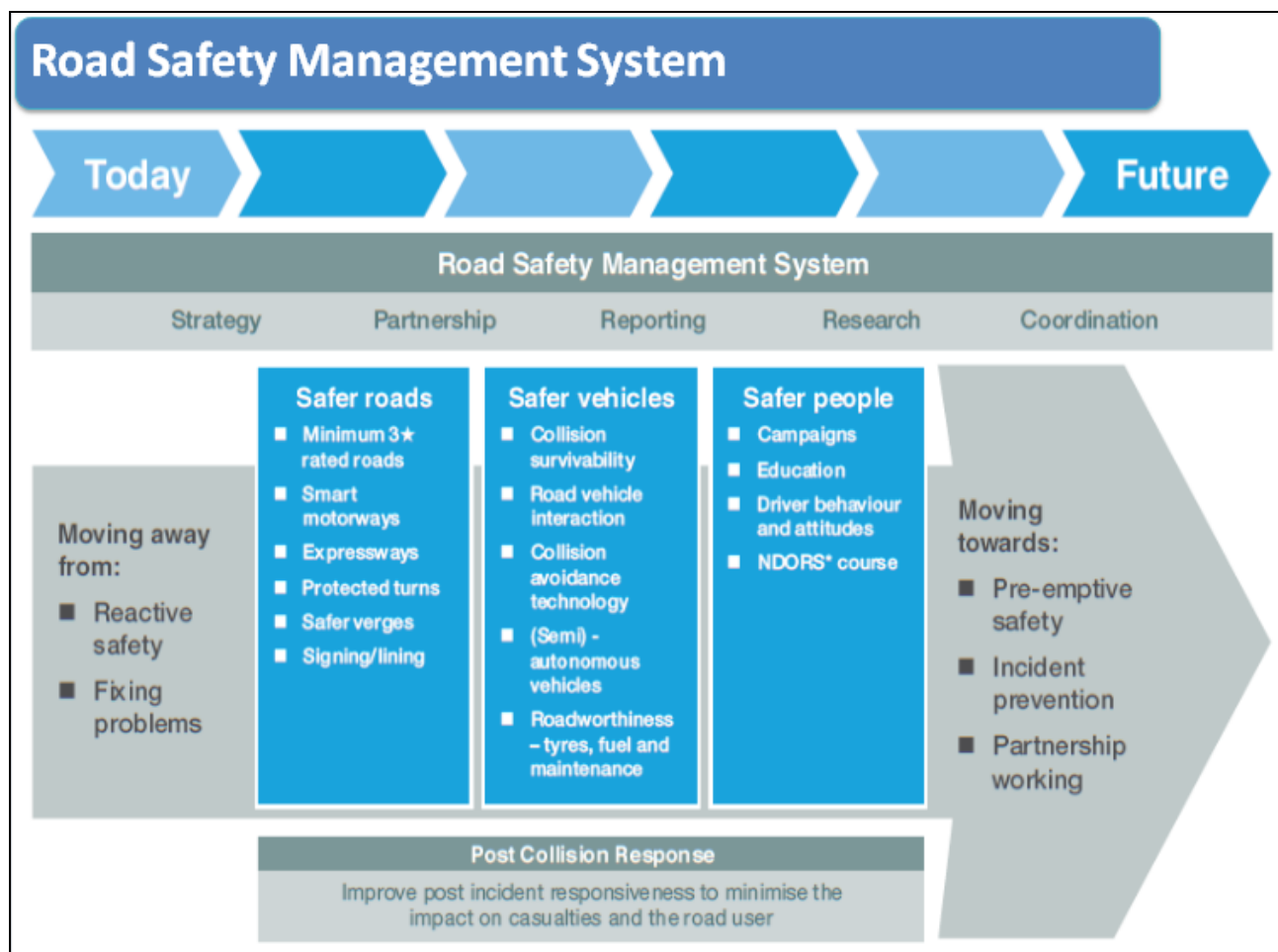


Figure 11.1 - Illustration of the Safe Systems Approach adopted by Highways England.

Responsibility for the system is shared by everyone. Policy makers, planners, engineers, vehicle manufacturers, fleet managers, enforcement officers, road safety educators, health agencies and the media are accountable for the system's safety; while every road user, whether they drive, cycle or walk, is responsible for complying with the system's rules.

A safe systems approach also aligns road safety management with broader ethical, social, economic and environmental goals. By creating partnerships where government or transport agencies work closely with other groups, safe systems tackles other problems associated with road traffic, such as congestion, noise, air pollution and lack of physical exercise. Safe Systems is made up of four main components:

- Safer roads
- Safer speeds
- Safer vehicles
- Safer road use

At a local level the council's ability to fully adopt a Safe Systems approach is currently limited by the national context of austerity in terms of reductions in resources across partnership agencies, and a shift in the agenda of economic growth which has potentially been at the expense of road safety improvement as a priority. As road safety cuts across many of the council's Transport

Policies, the Safe Systems approach supports the need to embed road safety as a priority consideration for highway infrastructure improvements and the promotion of alternative, healthier travel modes as a more attractive option to the car journey.

As the BSRS publication is expected to be followed by consultations on specific issues as options are developed for a national Road Safety policy, it is expected that Warrington's policies may also need to be amended over time. The RSMCR's key recommendations include the establishment of a national road safety performance framework. The RSMCR states that the framework would:

- Set out the long-term Safe System/Towards Zero goal of working towards the ultimate prevention of deaths and serious injuries
- Set interim quantitative targets to 2030 to reduce the numbers of deaths and serious injuries
- Set measurable, intermediate outcome objectives for activities to 2030, for which there is a strong evidence base for a direct relationship to the prevention of death and serious injury
These include:
 - Increasing compliance with speed limits on different road types
 - Reducing the average speeds on different road types
 - Increasing the level of seat belt use and child restraint use
 - Increasing the level of helmet use for two-wheeled vehicle users
 - Reducing driving while impaired by alcohol and drugs
 - Increasing compliance with in-car telephone use rules
 - Increasing the safety quality of the SRN and main road network to the highest iRAP rating
 - Increasing the safety quality of the new car fleet to the highest Euro NCAP * rating
 - Increasing compliance with emergency medical response times

Warrington policies will contribute this agenda through promoting road safety as culturally important to the organisation; and working effectively with partners and stakeholders at a local and regional level.

| | |
|-----------------------|---|
| POLICY RS1 | We will establish road safety as a cultural priority and proactively engage with partners and stakeholders to promote the Safe Systems approach. |
|-----------------------|---|

11.3 Collisions and Casualties in Warrington

The improvement in the frequency of injury road traffic collisions safety in Warrington over the last 10 years is illustrated in Figure 11.2. This is despite the annual increases in traffic flow. Injuries to Car Occupants continue to be the largest proportion of casualties at around 58% of the annual total reported, although the frequency has also been reduced by around 60% since 2009. Significant improvements in casualty reduction have also been achieved in the last decade in the Pedestrian casualty group (15%), and the Motorcyclist group (27%).

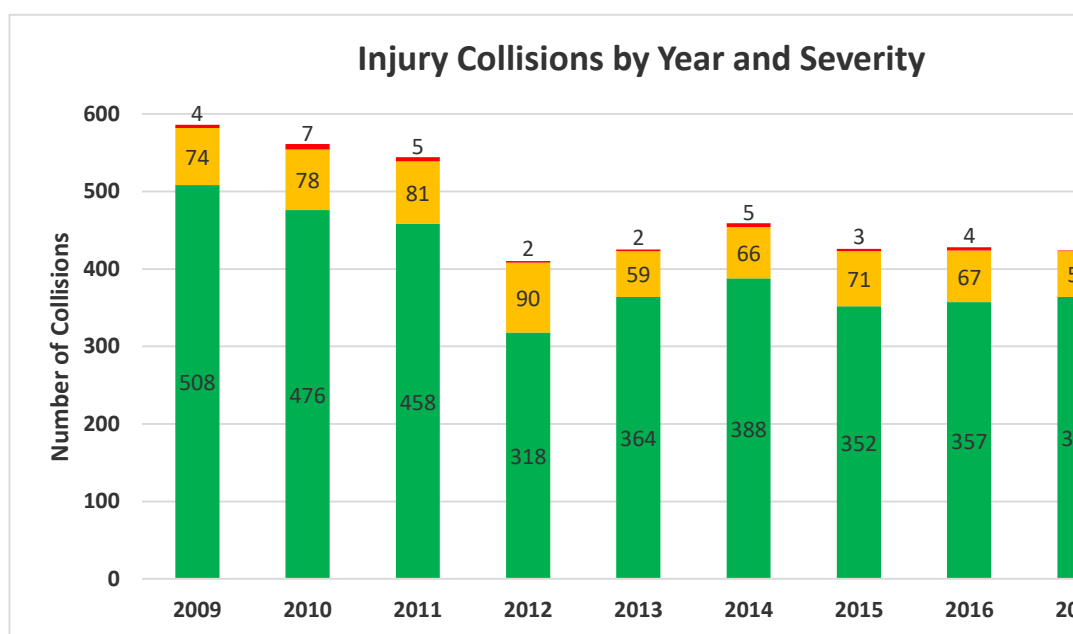


Figure 11.2: Killed and Seriously Injured in Warrington 2008-17³⁶

The numbers of collisions in 2018 relate to a 38% reduction in slight collisions, and a 16% reduction in Serious collisions over the past decade. Caution must be taken with fluctuation in the smaller number of the 'serious' class of collision.

The collisions referenced in Figure 11.2 resulted in the following casualties shown in Table 11.3.

| | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | Total |
|----------------|------|------|------|------|------|------|------|------|------|------|-------|
| Fatal | 4 | 7 | 6 | 2 | 2 | 5 | 3 | 4 | 1 | 2 | 36 |
| Serious | 82 | 83 | 88 | 94 | 66 | 71 | 75 | 69 | 62 | 66 | 756 |
| Slight | 725 | 677 | 626 | 441 | 479 | 500 | 475 | 430 | 448 | 429 | 5,230 |
| Total | 811 | 767 | 720 | 537 | 547 | 576 | 553 | 503 | 511 | 497 | 6,022 |

Table 11.3 - Casualties in Warrington³⁷

Table 11.3 shows a 41% reduction in slight injury casualties, and a 20% reduction in serious injuries over the last decade. Again, caution must be taken with fluctuation in the smaller number of the 'serious' class of collision.

11.3.1 Where do collisions happen?

'A' roads and primary routes can be identified from the patterns of collision locations. These arterial routes through the town tend to have the greatest volume of traffic. Often they are 'mixed-use' environments or where the roads sever routes to amenities. Therefore, they have the potential for the greatest frequency of conflict.

³⁶ Cheshire Police Collision Data

³⁷ Cheshire Police Collision Data

A higher proportion of these collisions occur in the afternoon peaks. The most common primary causation factor recorded is “failed to look”.

11.4 Casualty Reduction Targets

The establishment of the national road safety performance framework will provide the focus for all other institutional delivery functions and also set interim quantitative targets to 2030 for road safety improvement. It is not clear at this stage when the national performance framework will be established.

Despite this, the safety and security of people using our highway network is an important issue for users of all transport modes so it is vital that we have a strategy for reducing the number and severity of collisions. In the absence of the national framework, we will set out our vision for road safety to be compliant with the Safe Systems approach. We aim for the prevention of all deaths on Warrington’s roads and to significantly reduce the frequency and severity of collision and casualties.

Demanding casualty reduction targets have been set for 2030 for key casualty groups and provide indicators for progress. The targets have been set on a 5 year average (2016 - 2018) baseline for the groups below.

| Casualty Group | 2014-18 Average | 2030 Target | %age Reduction |
|----------------------|-----------------|-------------|----------------|
| Car Occupants | 279 | 223 | 20% |
| Two-wheeled Vehicles | 44 | 35 | 20% |
| Pedal Cyclists | 74 | 63 | 15% |
| Pedestrians | 66 | 51 | 23% |

Table 11.4 - Casualties in Warrington³⁸

It is worth recognising that the success of delivering the LTP4 vision to transform travel in Warrington will have significant impacts on casualty reduction. The anticipated increases in walking and cycling will in theory increase the exposure to risk of being a casualty in these groups. Also, developments in vehicle technology would be expected to influence the frequency and severity vehicle collisions in the future making forecasts on casualty trends difficult to predict.

11.5 Reducing Collisions and Casualties in Warrington

Warrington Borough Council as a Local Authority has a statutory duty under Section 39 of the 1988 Road Traffic Act, to “take steps both to reduce and prevent collisions”. The Council must carry out studies into collisions on the Warrington road network and must, in the light of those studies take such measures appropriate to prevent collisions from reoccurring. Also, when constructing new roads the Council must ensure that appropriate steps are taken to reduce the possibilities of

³⁸ Cheshire Police Collision Data

collisions occurring when the roads come into use. The Council does this through Road Safety Auditing.

The reduction in road traffic collisions and casualties in Warrington presents a challenge to achieving further improvements in road safety. The diminishing returns available from targeted collision remedial schemes mean that greater emphasis must be given to proactive prevention through encouraging safer behaviour and improving the perception of security when travelling.

Promoting collision reduction measures continues to be supported as a priority in the council's Local Transport Capital work programmes. Road Safety is a key consideration in the promotion of all highway works programmes. In addition, the potential negative impact of changes in the highway environment is mitigated through the Road Safety Audit process which is embedded in the S278, S38 and S106 procedures.

| | |
|-----------------------|--|
| POLICY RS2 | We will aim to prevent all deaths on Warrington's roads and to significantly reduce the frequency and severity of collision and casualties. |
|-----------------------|--|

11.6 Engineering and Traffic Management Measures

Improving safety through road engineering forms a significant part of the success we have achieved so far in reducing casualties. Introducing physical improvements to the highway environment can reduce the risk of collisions. Improvements can be made to:

- road layout
- geometry
- signing and signal control
- junction improvements
- traffic calming features
- pedestrian facilities
- Regulation of how the highway is used through Traffic Regulations Orders (parking restrictions, movement orders, speed limits, etc.)

These measures are generally promoted through the annual Local Safety Schemes Programme which consists of a four pronged approach to identification of priority locations to be targeted.

- **Single Site Programme** – a priority list of sites (cluster sites) for intervention based on collision data and trends for different casualty groups.
- **Area-Wide Schemes** – Warrington is divided into areas and requests for road safety improvements prioritised against a number of criteria (including collisions per head of population and length of road in area). Priority given to collisions involving vulnerable road users.
- **Route Assessments** – carried out for roads adjacent to traffic calming areas to mitigate any transference of collisions onto surrounding network. Considers no. of collisions per km length of traffic lane.
- **Mass Action** – Applies specific treatment to common collision types. To-date, this has focused on high friction surface dressing on approach to pedestrian crossing facilities.

| | |
|-----------------------|---|
| POLICY RS3 | We will continue to identify and deliver targeted collision remedial measures through the annual Local Safety Schemes Programme. |
|-----------------------|---|

The Road Safety Management Capacity Review (RSMCR) identifies that the absence of the national road safety performance framework has resulted in a lack of focus and cohesion in coordination efforts and fragmented activity. At a local level, Warrington Borough Council recognises that to achieve better results, road safety improvement must be recognised as 'core business' and considered in the promotion of all highway projects.

| | |
|-----------------------|--|
| POLICY RS4 | We will continue to ensure that opportunities for road safety improvement is embedded in transport strategies, considered in the prioritisation of all highway works programmes, and encouraged through development led projects. |
|-----------------------|--|

11.7 Encouraging Safer Behaviour.

Car occupants are by far the greatest number of casualties reported (58% of all casualties). The second highest group of casualties are pedal cyclists at 13.9% closely followed by pedestrians at 11.6% and powered two wheeled (motorcyclists excluding trikes) at 11.5%. Goods Vehicle occupants equate to 2.5% of casualties and public service vehicle occupants 1.9%. Vehicle type occupancy injuries are insignificant beyond these. However, it is important to understand that measures through traditional approaches of Engineering, Education and Enforcement of the main groups noted above can in the main also influence change in every collision occurrence irrelevant of the vehicle type.

With just over 98% of all casualties identified in Warrington as being associated with these groups the data provides a clear focus for improvement through promoting safer behaviour and awareness. Priority casualty groups are identified for targeting activity:

- **Car Occupants** - all ages are at risk of becoming a casualty as a car occupant although a slightly higher representation can be seen in 18 to 35 year olds.
- **Power Two-wheeled drivers** - Specific focus on 17 to 25 year olds riding 50cc to 125cc bikes.
- **Pedal Cyclists** - casualties occur in all ages although 85% are males.
- **Pedestrians** - all ages are a concern although a higher proportion can be seen in 5 to 19 year olds.

| | |
|-----------------------|--|
| POLICY RS5 | We will continue to develop and implement strategies for continuing the reduction in frequency and severity of road traffic collisions and casualties through behavioural change. |
|-----------------------|--|

11.8 Road Safety Partnerships

The RSMCR has supported the views locally that the removal of the ring-fenced Road Safety Grant and the substantial reductions in local highway investments and in traffic policing levels, experienced since 2010, has had visible impact on the level and quality of activity. The ability to carry out and prioritise effective road safety activity in a time of shrinking financial and staff resources across the agencies with a vested interest in road safety has clearly been restricted. The removal of the grant meant that the Cheshire Safer Roads Partnership (CRSP) was disbanded and replaced by the **Cheshire Road Safety Group (CRSG)** in April 2011 which is a model supported primarily by camera enforcement activity.



The CRSG is currently investing in the upgrading of all static enforcement equipment from wet film to digital. This will involve the greater use of red light camera enforcement as abuse is affecting the efficiency of signal controlled junctions. Better discipline through the deterrent of enforcement will also reduce the risk of conflict.

The CRSG has recognised the need to expand the partnership and strengthen its co-ordination of all agency educational activity across Cheshire. An ETP (education, training and publicity) group has been established with the strategic objectives of:

- Reducing road traffic collisions across the County and adjacent areas
- Improving the quality of ETP
- Providing a strategic overview of casualty data
- Identifying opportunities for common casualty profiles
- Delivering evidence based road safety initiatives
- Exchanging information and best practice
- Increasing consistency across agencies on the most appropriate model of engagement
- Seeking efficiencies in resources and marketing through partnership

A CRSG structure is shown in Figure 11.5 has been established under the CRSG Board which encompasses the three local partnership groups based on Cheshire Constabulary's divisional structure.

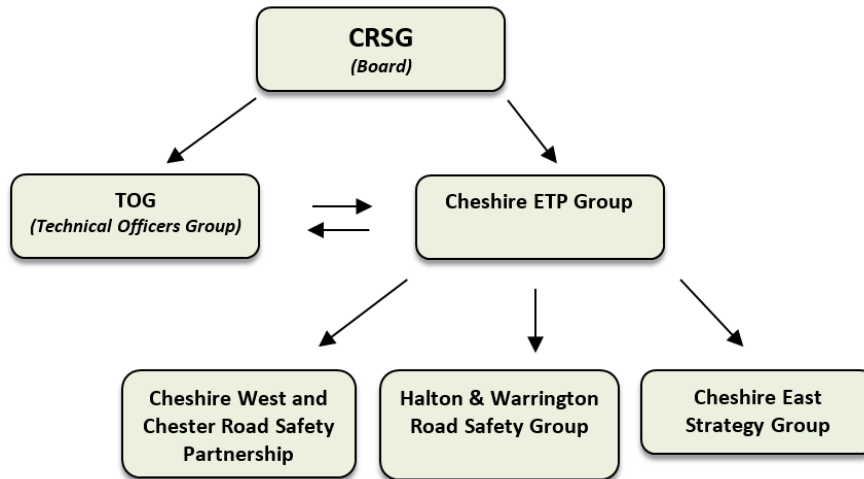


Figure 11.5 - Cheshire Road Safety Group Structure

Analysis of the Cheshire casualty data by mode of transport and age has identified the following risk groups:

- **Car occupants** account for 65% (12,069) of all casualties with the main risk group being car drivers aged 17 to 29 years
- **Two Wheeled Motor Vehicles** accounts for 10% (1849) of all casualties with those aged 15 to 29 being most at risk
- **Pedal Cyclists** account for 10% of all casualties with those aged 10 to 54 being particularly at risk
- **Pedestrians** account for 9% (1688) of all casualties with those aged 11 to 16 and also 40 to 50 appearing to be particularly at risk

| Age Group | ALL CASUALTIES BY MODE OF TRANSPORT | | | | | | | Cheshire Population |
|--------------------|-------------------------------------|-------------|-------------|-------------|---------------|------------|------------------|---------------------|
| | Car | Pedal Cycle | Motorcycle | Pedestrian | Goods Vehicle | Other | Total Casualties | |
| 0 to 4 | 177 | 5 | | 42 | 1 | 13 | 238 | 59761 |
| 5 to 9 | 284 | 42 | 1 | 124 | 4 | 7 | 462 | 60992 |
| 10 to 14 | 277 | 156 | 3 | 253 | 4 | 20 | 713 | 56903 |
| 15 to 19 | 1100 | 178 | 432 | 212 | 23 | 26 | 1971 | 59602 |
| 20 to 24 | 1742 | 172 | 305 | 132 | 72 | 20 | 2443 | 57638 |
| 25 to 29 | 1367 | 143 | 205 | 118 | 98 | 30 | 1961 | 58233 |
| 30 to 34 | 1088 | 152 | 103 | 108 | 88 | 24 | 1563 | 59963 |
| 35 to 39 | 965 | 160 | 110 | 76 | 66 | 11 | 1388 | 59689 |
| 40 to 44 | 1000 | 210 | 144 | 103 | 96 | 26 | 1579 | 71141 |
| 45 to 49 | 952 | 191 | 153 | 87 | 86 | 30 | 1499 | 79027 |
| 50 to 54 | 825 | 161 | 147 | 88 | 69 | 18 | 1308 | 80485 |
| 55 to 59 | 606 | 105 | 95 | 64 | 45 | 22 | 937 | 68332 |
| 60 to 64 | 511 | 59 | 52 | 64 | 38 | 24 | 748 | 62205 |
| 65 to 69 | 350 | 48 | 22 | 43 | 12 | 17 | 492 | 66568 |
| 70 to 74 | 275 | 36 | 17 | 45 | 3 | 15 | 391 | 49768 |
| 75 to 79 | 250 | 21 | 5 | 55 | 6 | 14 | 351 | 39409 |
| 80 to 84 | 174 | 6 | | 47 | 3 | 17 | 247 | 27502 |
| 85 to 89 | 94 | 4 | | 21 | | 10 | 129 | 16754 |
| 90+ | 31 | | | 6 | | 6 | 43 | 9560 |
| Not specified | 1 | | | | | | 1 | |
| Grand Total | 12069 | 1849 | 1794 | 1688 | 714 | 350 | 18464 | 1043532 |

Table 11.6 - Casualties in Cheshire by Age and Mode of Transport³⁹

Detailed Casualty Profile Reports will be produced for each of the 'at risk' groups identified to inform annual activity plans for the CRSG ETP sub group and local delivery groups to consider.

The RSMCR has recognised the importance of road safety partnerships to strengthen the coordination of casualty reduction activities. The RSMCR suggests that the national road safety performance framework when established will provide cohesion for efforts, as well as through funding, incentives and guidance.

| | |
|-------------------|---|
| POLICY RS6 | We will continue to support the CRSG with financial contributions and officers performing key roles in the Board and its Sub-groups. |
|-------------------|---|

| | |
|-------------------|--|
| POLICY RS7 | We will continue to explore opportunities for advancements in camera enforcement technology and explore the use of average speed cameras where appropriate. |
|-------------------|--|

11.8.1 Collision Data Quality

Collision and casualty data recorded by Cheshire Constabulary is shared with the Cheshire Local authorities in the interest of casualty reduction. A primary purpose of the data for Warrington Borough Council is the use in the identification of collision remedial highway improvements. Road

³⁹ Cheshire Police Collision Data

Safety officers have previously assisted Cheshire Constabulary in the validation of data received in the stats 19 form and returned suggested amendments and queries to maintain a high quality data set held by Cheshire Constabulary.

Due to concerns that personal data can be included in plain language fields in the export of the data to the local authorities, Cheshire Constabulary has restricted the plain language fields from being shared. This has limited the council officers' confidence in the quality of the data being used for casualty reduction. Primary concerns that the location of the incidents recorded and the circumstances of collision occurring can no longer be confirmed.

The RSMCR identifies that the adoption of the Safe System focus on the prevention and reduction of deaths and serious injuries, and supporting measurable indicators for targeting related system-wide activity and performance, presents new monitoring and evaluation needs, which includes the review of data. A development of which is the expected adoption by DfT of the responsibility for the CRASH (Collision Reporting and Sharing System) and the work being carried out to facilitate its take-up by all police forces.

CRASH will provide a nationally standardised system of reporting and recording road collision and casualty data and will include Police officers using a handheld device to fill in details, and an accurate location, at the scene of a collision. The system will also allow highways authorities to access accurate and up to date information increasing confidence levels in the analysis of data and enabling local councils to plan safety improvements and in a shorter time. It is also proposed that CRASH will allow incidents to be reported online by motorists, which may reduce the level of underreporting of incidents.

| | |
|-------------------|--|
| POLICY RS8 | We will support the CRSG in exploring improvements in Collision and Casualty data quality embracing the intended roll out of CRASH. |
|-------------------|--|

11.8.2 Halton & Warrington Road Safety Group.

The **Halton and Warrington Road Safety Group (HWRSG)** facilitates interventions to promote safer road user behaviour and co-ordinates activity across the Halton and Warrington highway authorities, the Cheshire Fire and Rescue Service and Cheshire Constabulary. The group contributes to the objectives of the CRSG although it also undertakes its own strategic assessment identifying casualty reduction priorities, agreeing the delivery plan, securing resources and performance management.

The priority groups defined are:

- **Car Occupants**
 - Numerically the largest casualty group for all ages (67% of all casualties). 18 to 24 years (22% of all car occupants) are the age band of greatest risk although 17 to 30 years is also over represented.

- **Pedestrians**

- A vulnerable casualty group that is susceptible to high severities. 44% of casualties represented from the 6 to 18 age band. The age band that appears to present the greatest risk of being a pedestrian casualty is 10 to 18.

- **Two Wheeled Motor Vehicles**

- Numbers are statistically low although this is a transport mode that has failed to show reductions in casualties over a long term trend. The casualty group is also vulnerable to more severe injuries casualties (25% motor cycle casualties were KSIs).
- Relating casualties to life style changes it would appear that 2 age bands start to jump out:
- 16 to 18 (Moped and 50 to 125cc)
- 44 to 51 (above 125cc)

- **Pedal Cyclists**

- Pedal cyclist casualties increase at age 11 and follow sporadic fluctuations of relatively low numbers per year. Relating casualties to life style changes it would appear that 3 age bands start to jump out:
- 11 to 13
- 17 to 19
- 30 to 32

There must be caution in defining these groups as statistically there is very little difference across the adult age range up to age 47.

| | |
|-----------------------|--|
| POLICY RS9 | We will continue to support the CRSG and HWRSG providing a strategic approach to casualty reduction based on data analysis and intelligence, and work with partner agencies to deliver interventions. |
|-----------------------|--|

11.8.3 North West Analysis group

The North West Analysis Group has been established with the purpose of bringing together the regional road traffic casualty analysts from Highways England and the 5 North West Road Safety Partnership areas to identify and compare data trends and emerging road safety issues in order to inform and influence the provision of road safety activities within Highways England and the regional Road Safety Partnerships.

| | |
|------------------------|--|
| POLICY RS10 | We will support the development of the regional North West Analysis group and co-ordinate its recommendations into CRSG and local activity. |
|------------------------|--|

11.9 Speed Management

An important factor in providing clarity on the safer choices for motorists is the setting of appropriate speed limits. Reported road casualty statistics also show the role of exceeding the speed limit and travelling too fast for the conditions as contributory factors in road traffic collisions. Other reported contributory factors such as loss of control or careless, reckless or in a hurry can often be related to excess or inappropriate speed, and even where the contributory factors are unrelated to the vehicle speed, higher speeds will often aggravate the outcome of the collision and injuries.

Prior to 2006 the UK had a background of speed limits being set for the wrong reasons. This resulted in speed limits falling into disrepute and speed limit signage becoming meaningless to motorists. Most motorists wish to be compliant, although the messages about appropriate speed were being taken from the road environment and not from the posted speed limit were many had been set falsely low.

DfT Circular 01/2006 aimed to address this and introduce a consistency to the way speed limits are set across the country. HD 01/2006 introduced the Speed Management Assessment Framework (SMAF) with the objectives of setting speed limits that better reflect the needs of all road users, not just motor vehicles; improving respect for speed limits and encouraging compliance; and reducing deaths and injuries in which excessive or inappropriate speed is a contributory factor. A key change in the concept of the SMAF approach was to consider mean speeds as the guide and not the previously used 85thile speed which had been linked to enforcement thresholds.

Similar concepts about speed management developed through SMAF were applied in DfT Circular 01/2013 although this guidance aimed to be more intuitive and drilled down into more detailed analysis of collision types and their monetary values, nature of a road and its purpose, and the types of traffic using it. Following changes in legislation, it also gave highway authorities more flexibility in the approach to 20mph speed limits.

The underlying aim of Circular 01/2013 was to achieve a 'safe' distribution of speeds. It replaced the SMAF with a SLAT (Speed Limit Appraisal Tool) with the key factors taken into account being:

- **The history of collisions**, including frequency, severity, types and causes;
- **road geometry and engineering** (width, sightlines, bends, junctions, accesses and safety barriers etc.);
- **road function** (strategic, through traffic, local access etc.);
- **Composition of road users** (including existing and potential levels of vulnerable road users);
- **existing traffic speeds**; and
- **road environment**, including level of road-side development and possible impacts on residents (e.g. severance, noise, or air quality).

Speed management is a key part of both casualty reduction and environmental traffic management for Warrington Borough Council. The need to prioritise speed management interventions is evidenced through the frequency of concerns expressed by communities relating to inappropriate vehicle speed.

We continue to promote highway improvements to encourage increased compliance and therefore safer behaviour when travelling on Warrington's roads. Measures can include:

- Changes to speed limits
- Area-wide traffic calming
- Route speed assessments
- 20mph speed limits or zones
- Speed activated signs
- Support to Community Speed Watch
- Targeted enforcement through CRSG.
- Referral to speed awareness courses through CRSG for education as an alternative to prosecution.

The RSMCR notes that's there is concern that government guidance on emissions may lead local authorities to remove such speed management devices without reference to the safety impact. This is in particular reference to traffic calming measures although the importance applied recently to the need to improve air quality can be seen in the SLAT process. Warrington however has continued to also reference circular 01/2006 to allow greater priority to casualty reduction although further guidance is expected to be issued following the DfT's BRSS 2015.

The RSMCR has established that compliance with speed limits is still poor, especially in urban areas and on motorways, and 'exceeding the speed limit' features amongst the top five contributory factors for many types of collision. Even small changes in mean speed affect fatal and serious crash risk. A 5% decrease in mean speed could produce a 30% reduction in deaths.

| | |
|------------------------|---|
| POLICY RS11 | We will continue to promote highway improvements to encourage increased compliance with posted speed limits and therefore safer behaviour when travelling on Warrington's roads. |
| POLICY RS12 | We acknowledge the central role of speed and its management to a Safe System approach and will review priority interventions for local roads. |
| POLICY RS13 | We will respond to community concerns associated with traffic speed and ensure a consistent approach is adopted by Cheshire agencies. |

11.10 Walking and Cycling Vulnerability

Nationally, 6% of deaths and 14% of serious injuries are amongst cyclists, although over four times as many pedestrians (25%) are killed in road collisions. In Warrington 11% of all killed or seriously injured casualties are pedal cyclists and 14% are pedestrians. The safer System approach promotes the cultural change within organisations and communities where safer behaviour can be encouraged and open more travellers to sustainable and healthier travel options.

44% of Warrington's pedestrian casualties are represented from the 6 to 18 age band. The age band that appears to present the greatest risk of being a pedestrian casualty is 10 to 18. We proactively target Year 6 in schools to equip people with the pedestrian skills as they make their transition to high school and greater travel independence. This is reinforced in Year 7 with distraction sessions.

According to the Active People Survey undertaken by Sport England during 2014/15 1.3% of all adults aged 16+ living in the North West of England cycle at least 5 times per week for utility purposes. As a comparison across the Cheshire authority areas, Warrington is thought to be relatively low:

- Cheshire East – 0.7%
- Cheshire West and Chester – 1.1%
- Halton – 1.8%
- Warrington – 0.7%

Pedal cycle casualty numbers are shown in Table 11.3. When comparing casualty rates for pedal cycling across the Cheshire authorities Cheshire East has seen the highest volume although a comparison of the numbers of casualties against the population, it would appear that those residing within Warrington are most at risk of being injured whilst riding a pedal cycle.

| Local Authority | 2011 | 2012 | 2013 | 2014 | 2015 | Total | Casualties per Thousand Population |
|---------------------------|------|------|------|------|------|-------|------------------------------------|
| Cheshire East | 115 | 148 | 141 | 159 | 119 | 682 | 1.82 |
| Cheshire West and Chester | 135 | 105 | 105 | 124 | 81 | 550 | 1.65 |
| Halton | 27 | 31 | 26 | 51 | 24 | 159 | 1.26 |
| Warrington | 97 | 102 | 76 | 103 | 80 | 458 | 2.21 |
| CRSG | 374 | 386 | 348 | 437 | 304 | 1849 | 1.77 |

Table 11.7 - Pedal Cycle Casualties⁴⁰

It might be assumed that these statistics could suggest that Warrington's highway network is dominated by the car and that the existing infrastructure does not attract cycling and walking activity. Warrington's ambitions for growth will require a highway network where people actively choose more sustainable means of transport over the car. Whilst growth will bring new infrastructure, it might be assumed that increases in vehicle traffic will result in greater interactions between road users and the potential for increases in conflict.

In a UK study of cycling injury risk, Safety in Numbers was identified as a factor in explaining lower cycle injuries. The paper provides evidence that roads with more cyclists have lower injury risk as drivers on routes with high cyclist volumes are more aware of cyclists and take more care.

⁴⁰ Cheshire Police Collision Data

However, in this study, the researchers were able to report an effect of 20mph speed limits separate from ‘safety in numbers’ in reducing collisions. In contrast, the presence of a segregated cycle path, no additional effect on the street’s appeal was evident following the imposition of a 20mph limit. Despite this, the report also suggests that building new cycle routes will bring the ‘safety in numbers’.

The DfT introduced a new strategy in April 2017 setting out ambitious goals for increases in cycling and walking. The ambition of the Cycling and Walking Investment Strategy is to make cycling and walking the natural choices for shorter journeys, or as part of a longer journey. The LTP4 Active Travel chapter outlines our policies in respect of cycling and walking and the intention to develop and implement the Warrington Local Cycling and Walking Infrastructure Plan.

Our aim is that cyclists and pedestrians will be able to use walking and cycling routes that allows them to feel safe whilst making their journey using. Where possible they will use quiet roads, cycle paths, off-road routes, and cycle-friendly highway links.

In 2014, the council completed implementing 20mph speed limits on the majority of residential roads and the Town Centre, where the greatest interaction between traffic and vulnerable road users would be expected. 20mph speed limits and zones for residential developments have also been adopted as a design standard in the planning process.

**POLICY
RS14**

We will proactively promote safer behaviour for vulnerable road users and encourage cycling and walking as a form of transport.

**POLICY
RS15**

Through the Warrington Local Cycling and Walking Infrastructure Improvement Plan we will deliver the highway environments that remove psychological barriers of cycling and walking due to the perception of poor safety and personal security

11.11 Network clarity for road users

Managing traffic and the demand for travel is considered in detail in Chapter 15 Network Management. However, having measures in place to ensure that traffic uses appropriate routes is an important factor in improving road safety, and has wider benefits in terms of improving air quality, and improving the local environment.

Advances in vehicle intelligent transport communication and vehicle navigation systems will have reduced the risk of a traveller being lost on the highway network, and prevent them from making last minute lane changes or hesitating because they are not sure of the directions. However, this does not devalue from the need to provide clarity to the network for appropriate routing through the correct classification of routes and the reinforcement of the correct information provided to travellers through strategic directional signage. Particularly in the case of freight traffic, defining the strategic use of the network correctly supports the integrity of the information provided to travellers.

The recent and anticipated future development in Warrington has prompted a review of the primary and 'A' class road network classifications. This review was the prerequisite to a review of the council's Directional Signing Strategy. It is anticipated the review will be completed early in 2019 and inform the development of long term programme for implementation of the recommendations. The primary objectives of the review are to:

- Reduce journey lengths that result from confusion
- Reduce road traffic collisions and casualties and their impact on network capacity
- Improve network resilience and efficiency
- Reduce on street clutter improving the highway environment
- Support the economic development of Warrington

| | |
|------------------------|---|
| POLICY RS16 | We will seek to ensure that highway traffic uses appropriate routes in making journeys through and within the borough to minimise the impact of traffic on safety and the environment in sensitive areas |
|------------------------|---|

11.12 Driving for Better Business

Intelligence has shown that over 25% of casualties injured on Warrington's roads are driving for work purposes or commuting. Work-related road safety is also identified as an area deserving increased national focus by central and local government, national experts, road safety organisations and by the business sector.

The RSMCR has recognised that road safety is not just a matter for government and the public sector. The safe movement of goods and services is vital for the national economy and industry as a whole. As around a third of road traffic collisions involve a person at work.

There are moral, financial, and legal reasons why employers should be encouraged to adopt policies for the good management of their work related road risk. Employers have a duty of care to employees, can improve sickness rates through injury prevention, reduce insurance maintenance and fuel costs, prevent injuries to other road users, and mitigate the potential risk of corporate manslaughter charges.

Warrington has promoted its own Work Related Road Safety strategy by amending its health and Safety and fleet management policies. This involves the installation of vehicle telematics, adoption of incident reporting systems and intoxication policies, referral to training for higher risk operatives.

However, improving road safety whilst driving for work is a factor not only when an individual is driving employed on work related duties, but also for the commute to and from work. The grey and white collar employee is a harder to reach group where it is less likely that minor incidents when driving to work or for work purposes are recorded in stats 19 as a work journey. Collisions are also less likely to be reported to the employer when travelling for work duties restricting the application of proactive driving for work policies.

Highways England is leading this key programme of work and has a Memorandum of Understanding with RoadSafe to work in partnership to deliver the three year business outreach campaign to engage businesses across England, especially those which have employees driving cars and light vans for work purposes. A key objective for Highways England is to lower the level of disruption on the network caused by the 40,000 incidents attended by its traffic officers each year, which result in widespread congestion and delays on both the strategic and local road network.

The CRSG recognises the mutual benefits of targeting work related road safety as a priority and is developing a programme of corporate engagement events aimed at promoting the broader adoption of the Driving for Better Business principles.

| | |
|------------------------|--|
| POLICY RS17 | We will support the development of a multi-agency approach to improve road safety when people drive for, or to and from work. |
|------------------------|--|

11.13 Increasing Security for All Road Users

The risk of collision is not the only potential threat to users of our highways and transport services. The fear of crime, anti-social behaviour, and poor personal safety is a barrier that can discourage people from walking, cycling, and using public transport. We aim to provide a highway network that is free from harm and the threat of crime and anti-social behaviour; with efficient transport links that promote public confidence in sustainable travel choices.

This vision can only be achieved in partnership with other agencies and transport operators. In seeking to improve overall safety and security, we need to consider a wide range of issues involving:

- road traffic collisions and casualties; security at sensitive transport locations which may be vulnerable to terrorist attack;
- effective emergency incident response including traffic control;
- the balance between highway network capacity and severance to communities; and
- improved environmental design in the highway environment which can reduce the opportunity for crime and antisocial behaviour.

It is therefore important that we seek to reduce this perceived threat. Methods that can be used to do this include:

- Increased CCTV
- CCTV at key public transport facilities
- Improved walking and cycling routes with the introduction of more modern, safer pedestrian crossings particularly on the strategic route network.
- Use of street lighting
- Measures to reduce the threat of terrorist attacks
- Environmental audit process for new developments
- Improving the quality and availability of information about travel options such as real time travel information

| | |
|------------------------|--|
| POLICY RS18 | We will seek to reduce opportunities in the transport environment for terrorism, crime, anti-social behaviour, through careful design of highway and transport schemes. |
|------------------------|--|

11.14 Safer Travel Policy Summary

| | Policy |
|-------------|---|
| RS1 | We will establish road safety as a cultural priority and proactively engage with partners and stakeholders to promote the Safe Systems approach. |
| RS2 | We will aim to prevent all deaths on Warrington's roads and to significantly reduce the frequency and severity of collision and casualties. |
| RS3 | We will continue to identify and deliver targeted collision remedial measures through the annual Local Safety Schemes Programme. |
| RS4 | We will continue to ensure that opportunities for road safety improvement is embedded in transport strategies, considered in the prioritisation of all highway works programmes, and encouraged through development led projects. |
| RS5 | We will continue to develop and implement strategies for continuing the reduction in frequency and severity of road traffic collisions and casualties through behavioural change. |
| RS6 | We will continue to support the CRSG with financial contributions and officers performing key roles in the Board and its Sub-groups. |
| RS7 | We will continue to explore opportunities for advancements in camera enforcement technology and explore the use of average speed cameras where appropriate. |
| RS8 | We will support the CRSG in exploring improvements in Collision and Casualty data quality embracing the intended roll out of CRASH. |
| RS9 | We will continue to support the HWRSG providing a strategic approach to casualty reduction based on data analysis and intelligence, and work with partner agencies to deliver interventions. |
| RS10 | We will support the development of the regional North West Analysis group and co-ordinate its recommendations into CRSG and local activity. |
| RS11 | We continue to promote highway improvements to encourage increased compliance with posted speed limits and therefore safer behaviour when travelling on Warrington's roads. |
| RS12 | We acknowledge the central role of speed and its management to a Safe System approach and will review priority interventions for local roads. |
| RS13 | We will respond to community concerns associated with traffic speed and ensure a consistent approach is adopted by Cheshire agencies. |
| RS14 | We will proactively promote safer behaviour for vulnerable road users and encourage cycling and walking as a form of transport. |
| RS15 | Through the Warrington Local Cycling and Walking Infrastructure Improvement Plan we will deliver the highway environments that removes psychological barriers of cycling and walking due to the perception of poor safety and personal security |
| RS16 | We will seek to ensure that highway traffic uses appropriate routes in making |

| | |
|-------------|---|
| | journeys through and within the borough to minimise the impact of traffic on safety and the environment in sensitive areas |
| RS17 | We will support the development of a multi-agency approach to improve road safety when people drive for, or to and from work. |
| RS18 | We will seek to reduce opportunities in the transport environment for terrorism, crime, anti-social behaviour, through careful design of highway and transport schemes. |

12 Cleaner Fuels

12.1 Introduction

We are committed to providing attractive alternatives to car travel, and to looking at how we can best route freight within and around Warrington. However, we recognise that motorised transport will continue to play a significant role in Warrington's transport system.



In order to reduce the resulting environmental effects of continued motorised transport usage we will consider how cleaner fuels can reduce the impact of individual vehicles, both on climate change and local air quality, and what role the Council can play in enabling the use of them.

Warrington currently has two Air Quality Management Areas (AQMAs) where emissions of Nitrous Oxides (NOx) are above legal limits, shown in Figure 12.1. These are around the Motorway network and the town centre.

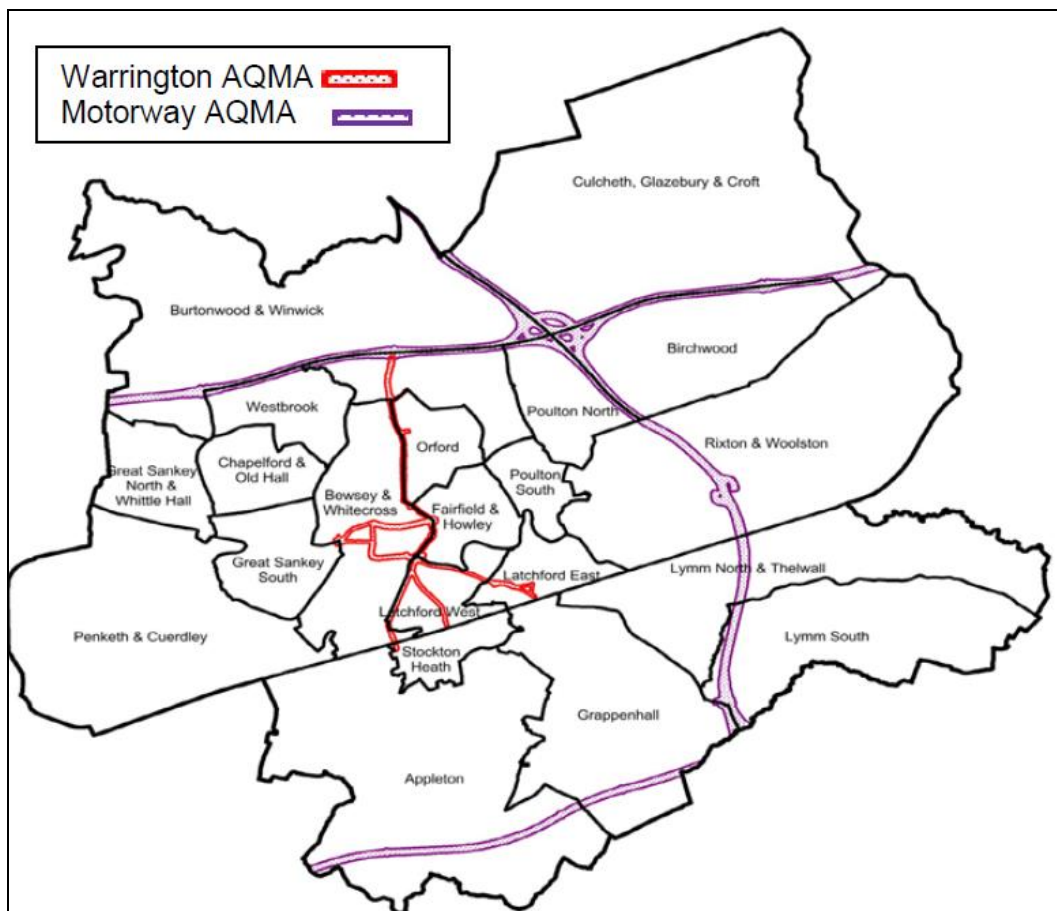


Figure 12.1 - Air Quality Management Areas

The predominant source of pollution that affects local air quality is local traffic. This primarily comes from the use of traditional fossil fuelled engines but is also due to tyre and brake wear.

A Low Emissions Feasibility Study carried out in 2013 showed that diesel cars are the predominant source of NO_x pollution, and that HGV and buses contribute a disproportionate amount of NO_x compared to the distance driven. Within Warrington, traffic mode sources could be apportioned for contribution above the background as follows:

- Petrol cars contribute approximately 11% and diesel cars 50% of NO_x, and account for 90% of distance driven
- HGVs and LGV contribute 20% of NO_x, yet account for only 9% of distance travelled.
- Buses contribute approximately 11% of NO_x yet account for only 1% of distance travelled

The Council developed an Air Quality Action Plan in 2018 aimed at reducing harmful emissions that impact on air quality. This is available from <https://www.warrington.gov.uk/airquality>

An increase in the number of vehicles in Warrington powered by cleaner fuels will support a reduction in Nitrogen Oxides (NO_x) emissions which are currently above legal limits. There will also be a reduction in fine particulate exhaust emissions.



12.2 What are cleaner fuels?

When making decisions about which fuels we will support we will particularly consider NO_x and Particulate Matter (PM 10 and PM 2.5) to improve local air quality and Greenhouse Gas (GHG) emissions to provide a balanced approach to air quality and climate change mitigation. We will compare cleaner fuels on this basis against the equivalent diesel or petrol alternative as relevant. Alternative fuel sources that are available for use by vehicles on the market today, or close to being market-ready include:

- | | |
|--------------------------|-------------------------|
| • Electric vehicles | • Liquefied Natural Gas |
| • Natural Gas | • Biomethane |
| • Compressed Natural Gas | • Hydrogen |

12.3 Non-exhaust emissions

We recognise that, particularly in the case of PM, non-exhaust emissions (brake, tyre, clutch, road surface wear and resuspension) make up a significant and growing proportion of emissions. Cleaner fuels can directly and significantly reduce (in some case to zero) exhaust emissions, but their impact on non-exhaust emissions is more complicated.

Many hybrid and electric vehicles are heavier than conventionally fuelled equivalents because of the presence of batteries, which may increase brake and tyre wear. Most electric vehicles though are equipped with regenerative braking which will decrease brake wear emissions. In addition to higher vehicle weight, there is an increased higher torque from the electric motor that may result in increased tyre wear, increasing particulate emissions. The government is in the process in undertaking research, through the Clean Air Strategy, to better understand the impact of new vehicle technologies on brake and tyre wear emissions.

As a result, this cleaner fuels strategy does not in itself aim to reduce non-exhaust emissions. The most effective way reducing non-exhaust emissions in Warrington is by reducing the number of motorised vehicles on our highway network. Successfully delivering on our vision for transport will, therefore, see a reduction in these emissions.

The Cleaner Fuels Strategy is aimed at reducing tailpipe emissions from vehicles in Warrington by increasing use of vehicles that have less impact on local air quality and on people's health.



12.4 Changing the Council Fleet

In order to lead by example, we will look at reducing emissions from the fleet of vehicles owned and operated by the Council. We will join more than 140 companies by signing up to the Go Ultra Low Companies initiative which requires a minimum of 5% of fleet vehicles to be electric by 2020. As part of this commitment we will phase out diesel pool cars and replace them with a less polluting option. We will also investigate the feasibility of moving to low emission refuse vehicles.

POLICY CF1

We will look to improve our own fleet of vehicles by increasing the number of Council owned low emission vehicles.

12.5 Supporting External Fleets to Change

We will commission a study to understand how we can best support fleets operating within Warrington (particularly HGV, LGV, buses and taxis) which operate in Warrington to move to cleaner fuels. This will determine the best fuel options for the fleets concerned and actions needed to support their uptake. This will initially focus on heavy vehicles as these contribute to NOx emissions disproportionately within Warrington's AQMA areas.

As part of this work we will investigate the introduction of a Clean Air Zone. A Clean Air Zone is a designated area that the most polluting vehicles are either charged for entering, or banned from entering at all. If taken forward, the introduction of a Clean Air Zone would require extensive engagement and consultation with neighbouring authorities, local communities and businesses to: explain the aims, including the potential health and economic benefits; understand any concerns; and assess the need for any mitigating actions.

POLICY CF2

We will investigate how we can best support local fleet operators to switch to vehicles that use cleaner fuels



12.6 Supporting Residents to Change

We will commission a study to investigate which cleaner fuels are most popular with members of the public and why. A key area of interest will be public chargepoints for Electric Vehicles (EVs). Here we will consider the range of recharging infrastructure required in terms of electrical output required for different charging needs and the geographical extent of charging locations.

As part of this we will determine the capacity of the existing electricity network to inform the lowest cost locations for grid connection and combine this information with areas of need to enable the rollout of infrastructure to be more cost effective. We will also consider existing facilities and how we can work with commercial providers of chargepoints to coordinate the network across Warrington to ensure areas aren't over or underprovided for.

POLICY CF3

We will investigate how we can best support local residents to switch to vehicles that powered by cleaner fuels.

12.7 New developments

We already require new residential developments to ensure that chargepoints can be easily fitted by the occupier as and when demand arises. We will review this policy to ensure that it remains fit for purpose as EV sales increase by investigating if developers should be required to install chargepoints.

We already require new commercial developments to provide chargepoints in 5% of car parking spaces or enable the easy installation of chargepoints as demand arises. We will review this policy to ensure that it remains fit for purpose as EV sales increase including investigating if developers should be required to install chargepoints and at what level, taking into consideration the nature of the development.



POLICY CF4

We will ensure that new housing developments are suitable for residents who choose to own low emission vehicles

12.8 Cleaner Fuels Policy Summary

| | Policy |
|-----|---|
| CF1 | We will look to improve our own fleet of vehicles by increasing the number of Council owned low emission vehicles |
| CF2 | We will investigate how we can best support local fleet operators to switch to vehicles that use cleaner fuels |
| CF3 | We will investigate how we can best support local residents to switch to vehicles that powered by cleaner fuels |
| CF4 | We will ensure that new housing developments are suitable for residents who choose to own low emission vehicles |

12.9 Cleaner Fuels Actions

| Relevant Policy | Action | Timescale |
|-----------------|---|-----------|
| CF1 | Sign up to Go Ultra Low Companies | 0-5 years |
| CF2 | Commission a study to determine how the Council can support fleets to switch to cleaner fuels | 0-5 years |
| CF3 | Commission a study to determine how the Council can support members of the public to switch to cleaner fuels, including consideration of on and off street EV charging facilities | 0-5 years |
| CF4 | Review requirement for EV charging points in Parking Standards for new developments | 0-5 years |

13 Asset Management

13.1 Introduction

Asset Management focuses on our proposals for maintaining the physical transport assets which make up the transport networks for which we have direct responsibility. The local highway network includes roads, footways, cycleways, bridges, street lighting, traffic signals, bus stops, street furniture and signs.



Asset Management is the process by which we seek to ensure an optimal allocation of resources towards the management, operation, preservation and enhancement of infrastructure in order to meet current and future needs.

Almost every resident, worker and visitor to Warrington will use the highway network on a daily basis, whether as a pedestrian, cyclist, or by motorcycle, bus, taxi or car.

Asset management is accepted by central and local government as a means to deliver a more efficient and effective approach to management of the highway infrastructure assets. Asset Management is defined as:

“A strategic approach that identifies the optimal allocation of resources for the management, operation, preservation and enhancement of the highway infrastructure to meet the needs of current and future customers.”

(County Surveyor’s Society: Framework for Highway Asset Management (2004)).

As a highway authority, Warrington Borough Council has a statutory duty to maintain, operate and improve the highway network on behalf of all its customers. We aim to do this through providing high value services in a legally and environmentally compliant and sustainable manner. The network is vital to the economic wellbeing of our residents and businesses.

For context, the Council maintains the following:

- Approx. 948.17km of carriageway
- Approx. 1067.7km of footway
- 1595 structures
- Approx. 49,220 Gullies
- Approx. 4.7km Slotted Drain Channel
- Approx. 16.6km Linear Drainage Kerb
- 4 Pumping Stations
- 2 Storm Water Attenuation Tanks
- Approx. 34.4km Culverts
- 6 Trash Screens
- 3 Tide Flaps
- Approx., 27,800 Street Lighting Units
- 82 Road Junctions
- 41 Puffin Crossings
- 12 Toucan Crossings
- 21 Pelican Crossings

*above list is not exhaustive and is a guide only.

The highway network forms the largest capital asset which the Council is responsible for and would cost in excess of £1.9billion to replace (Gross Replacement Cost at 2017/18), as shown in Table 13.1.

| Asset Group | Gross Replacement Cost '000s | Date Last Valued |
|----------------------|------------------------------|------------------|
| Carriageways | £729,979.00 | 30 June 2017 |
| Footways & Cycleways | £140,054.00 | 30 June 2017 |
| Structures | £247,274.00 | 30 June 2017 |
| Street Lighting | £34,601.00 | July 2017 |
| Traffic Signals | £5,817.95 | 30 June 2017 |
| Street Furniture | £11,388.61 | 30 June 2017 |
| Land | £747,485.43 | 30 June 2017 |
| TOTAL | £1,916,599.99 | 30 June 2017 |

Table 13.1 - Replacement Cost for Our Highway Asset

This LTP Asset Management Strategy supports our Highway Asset Management Strategy that is available to view from <https://www.warrington.gov.uk/highways-asset-management-strategy>

A significant amount of the capital funding that is available for asset management is from Government's Incentive Funding. This rewards councils who demonstrate they're delivering value for money in carrying out cost effective improvements.

Each local highway authority in England (excluding London) completes an annual self-assessment questionnaire to establish the share of the Incentive fund they will be eligible for. The results of this questionnaire place each authority into one of three bands (1, 2, and 3). Only the best performing councils, placed in Band 3, are awarded their full share of the funding.

Warrington is a Band 3 authority, allowing us to receive 100% of the funding available to us. Our Highway Asset Management Strategy sets out how we will ensure that targets are established, measured and achieved, and how improvements are made and reviewed to consolidate our Band 3 status.

13.2 Baseline Data / Evidence

Carriageways represent the largest element of the highway asset and accounts for approximately 70% of the total asset value. Maintaining their condition and preserving their value is vital to the Council.

Figure 13.1 illustrates the percentage of roads which should be considered for maintenance for A roads, B and C roads, and unclassified roads. Road condition across Warrington has improved over recent years and is better than the national average. Classified roads across Warrington which should be considered for maintenance sit at 2% compared with the national average of 3%. For unclassified roads, 9% of our network should be considered for maintenance. Again, this is better than the national average of 17%.

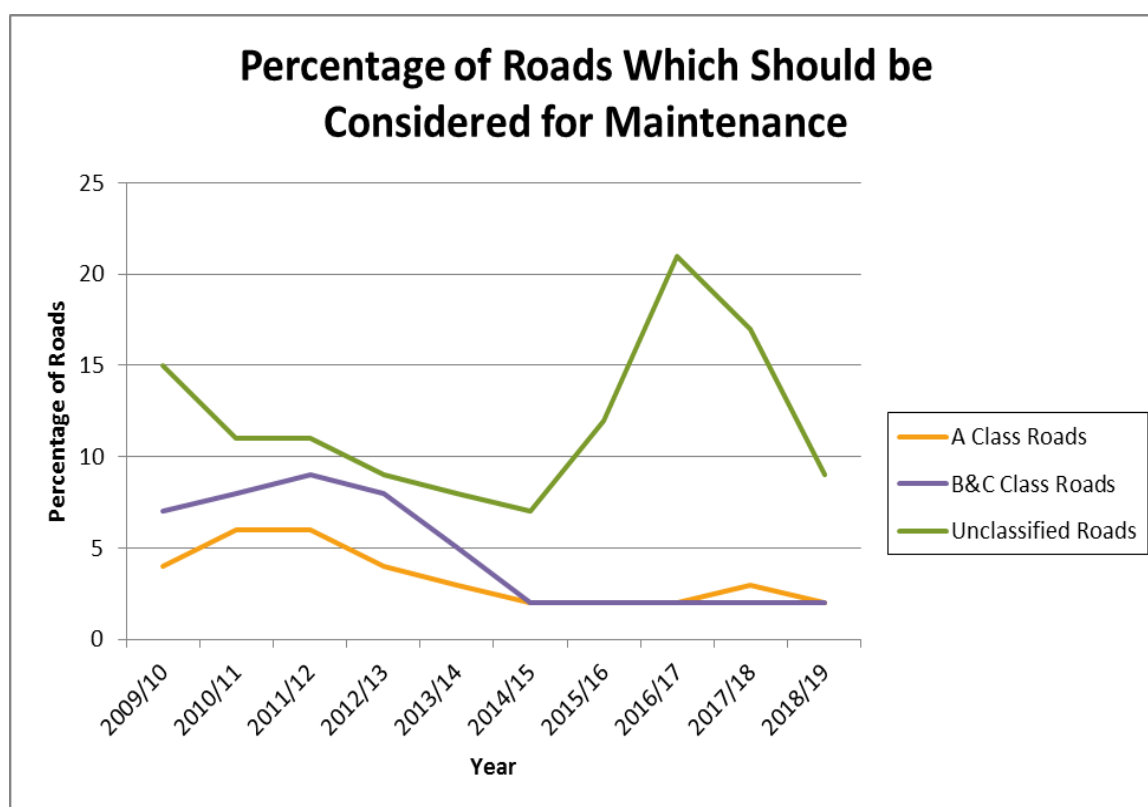


Figure 13.1 - Percentage of roads which should be considered for maintenance⁴¹

13.3 Issues & Challenges

⁴¹ DfT Road Condition Statistics <https://www.gov.uk/government/statistical-data-sets/road-condition-statistics-data-tables-rcd>

13.3.1 Carriageway

The length of the carriageway across our network is 948.17km. One of our largest challenges with our carriageway network concerns significant sections of our roads built as part of the New Town development. The rates of deterioration of these roads are largely the same, and as a result, large sections of carriageway are approaching the end of their original design life and require treatment, often structural and extensive. This presents us with a significant legacy challenge.

Increasing traffic volumes associated with both a growing population base and also resulting from frequent traffic disruption problems on the adjacent motorway network impact on the structural integrity of our highway. Increasing numbers of stop/start movements leads to more rapid deterioration of surfaces.

We are also challenged with managing our extensive minor carriageway network. This is made up of the non-principal and unclassified roads. These may have been constructed with minimal pavement layer depth in older sections. This results in more rapid deterioration and may require more structural repairs than planned.

Winter weather has a high impact on the overall condition of the road network. This results in large scale rapid deterioration of roads nationwide.

This challenging environment of deteriorating carriageways is magnified with the reduction in funding for maintenance, and places greater emphasis on our ability to deliver more cost-effective solutions.

13.3.2 Footway

Investment in maintaining and improving our Footway network has reduced over many years, due to a reducing funding. As a result, a significant proportion of our footway network is assessed as structurally unsound or functionally impaired and requires immediate redress.

The total length of our footway network is 1,067.7km. The majority of the network is constructed of bituminous materials. Flags and block pavers make up over 5% (53.4km) of the network and often require more extensive repair and reconstruction, and is often not as cost-effective as alternative solutions.

13.3.3 Structures

With an aging set of bridges and structures, we are challenged to continue to provide a required level of service for our residents and key stakeholders. Our funding requirements are more substantial than our current level of funding, which has remained stable over the recent 3-4 years. The building of new infrastructure will increase the asset, placing greater pressure on our maintenance spend.

Preventing Suicide

Every person lost to suicide is a tragedy that affects families, friends, colleagues and the wider community. The national suicide prevention strategy has an objective to reduce access to the main means of suicide, including transport infrastructure and structures where a risk is identified. Interventions that can help to prevent suicides in public places include:

- Restrict access to the site and the means of suicide
- Installing physical barriers to prevent jumping
- Introducing other deterrents, for example, boundary markings or lighting
- Increase opportunity and capacity for human intervention
- Improving surveillance, such as using CCTV
- Increase opportunities for help seeking by the suicidal individual
- Providing Samaritans signs and/or free emergency telephones

More information regarding the Cheshire and Merseyside 'No More' approach to suicide prevention can be found at www.no-more.co.uk.

13.3.4 Street Lighting

The street lighting inventory increases by approximately 1% per year as a result of new housing and commercial developments.

Energy costs are by far the biggest challenge facing the street lighting service. The cost of energy charged to WBC is made up of a number of different components namely cost of generated energy, cost of transmission and regulatory costs. The cost of energy has almost trebled in the past 10 years.

Ageing Infrastructure and reduced investment over many years means the rate of renewal has not kept pace with the rate of decay. We are now part way through a project to replace ageing lighting columns and LED street lights. High level lighting within the Town Centre has been completed and with the inclusion of the remote monitoring, lighting levels can be varied to take account of the varying night time economy/activity. The objective of the investment project is to provide mitigation against future energy costs.

13.3.5 Traffic Signals

As with most of our other highways infrastructure, our traffic signals inventory is aging, with many of our systems reaching the end of their functional life. Our traffic management systems are also rapidly expanding due to more intelligent transport systems technology, so we also face the challenge of an expanding asset base to support, again, within a reducing funding envelope.

13.3.6 Flood Risk & Drainage

The condition of the visible, regularly visited sections of the network (e.g. gullies) is generally in reasonable order. However, the condition of the remainder of the network, which is largely underground and more difficult to access, is less well known.

Periods of high rainfall place pressures on the drainage network, and this can create a flooding issue that has to be managed. Our management process has taken place reactively in providing continuing road accessibility, safety to road users and prevention of flooding of private properties. Climate change has the potential to increase the number of flood events.

We are working to collect more inventory and condition data on the underground drainage asset. This will allow us to manage the asset to the required level in the future.

13.4 Our Highway Asset

Warrington Borough Council recognises the importance of its highway infrastructure and how an effectively maintained and managed network contributes to the achievement of its corporate goals.

| | |
|-------------------|---|
| POLICY AM1 | Ensure the Highway Asset Management Strategy fully considers how it can support delivery of the LTP vision, objectives and policies. |
|-------------------|---|

13.4.1 Maintaining Our Highway Asset

Maintenance of our highways infrastructure is classified as follows:

Planned maintenance: larger and longer term investments, designed to improve the way we manage our highway infrastructure. Our Highways Asset Management Strategy identifies the best way to undertake planned maintenance. It consists of a Policy, a Strategy and a number of more detailed plans. A risk-based approach identifies the best way to meet the Council's objectives and use our limited resources effectively providing best value for residents.



The Council uses a rigorous, data driven, approach that considers the risks and benefits of different ways of improving our highway network. This may involve building on successful work to enable communities to get more involved. We also seek ways to work which minimise disruption on the network, maximise opportunities for collaborative working between works programmes and offer the opportunity to integrate larger and smaller scale works.

Routine maintenance: works such as grass cutting and gully emptying are planned on a cyclical basis. These works are undertaken according to a timetable designed to balance their benefits, costs and risks.

Reactive maintenance: when defects are identified through routine safety inspections or reports from members of the public. These defects are categorised according to the risk they pose to highway users and are prioritised accordingly for reactive repairs.

Management of our Highway Asset will focus on achieving the following outcomes:

- A safe network
- A serviceable network
- A sustainable network
- Informed and Satisfied Customers

| | |
|-----------------------|---|
| POLICY AM2 | Identify and apply industry-leading good practice to the management of all transport assets. |
|-----------------------|---|

13.4.2 Value for Money

Nationally there is an acknowledged backlog in preventative maintenance and a legacy of underinvestment in the country's highway infrastructure. Whilst asset management is primarily concerned with ensuring good asset condition, long term efficiency and value for money, it is important to recognise the contribution asset condition can make to a number of transport objectives.

Safety is an obvious example, particularly with respect to cyclists, motorcyclists and pedestrians, for whom potholes and other highway defects can create hazards. Poor asset condition can deter people from choosing active modes of travel and, alongside inappropriate choice of materials, be to the detriment of the quality of place.

It is therefore vital that we seek to maximise any funding for maintenance schemes, and that any investment that we delivers the best possible value for money.

| | |
|-----------------------|--|
| POLICY AM3 | Maximise the opportunity for investment to maintain and improve the condition of the transport network. |
|-----------------------|--|

| | |
|-----------------------|--|
| POLICY AM4 | Seek value for money for all transport assets and minimise future maintenance liabilities as far as possible. |
|-----------------------|--|

13.5 Highway Asset Management Strategy

Our Highway Asset Management Strategy sets out a Highway Asset Management Framework. Shown in Figure 13.2, the Framework sets out how we intend to manage our highway infrastructure network and identifies how key objectives are met.

The key to our long term goals and success will be our continued commitment to maintain our ageing highway network. Assessing and managing a highway asset of this size requires significant skill levels and is an extremely difficult task. The Highway Asset Management Strategy is our statement of intent as to how we will manage our Highway Asset in Warrington. It provides the basis for the authority to adopt sound asset management principles to enable us to achieve economic prosperity and growth to the wider community by forming critical links with greater efficiency, collaborative working and value for money.

Due to limited funding over the years, asset management has generally resulted in a more reactive approach that focused on the maintenance of assets approaching or already at the end of their life rather than routine maintenance. This involved carrying out more costly resurfacing schemes which is unsustainable.

The overall objective in targeting maintenance resources is to identify assets that are approaching condition thresholds. Timely intervention at this stage will prove effective at halting the overall deterioration of the network. With the network condition stabilised the ongoing aim will be to deliver sustainable improvements in asset condition and value.

The future approach is to undertake more preventative maintenance treatments on carriageways in the amber (fair to poor) condition band rather than red (very poor condition). This will reduce the whole life cost of the carriageways as we will be eliminating lengths which would otherwise have deteriorated to a red condition requiring more expensive treatments to remain in service.



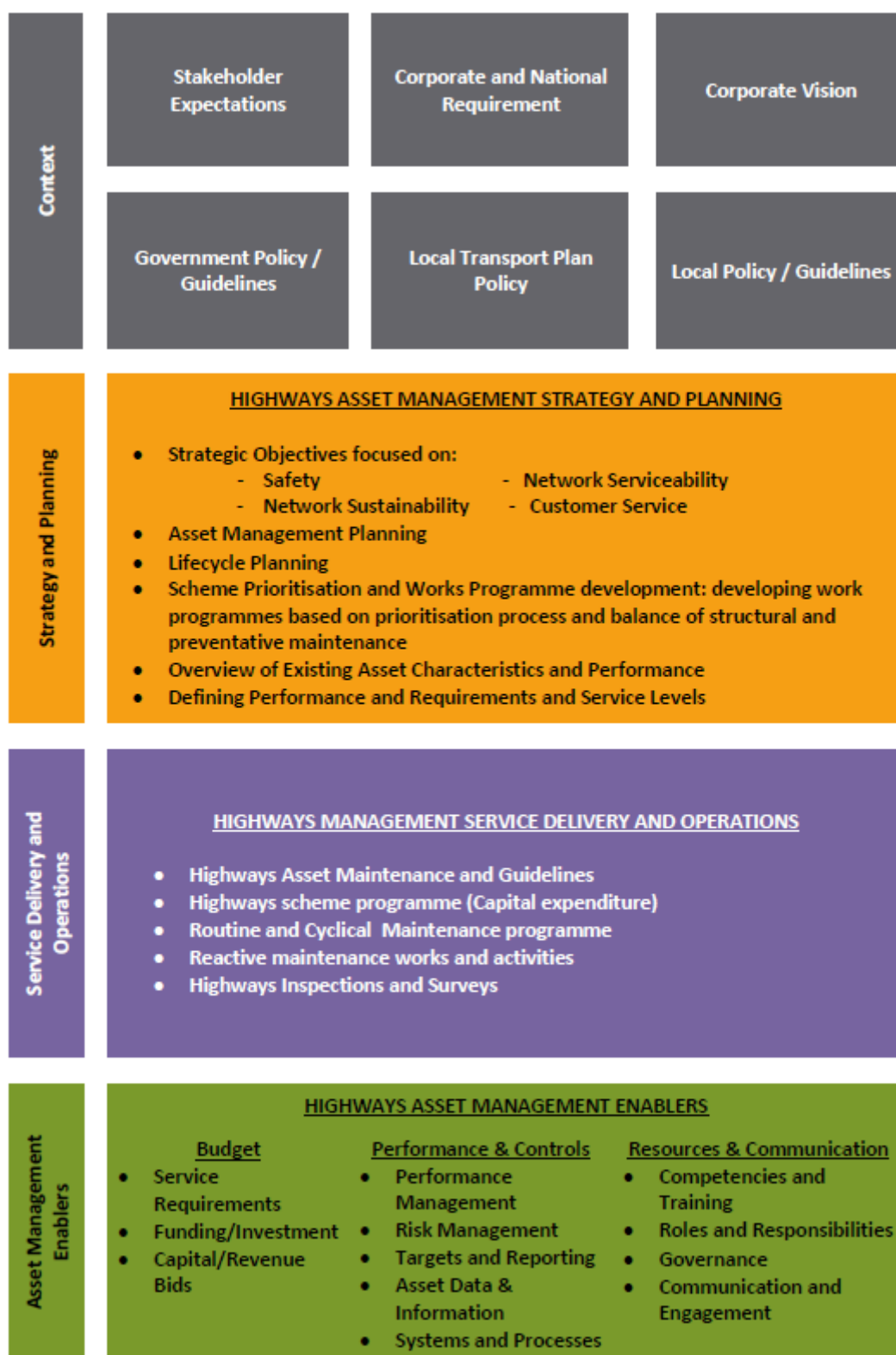


Figure 13.2 - Asset Management Framework

13.5.1 Outcomes

The strategy seeks to ensure highway infrastructure is maintained efficiently with available investment optimised to deliver the desired level of service and condition which contributes positively to a wide range of LTP4 objectives.

13.5.2 Performance Monitoring

The Highway Asset Management Plan includes a Performance Management Framework (PMF) in order to provide objective evidence of achievement of our strategic objectives.

Performance indicators and targets relating to 'Customers', 'Safe and Responsive Service', and 'Serviceable and Sustainable Network' are reported and tracked to measure performance and improvement. Performance is reviewed regularly with senior officers and Portfolio Holder (as part of the Asset Management Steering Group Meeting). Each review adopts a risk management approach and introduces those changes that are necessary to ensure that the Health and Safety, Environmental, Political and Financial risks both to users and the Authority are managed effectively.

Delivery and budget targets are reviewed monthly between senior officers and as necessary at the Asset Management Steering Group.

We use benchmarking comparing adjacent Local Authorities as a tool to measure performance and to identify where we can do things in a different way to achieve better outcomes.

| | |
|-----------------------|--|
| POLICY AM5 | Seek opportunities to reduce the amount of greenhouse gases produced during maintaining and improving transport assets. |
| POLICY AM6 | Continue to invest in maintenance of the highway asset |

13.6 Asset Management Policy Summary

| | Policy |
|------------|--|
| AM1 | Ensure the Highway Asset Management Strategy fully considers how it can support delivery of the LTP vision, objectives and policies. |
| AM2 | Identify and apply industry-leading good practice to the management of all transport assets. |
| AM3 | Maximise the opportunity for investment to maintain and improve the condition of the transport network. |
| AM4 | Seek value for money for all transport assets and minimise future maintenance liabilities as far as possible. |
| AM5 | Seek opportunities to reduce the amount of greenhouse gases produced during maintaining and improving transport assets. |
| AM6 | Continue to invest in maintenance of the highway asset |

13.7 LTP Asset Management Actions and Interventions

| Relevant Policy | Intervention | Timescale |
|-----------------|---|-----------|
| AM1 | Define desired levels of service for highway assets, in consultation with stakeholders. | 0-5 years |
| AM2 | Adopt a life-cycle approach to planning asset investment and management decisions. | 0-5 years |
| AM2 | Continue to monitor, evaluate and, where required, improve service delivery. | 0-5 years |
| AM2 | Continue to effectively manage the risks of asset ownership and operation to ensure continuity of service. | 0-5 years |
| AM2 | Empower and motivate the entire workforce involved in the operation and maintenance of the highway network. | 0-5 years |
| AM2 | Continue to implement and adopt collaborative and joint working initiatives to deliver effective and efficient services | 0-5 years |
| AM3 | Balance competing needs across the highway network and select options that best meet desired outcomes. | 0-5 years |
| AM4 | Provide for present needs whilst sustaining natural resources for future generations. | 0-5 years |
| AM6 | Adopt a continuous improvement approach to asset management policies and practices. | 0-5 years |

14 Network Management

14.1 Introduction

The Network Management theme sets out how we, as the Local Highway Authority, propose to make best use of the existing highway network and fulfil our statutory Network Management Duty as set out in the Traffic Management Act 2004.

Network Management focuses on the management of the highway network and looks at introducing measures to help us make best use of the existing highway resources. This is relevant to all users of the road network, including pedestrians, cyclists, buses, cars, taxis, and road freight. Our approach to Network Management is therefore broad, as we seek to manage the network proactively to improve conditions for all road users.

An important aspect of Network Management is managing congestion. This is a combination of managing traffic demand and traffic flow and making the highway network operate as efficiently as possible. This is particularly important to Warrington where traffic patterns can be severely affected by incidents on the surrounding motorway network, or when ship canal swing bridges open.

The operation of the network is closely monitored and controlled, with signal timings at key junctions being automatically adjusted within the councils Urban Traffic Management and Control (UTMC) system in order to react to continually changing conditions. UTMC is recognised as a key tool in managing the existing road infrastructure through the use of technology. UTMC helps the council to fulfil its statutory Network Management Duty of facilitating the expeditious movement of traffic around the network by actively managing the existing road network; keeping congestion and delay to a minimum, improving journey times and reducing carbon emissions.

Our Network management work also includes managing car parking across the borough.

14.2 Traffic Management Act 2004

The Network Management Duty (Traffic Management Act 2004) applies to local traffic authorities such as Warrington Borough Council and requires them to:

.....manage their road network with a view to achieving, so far as it may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives -

- *secure the expeditious movement of traffic on the authority's road network; and*
- *facilitate the expeditious movement of traffic on road networks for which another authority is the traffic authority.*

This duty requires us to coordinate our activities with Highways England and adjoining local highway authorities and to work with the Manchester Ship Canal Company, in order to maximise highway network efficiency for all road users.

14.3 The Highway Network

Warrington is well-connected to the motorway network. The M6 provides a connection from Birmingham in the south to Carlisle in the north, whilst the M62 is an east-west link between Manchester and Liverpool. The M56 also runs east-west, through the south of the borough and provides a connection between South Manchester and Chester.

Good connections to the motorway network means jobs and opportunities outside of the borough are accessible for residents who drive. It also means that our businesses are well connected to markets in other parts of the country. However, the 'motorway box' around Warrington can result in congestion on our network when there is an incident or closure on the motorway network.

The motorways that run through the borough are part of the Strategic Road Network and are managed by Highways England.

We are responsible for the management of the remainder of the adopted highway network including A roads, B roads, C roads, and Unclassified roads. This network is shown in Figure 14.1. Key 'A' roads within borough are:

- The A49 which runs north-south from the M62 to M56
- The A57 which provides a connection to the west of Warrington Town Centre through Great Sankey and joins the M62 at Junction 7
- The A5061 connects with the A49 at the River Mersey and joins the A50 after travelling through Latchford
- The A50 which links the A49 in Orford with the M6 at Junction 20
- The A5060 is between Lower Walton and Brian Bevan Roundabout, providing a connection to Warrington Town Centre from the A56
- The A56 which runs east-west through the south of the borough, parallel to the Manchester Ship Canal



The total traffic on major roads, in thousand vehicle miles, is shown in Figure 14.2, with the modal split shown in Table 14.1. For this dataset, 'major roads' includes motorways and all class 'A' roads. The car dominates traffic on major roads. Car traffic has fluctuated over time but overall, between 2000 and 2016, has increased by approximately 15%. The total car traffic on major roads in Warrington reached its greatest levels in 2016 at 1,020,208 thousand vehicle miles.

A 62% increase can be seen in the number of LGVs between 2000 and 2016, whilst the number of HGVs has remained reasonably consistent over the same time period. The proportion of pedal cycles and motorcycles has been consistent over the time period.

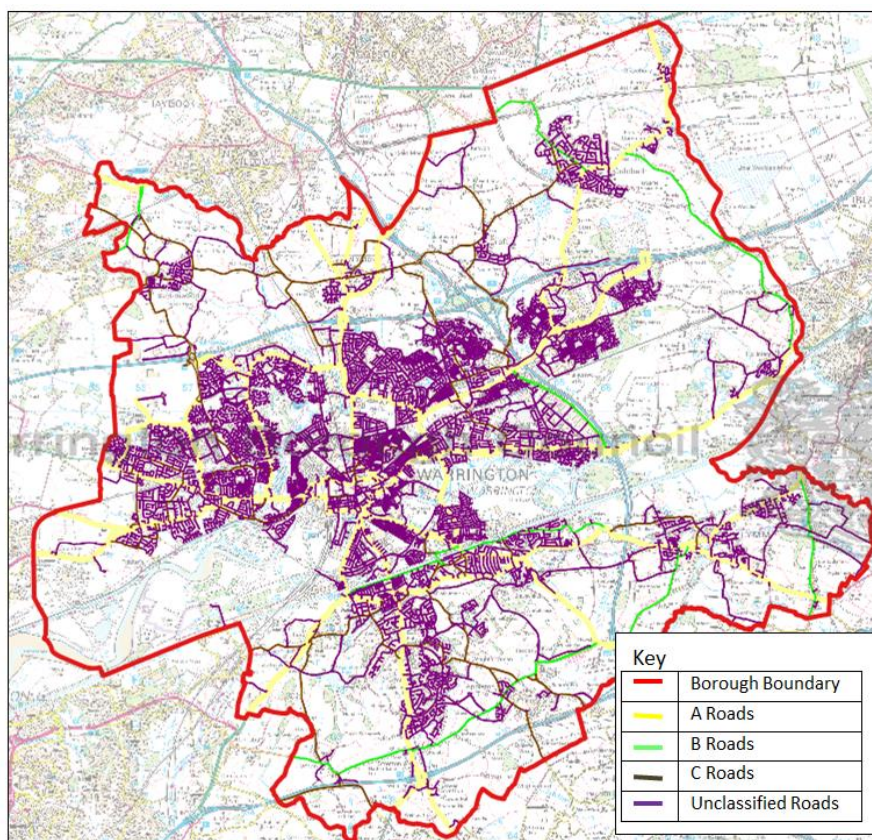


Figure 14.1 - Our Highway Network

| Mode | Year | | | | | | |
|-------------------|------|------|------|------|------|------|------|
| | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 |
| Pedal Cycles | 0.2 | 0.2 | 0.2 | 0.1 | 0.1 | 0.1 | 0.2 |
| Motorcycles | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 |
| Cars | 76.6 | 76.1 | 76.1 | 75.8 | 75.2 | 75.4 | 74.9 |
| Buses and Coaches | 0.4 | 0.4 | 0.4 | 0.4 | 0.4 | 0.3 | 0.3 |
| LGVs | 12.6 | 13.2 | 13.5 | 13.7 | 14.1 | 14.1 | 14.4 |
| HGVs | 10.0 | 9.9 | 9.7 | 9.7 | 9.9 | 9.8 | 9.8 |

Table 14.1 - Mode Share of Road Users⁴²

⁴² <https://roadtraffic.dft.gov.uk/local-authorities/74>

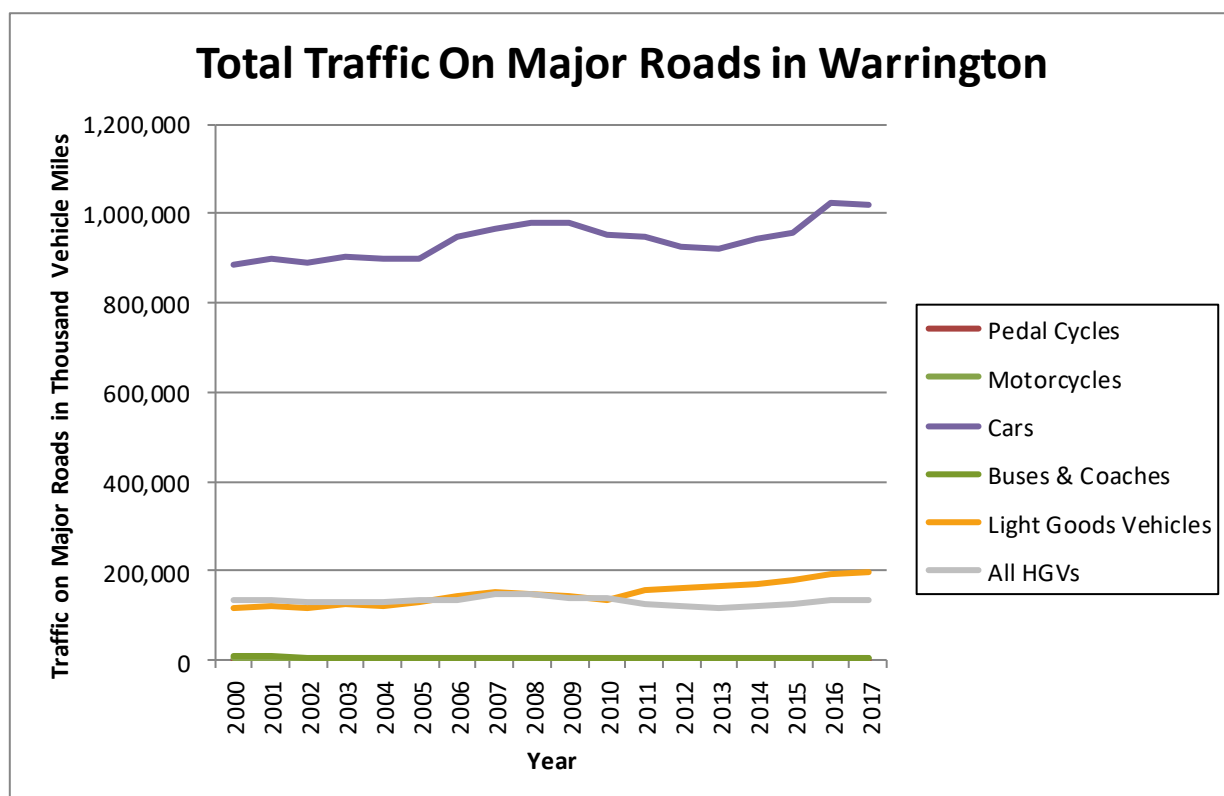


Figure 14.2: Total Traffic on Major Roads in Warrington ('000 vehicle miles) 2000-2017⁴³

Trafficmaster data has been used to identify weekday average speeds for all vehicles and all road types in the borough. As expected, the results showed traffic travelled at higher speeds along motorways with higher speeds along the M56 and M62 compared with M6 during the AM peak. There were particular hotspots on the network where the A50 joins the M6 and where the A49 joins the M62. During the PM peak, speeds were slower on the motorway network, particularly between Junctions 9 and 10 on the M56 and along the M6 between Junctions 20 and 21. During the inter-peak, traffic along the majority of the motorway network had an average speed of 60+mph highlighting clear traffic flows.

Average speeds on the rest of the highway network were reasonably similar across the AM peak, inter-peak and PM peak. However, key findings included:

- Slower speeds in Warrington Town Centre and Stockton Heath (all time periods)
- Wilson Patten Street (A5061) had an average speed of less than 10mph during the PM peak
- To the north of the M62 and east of the M6, average traffic speeds highlighted limited evidence of congestion within the borough boundary
- Slow traffic speeds from the M6 towards Birchwood during the AM peak with an average speed of 10-20mph compared with 40mph during the inter-peak and PM peak
- During the inter-peak, traffic speeds on routes into Warrington were generally free-flowing; however, the A49 north of Warrington Town Centre appears to be more prone to slower speeds

⁴³ <https://roadtraffic.dft.gov.uk/local-authorities/74>

14.4 Network Management Duty

Local Highway Authorities must nominate a Traffic Manager who will ultimately be responsible for delivering our Network Management Duty. The role of the Warrington Traffic Manager is to:

- champion the Network Management Duty and ensure it is met
- liaise with internal and external stakeholders
- manage the demand for road space
- develop, introduce and maintain integrated systems to manage the network making the best use of available technology
- consider the effects of our actions on other Highway Authorities networks
- Manage and enforce on-street parking to improve network operations

| | |
|-----------------------|--|
| POLICY NM1 | We will fulfil our Network Management Duty to ensure the ‘safe and expeditious movement of traffic’ (Traffic Management Act, 2004). |
|-----------------------|--|

The Traffic Manager seeks to achieve these through a process of establishing current network performance, developing improvement plans, managing the operation of the network, and continually monitoring performance.

Network efficiency can be defined as the ability of a highway corridor to cope with traffic demand. Where traffic demand exceeds network capacity, traffic congestion in the form of slow moving and/or queuing traffic occurs. The majority of major roads suffer from some degree of traffic congestion at certain times during the day or at key hotspots. This is the inevitable result of peak surges in demand or reduced capacity at junctions or pinch-points on the network. Our responsibilities under the Network Management Duty extend to ensuring that consideration is given to pedestrians and cyclists in them implementation of new highway schemes.

| | |
|-----------------------|---|
| POLICY NM2 | Ensure that schemes planned, designed and implemented under LTP4 provide facilities for pedestrians and cyclists and assist in meeting the requirements of the Network Management Duty (‘safe and expeditious movement of traffic’). |
|-----------------------|---|

14.5 Traffic Management

Traffic congestion not only affects motorists, but also public transport and active travel users who may find themselves equally delayed or 'squeezed' out of road space by heavy traffic. Traffic flows and congestion are also the main source of emissions which contribute to poor air quality.

Traffic congestion can never be completely eliminated as peak surges in demand are always likely to exceed available capacity, but the network can be managed in a way which minimises the occurrence of congestion and reduces its impact. Warrington's UTMC system helps to optimise flows and better manage congestion events. It can also be used to give priority to specific vehicles such as local buses.

Traffic management measures seek to improve the movement of traffic by introducing controls to vehicle movements and on-street parking and loading activity. Examples include one-way streets, bus lanes or waiting restrictions. Warrington Borough Council is empowered to make Traffic Regulation Orders (TROs) to implement these controls for the purpose of reducing danger to all highway users, assisting free flow of traffic or preventing unsuitable traffic from using certain roads.



Managing congestion is therefore a combination of managing traffic demand and traffic flows, and making the highway network operate as efficiently as possible. This is particularly important to Warrington where traffic patterns can be severely affected by incidents on the surrounding motorway network, or when Ship Canal swing bridges are operating.

POLICY NM3

We will use traffic management measures and traffic signal improvements to reduce congestion, improve both journey times and road safety for all highway users, and reduce the impact of vehicle emissions on health.

Network management systems such as UTMC provide one of the key tools by which we can achieve better network operations. UTMC is an integrated network management system that delivers real-time information on traffic flows and traffic signal operation linked to driver information systems such as variable message and car park occupancy signs. The operation of a network can be monitored, controlled and automatically adjusted within UTMC to dynamically react to changing conditions. Operators can also monitor conditions on the network to ensure that system faults are quickly reported. They are also able to make immediate adjustments to traffic signal timings to temporarily relieve network congestion problems.

Warrington has historically invested in state of the art technology solutions and now has a highly advanced UTMC system in place. We will commit to further developing UTMC within the borough, particularly with regard to bus priority, queue management and co-ordination of streetworks.

In order to support the ambitious economic growth agenda, reduce delays and improve air quality, the council has always strived to manage the highway network through the better use of technology; particularly through the use of UTM systems. The latest Warrington Intelligent Transport Systems (WITS) project aims to create a 'Smart Travel City' through combining real-time journey information with the latest Wi-Fi and 'smart devices', i.e. mobile phones and modern vehicles with integrated wireless communication systems in order to develop network strategies to better manage traffic flow and reduce journey times using UTM.



The developed system will provide real-time information to the general public and businesses via on-street information displays, interactive web pages, social media and an innovative local mobile phone app which will be free to access on the internet or via iOS or Android mobile friendly operating systems.

Improving Warrington's technology through this scheme will enable effective management of the network, giving substance to already known journey time problems and indicating where there are unforeseen delays.

Subsequent analysis would allow 'coping' strategy timings to be deployed based on actual congestion, additional to daily timetabled plans and SCOOT control.

The mobile phone app would provide information to drivers on the causes of any delays and also provide likely journey times, thus allowing drivers to make an informed decision on their journey plans.

Wi-Fi installation is becoming standard within new vehicles, which, with data from mobile phones, will provide an exponential data capture rate from now on. Once the foundations are in place and proving beneficial, the intention is to expand the information provided by the app to include messages alerting drivers to emergency road closures, the swing bridge closures and the planned Smart Motorway construction works that are likely to divert traffic onto Warrington's network.

**POLICY
NM4**

We will continue to develop and implement state of the art technology solutions that will allow us to further improve the management of the transport network.

14.5.1 Streetworks Permit Scheme

Warrington Borough Council as a permitting authority has been successfully operating its permit scheme since 2015. The Permit scheme (in accordance with the New Roads and Street Works Act 1991), enables all works promoters to apply for a permit to carry out their work in a permit street.

Regular meetings with utility companies and internal stakeholders are enabling the effective coordination of works to minimise disruption on the authority's highway network, with all road works and alerts being available to all stakeholder through our website. Warrington's success in economic growth means that the continued effective coordination of these works is essential both for local users of Warrington's highway network and those adjacent to it that may be affected.

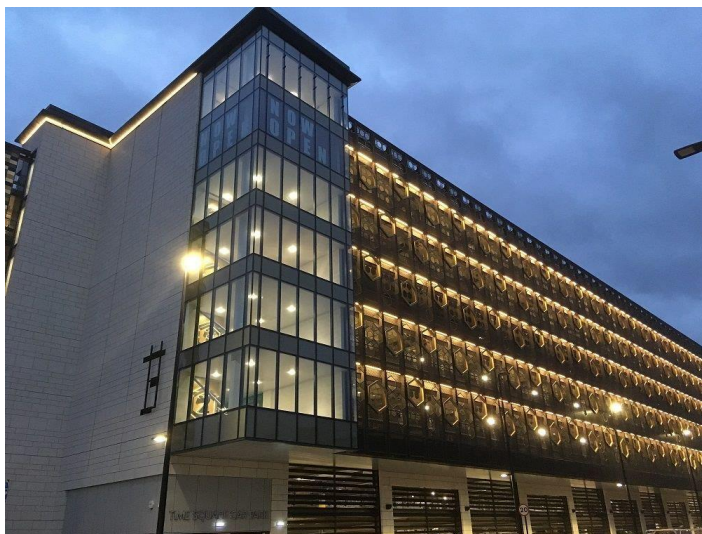
14.6 Parking

As the local highways authority, we are responsible for all aspects of parking on the public highway. Detailed information on our approach to parking services and our policies relating to them are found in our Parking Strategy. This was adopted in 2013, so will be reviewed after the adoption of LTP4.

POLICY NM5

We will review our Parking Strategy within five years of the adoption of LTP4

This entails assessing the appropriateness of parking on each section of highway and balancing the needs of different users (e.g. deliveries, residents, taxis, buses etc.). We introduce Traffic Regulation Orders (TROs) to manage parking on the highway and improve safety. Parking measures that can be introduced using a TRO include double yellow lines, single yellow lines, and Resident Permit schemes. It is the role of Civil Enforcement Officers to enforce the TROs.



The council also owns and operates a proportion of off-street car parks which are operated for the benefit of the wider community. Private companies and large employers control the majority of spaces in the borough. It is important that we work with these organisations as 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.

POLICY NM6

We will consider the role of charges and controls in seeking to manage the demand for parking and discourage unnecessary single-occupancy car use.

The data collection for the Warrington Multi-Modal Traffic Model included parking data. Key findings from the car park occupancy data were:

- Significant early morning demand at Warrington Bank Quay car park with 52% of spaces full at 07:00. The car park remained more than half full (55%) at 18:45. This reflects the use primarily by rail users which includes those making longer trips and greater likelihood of overnight parked vehicles compared with the other sites.
- The car park at Cobden was just over a third (34%) occupied at 07:00 and by 09:15 was fully occupied. It remained full throughout the survey period with some evidence of additional vehicles parking in the car park with 116% occupancy at 18:45. It is likely the popularity of this car park reflects the free parking available.
- The Town Hall and Cockhedge car parks were busiest during the inter-peak; with the Town Hall car park 50% utilised at 09:15 but fully occupied by 10:45 though this fell to 77% by 12:15. Similarly, the Cockhedge car park was at least 80% utilised from 10:15 to 15:00.
- Occupancy at the Old Road car park peaked at 26% and therefore was considerably lower than the other sites. Although the cost of parking is reasonably low, the site is near Riverside Retail Park (which has 3 hours free parking), is not at a convenient location for accessing the town centre and has a similar cost to alternative more central parking.
- Greater occupancy of on-street parking during the inter-peak between 10:00 and 16:30 compared with peak periods.

| | |
|-----------------------|---|
| POLICY NM7 | We will balance the provision of short-stay and long-stay parking in the borough so that it supports the vitality of retail centres whilst encouraging use of more sustainable travel modes. |
|-----------------------|---|

To ensure that Warrington becomes a more disabled-friendly place it is important that there is a consistent and user-friendly approach to the provision of blue badge parking across the borough.

| | |
|-----------------------|--|
| POLICY NM8 | We will ensure that easy to find disabled parking bays of sufficient size are conveniently located at key destinations. |
|-----------------------|--|

14.6.1 Residents Parking Permits

A personal vehicle is often one of the most valuable assets of a household, and understandably, residents prefer to park their vehicles close to their home. Where houses don't have an easily accessible driveway or garage, residents will generally wish to park on-street within easy reach of the front entrance of their house. In many circumstances, this can be accommodated without any safety issues, but occasionally space on-street is limited due to safety or traffic management concerns. In such circumstances residents need to park elsewhere. The introduction of a residents parking scheme enables a degree of regulation to balance the competing parking needs in an area.

Residents may also need to park further from their homes when the demand for on-street parking is significantly higher than the available on-street space. Residents may have difficulty finding a parking space at all in such areas and the introduction of a residents parking scheme may be justified.

Resident parking Schemes often vary in their operation to accommodate the unique needs of an area. However, it should be noted that schemes only ever operate within a general area, and do not preserve individual spaces for individual residents (i.e. residents won't necessarily be able to park in the space outside their front door).

Many residents will use their car mid-week for the commute to work and more spaces will be available 9am-5pm for use by visitors to the area. The most effective schemes will maximise the use of these spaces to ensure enough vacancies for remaining residents while permitting some visitor use during the day. Each area will be unique in its pattern of parking use.

**POLICY
NM9**

We will continue to deal with requests for the provision of 'Residents Only' parking schemes in accordance with approved council policy for new and existing schemes.

14.6.2 Parking Standards for New Developments

Our Parking Standards set out the requirements for the number of car parking spaces that are required at new residential and non-residential developments in the borough.

It is important that the standards that we require are reflective of current and future travel trends, our wider transport policy, and our aspirations for new development, such as car-free residences in the town centre. It is also important that the standards assist in the creation of attractive, safe, and well-designed residential areas and neighbourhoods.

**POLICY
NM10**

We will review our Parking Standards to ensure that housing and employment land development does not encourage additional private car usage and supports a transfer to walking, cycling and public transport.

14.7 Manchester Ship Canal

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 bridges which have to be opened to allow ships to pass along the Canal. There are three swing bridges across the Manchester Ship Canal in Warrington:

- the A5060 Chester Road
- the A49 London Road
- the A50 Knutsford Road

Bridge swings disrupt local transport movements (including public transport and active travel) and cause traffic congestion which has both economic and environmental costs.



The council has worked closely with Peel over recent years and has made significant progress to improve the management of shipping movements, particularly during peak traffic periods and since the signing of a Memorandum of Understanding (MoU) in May 2014, peak period sailings have fallen year on year and reached an all-time low of 44 openings during 2018 with the total number of sailings also down to 472 which is good news for people travelling on Warrington's highway network.

We monitor the number of bridge swings that occur each year during peak times, pre/post peak, off peak and during the night. The number of bridge swings for the period 2013-2017 can be seen in Figure 14.3.

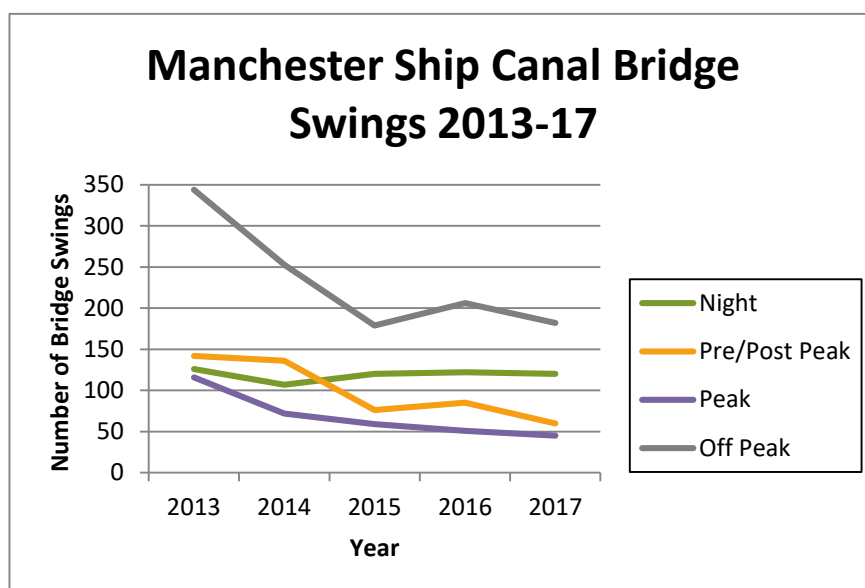


Figure 14.3 - Manchester Ship Canal Bridge Swings 2013-17⁴⁴

⁴⁴ Warrington Borough Council Records

Residents and motorists can follow a dedicated Twitter profile that will offer information on advanced warnings of bridge swings. Currently there are over 3,000 followers and people just need a Twitter profile to be able to follow these live feeds. A mobile App is also now available to download which builds upon the already successful deployment of early warning alerts for motorists via Twitter and Facebook. The App can alert drivers of expected bridge swings on all three swing bridges and provides up to 30 minutes advanced notice of a bridge swing and can be downloaded from <http://www.swingbridgealerts.com/>



The council continues to work with Peel regarding improvements to help traffic movement in Warrington by warning our road users as early as possible about a bridge swing in order to enable all road users to better plan their journeys and to ease traffic pressures when bridges are swung.

**POLICY
NM11**

We will continue to reduce the impact of bridge swings on the highway network by working with the Ship Canal operator to reduce the number of peak period swings, and providing advance warning of swings to drivers.

14.8 Demand Management

To achieve a significant modal shift in how people travel in Warrington there is a need for measures which help to manage private car usage. There are two important outcomes that such measures could deliver in supporting out transformational transport vision:

- Reducing car usage by providing a disincentive to people to use their car
- Providing an income source that will support the delivery of sustainable transport improvements.

To seek a solution that could deliver these outcomes we will be investigating the potential of a Workplace Parking Levy. We are in the very early stages of this process, and the work to investigate such a scheme needs to consider:

- Alternative methods of demand management
- Charging regime
- Geographical extent
- Size and types of business affected
- Impact on employment and growth in the town
- Potential income and how this should be used to improve transport
- Potential modal shift benefits

Vital to any work that will ultimately inform a decision on the implementation of a Workplace Parking Levy will be working closely with the business community to ensure that their aspirations of the scheme can be met, and any concerns that they have are considered.

**POLICY
NM12**

We will investigate Workplace Parking Levy as a Demand Management measure to support the delivery of mass transit and other transformational transport schemes in Warrington.

14.9 A Network Fit for the Future

We have identified, in both the Local Plan Infrastructure Delivery Plan and this LTP4, a series of highway schemes that support the delivery of housing and economic growth in Warrington. This will see our network grow so that it can continue to operate and support increased demand for travel.

The traffic modelling work that supports these proposals has identified two additional areas on the network where an intervention may be required to ensure that the network continues to operate efficiently in the future. These are:

- An additional crossing of the Manchester Ship Canal
- Capacity on the A49 north of the town centre.

The modelling shows that intervention at these locations to accommodate growth is not required until the later years of the Local Plan. We will therefore continue to work to identify schemes that will ensure that we have a network suitable for Warrington in the future. This work will inform the next review of the Local Plan.

**POLICY
NM13**

In the first five years of the LTP we will identify the additional major priority infrastructure that will support our aspirations for growth.

14.10 Network Management Policy Summary

| | Policy |
|------|--|
| NM1 | We will fulfil our Network Management Duty to ensure the 'safe and expeditious movement of traffic' (Traffic Management Act, 2004). |
| NM2 | Ensure that schemes planned, designed and implemented under LTP4 provide facilities for pedestrians and cyclists and assist in meeting the requirements of the Network Management Duty ('safe and expeditious movement of traffic'). |
| NM3 | We will use traffic management measures and traffic signal improvements to reduce congestion, improve both journey times and road safety for all highway users, and reduce the impact of vehicle emissions on health. |
| NM4 | We will continue to develop and implement state of the art technology solutions that will allow us to further improve the management of the transport network. |
| NM5 | We will review our Parking Strategy within five years of the adoption of LTP4 |
| NM6 | We will consider the role of charges and controls in seeking to manage the demand for parking and discourage unnecessary single-occupancy car use. |
| NM7 | We will balance the provision of short-stay and long-stay parking in the borough so that it supports the vitality of retail centres whilst encouraging use of more sustainable travel modes. |
| NM8 | We will ensure that easy to find disabled parking bays of sufficient size are conveniently located at key destinations. |
| NM9 | We will continue to deal with requests for the provision of 'Residents Only' parking schemes in accordance with approved council policy for new and existing schemes. |
| NM10 | We will review our Parking Standards to ensure that housing and employment land development does not encourage additional private car usage. |
| NM11 | We will continue to reduce the impact of bridge swings on the highway network by working with the Ship Canal operator to reduce the number of peak period swings, and providing advance warning of swings to drivers. |
| NM12 | We will investigate Workplace Parking Levy as a Demand Management measure to support the delivery of mass transit and other transformational transport schemes in Warrington. |
| NM13 | In the first five years of the LTP we will identify the additional major priority infrastructure that will support our aspirations for growth. |

14.11 Network Management Actions

| Policy | Intervention | Period |
|--------|---|-----------|
| NM1 | Continue to operate UTMIC and deliver greater levels of system automation to minimise the need for human intervention | 0-5 years |
| | Continue to liaise with key stakeholders, Manchester Ship Canal and Highways England, over ways in which the impact of swing bridges and incidents on the SRN can be minimised. | 0-5 years |
| | Maintain and develop highways strategies for motorway closures and major diversions | 0-5 years |
| | Develop a highways network management plan for Warrington's new development areas: South West Extension; Garden Suburb; and Waterfront. | 5+ years |
| NM2 | Review the design of new highways schemes to ensure there is adequate provision for pedestrians and cyclists | 0-5 years |
| NM3 | Explore traffic signal improvements along Critical Route Corridors: A49 Wilderspool Causeway, A50 Latchford to Bridgefoot, A50 Long Lane and A50 Kingsway | 0-5 years |
| | Explore traffic signal improvements at key network pinch points: A57/A5061 roundabout, A49 Cockhedge Green Roundabout and Sankey Way/Liverpool Road roundabout. | 0-5 years |
| | Explore traffic signal improvements along congested corridors A5060 and Knutsford Road | 5+ years |
| | Roll out air quality detectors and use the information to aid traffic flow and in return reduce NOx gas. | 0-5 years |
| | Combine different modes of control across key corridors, utilising MOVA during off peak situation and only allow SCOOT to take over when large platoons are on the network | 0-5 years |
| NM4 | Expand the WITS project to operate along A49, A57, A50 and A574 | 0-5 years |
| | Develop the WITS mobile app | 5+ years |
| | Expand the Imesh network including Wi-Fi JTM units across other key highways corridors | 5+ years |
| | Introduce more units on current corridors specifically between junctions in order to highlight problems on the network in more detail | 5+ years |
| | Investigate the feasibility, costs and potential benefits of introducing a bus monitoring and traffic light pre-emption system as an additional element of Warrington's existing UTMIC control centre | 5+ years |

| | | |
|------|--|-----------|
| | Continue to seek funding assistance for the further development of WITS from DfT | 0-5 years |
| NM5 | Review our Parking Strategy | 0-5 years |
| NM6 | Undertake strategic modelling to assess the feasibility of implementing parking demand management strategies in Warrington | 0-5 years |
| | Following the assessment, implement parking demand measures within Warrington | 5+ years |
| NM7 | Undertake a study to review the existing 2015 Warrington Parking standards, with a view to revise the standards to ensure they reflect the current policy directive, embed sustainability and are more practical to use. | 0-5 years |
| | Explore the feasibility of new car parks at the following locations: Stadium Quarter; Southern Gateway; School Brow/Cockhedge; and Centre Park. | 5+ years |
| | As part of the Bank Quay Hub Masterplan, explore the redevelopment of parking at the station area | 5+ years |
| NM8 | Undertake review of disabled parking provision | 0-5 years |
| NM10 | Undertake a review of Parking Standards and Design Guide for new developments | 0-5 years |
| NM11 | Work with the Ship Canal Company to connect their operational centre with Warrington's own UTMC system, enabling access to CCTV images of swing bridges. | 0-5 years |
| NM12 | Investigate the potential for a Workplace Parking Levy to support the delivery of transformational transport schemes and policies in Warrington. | 0-5 years |
| | Develop and implement a communication and stakeholder management strategy for work to investigate demand management measures | 0-5 years |
| NM13 | Identify additional infrastructure requirements for future reviews of the Local Plan Infrastructure Delivery Plan. | 0-5 years |

15 Freight Management

15.1 Introduction

Freight plays a vital role in the economic well-being of Warrington and the wider UK economy. The geographical strategic position of Warrington from a logistics perspective should not be underestimated as an enabler for the local and national economy.

It is essential that Warrington continues to be an attractive place for business investment, including from the freight and logistics sector to support the local economy. The ease at which freight transport can move to, from, through and around the borough is important. It is essential to find a balance between the quality of life for the local communities and economic prosperity.



15.1.1 Road Freight

The strategic spatial location of Warrington on the highway network is a vital asset for the town in attracting freight and logistics companies that support the local economy. Several international logistics companies have operations in Warrington including Royal Mail, DHL, XPO, Kuehne + Nagel, W.H. Malcolm Ltd, UPS, DPD and ASDA. The movement of goods in and out of Warrington is mainly by road. HGV flows in Warrington are shown in Figures 15.1 to 15.3⁴⁵. Heaviest flows are represented by red and yellow lines and can be seen on the motorways.

⁴⁵ Data collection for Warrington Borough Council Multimodal Model



Figure 15.1 - HGV flows in Warrington AM Peak (07:45 – 09:15)



Figure 15.2 - HGV flows in Warrington inter-peak (10:00 – 16:00)



Figure 15.3: HGV flows in Warrington PM peak (16:30-18:00)

The number of Light Goods Vehicles (LGVs) on Warrington's highways network is increasing. 10.3% of vehicle miles were by LGV in 2000, rising to 14.0% in 2015. The percentage of Heavy Goods Vehicle miles in the same period has decreased from 11.7% to 9.9%.

Nearly 80 miles of smart motorway will be built in the North West over the next five years as part of a £1.5bn investment plan by Highways England. The locations for this investment are shown in Figure 15.4. This will provide more reliable journey times for freight operators using the Strategic Road Network to access Warrington.





Figure 15.4: Smart Motorways in the North West (Planned)

15.1.2 Rail Freight

Other modes such as rail and water freight also play a role and are vital to the functioning of the regional and national economy.

Warrington is located directly on the West Coast Main Line (WCML), the most important rail freight artery route in Great Britain, which runs north to south through the town. The Liverpool to Manchester railway runs west to east. Warrington has existing rail freight operations, and there are proposals / aspirations for future rail based distribution centres in the North West. However, the opportunity for more rail freight at certain times is constrained by the capacity on the West Coast Main Line.



There are a number of rail freight terminals in the North West that could potentially serve Warrington including, Freightliner Trafford park, Trafford Park Euroterminal, Urmston Container Base, Mersey Multi modal Gateway, Freightliner Garston, Seaforth Container Terminal and Knowsley Rail Terminal. Goods from the southern ports are often transported by rail to the North-west and the last mile journeys are carried out by heavy goods vehicles.

Warrington is well located to capitalise on a modern and efficient rail freight industry. Future investment in the rail network and rail connectivity will improve Warrington's connectivity in the future. Improved capacity for additional freight trains on the WCML as part of the HS2 delivery should lead to potentially more opportunities for rail freight.

15.1.3 Waterborne Freight

Warrington also benefits from access to the Manchester Ship Canal. The canal runs east-west through Warrington and connects the Port of Liverpool with Salford Quays. The canal carries around 8 million tonnes of cargo a year and forms part of Peel Port's innovative 'Green Highway' which aims to remove freight from overcrowded roads and rail. The tonnes handled by the canal are likely to increase in the future by realising the potential of Liverpool 2 deep water container terminal that opened in 2017.

Warehousing and distribution centres within Warrington benefit from the easy access to the Ports of Liverpool, Birkenhead, Heysham, Holyhead to Dublin and Northern Ireland. As a result warehouses in and around Warrington do act as distribution centres for Ireland.

Warrington Waterfront has been identified as a major development opportunity, and this includes Port Warrington. Whilst there is currently no regular traffic to Port Warrington by ship, the port has the facilities to handle road and water freight. In addition there is an opportunity for rail freight, through extending the railway sidings at Walton Old Junction sidings into Port Warrington. Using the existing railway line could aid in reducing carbon and nitrogen dioxide emissions by cutting local lorry journeys.

Port Warrington presents an opportunity to contribute to a wider regional sustainable transport initiative, the aim of which is to secure a modal shift of goods from road to rail and water.



15.2 Freight Routeing and Management

15.2.1 Town and Village Centres

We aim to ensure that freight is using the most appropriate mode, route and vehicle to travel to, from, and around but not through Warrington Town Centre. Movements that do not add value to the Town Centre in Warrington will be actively discouraged. Freight movements through the town centre where no deliveries or collections are made will be discouraged.

Similarly, where possible, freight movements through villages and smaller towns will be discouraged to reduce the local environmental impacts of freight movements.

15.2.2 Abnormal Loads

An Abnormal Load is a vehicle that has any of the following characteristics:

- a weight of more than 44,000kg
- an axle load of more than 10,000kg for a single non-driving axle and 11,500kg for a single driving axle
- a width of more than 2.9m
- a length of more than 18.65m

We work with partner organisations including the freight industry, bridge owners, Highway England, neighbouring authorities, and the Police to manage the movements of Abnormal Loads through the borough.

| | |
|-------------------------------|--|
| <p>POLICY FM 1</p> | <p>Improve the management and routeing of freight traffic by:</p> <ul style="list-style-type: none"> • routeing freight that does not serve the town centre away from the town centre • where possible, routeing freight away from town and village centres • continuing to manage the routes that Abnormal Loads use in the borough. |
|-------------------------------|--|

15.3 Reducing the Impact of Freight on Air Quality

We aim to encourage road freight to use other sustainable modes of transport or vehicles that have less impact on the local environment. This will be achieved through innovative solutions that reduce congestion, improve operations, improve productivity and reduce the freight industry impact on air quality.

There are two Air Quality Management Areas in Warrington. Volume of traffic, including a high proportion of freight vehicles, is a key contributor to the poor air quality in both of these areas. The majority of freight vehicles operating around Warrington are Euro 5 or Euro 6 standard vehicles, which means that they are cleaner than older diesel vehicles, with lower nitrogen dioxide emissions. Traffic counts conducted by AECOM in 2017 found that 47% of vehicles operating in Warrington were Euro 6.

Reducing the impact of freight on air quality can be achieved through a number of key areas such as fleet renewal, re-routing, consolidation, modal switch to rail or water, driver behaviour and the adoption of alternative powered vehicles.

**POLICY
FM 2**

Support and implement initiatives to improve air quality and ensure they merge into wider clean air initiative schemes.

Whilst the majority of heavy goods vehicles operating in Warrington are cleaner specification diesel fuelled vehicles, harmful emissions are associated with all diesel and petrol vehicles. Two of our LTP4 priorities are improving air quality and reducing carbon emissions created by freight transport. In order to achieve this we must reduce emissions from freight. There are a number of opportunities to encourage the uptake of low carbon vehicles powered by gas, electric, hybrid and/or hydrogen.

**POLICY
FM 3**

Work with partners in the freight industry to reduce emissions from freight through best practice, use of alternative powered vehicles, driver training, consolidation centres and traffic management

To encourage the shift to alternatively powered vehicles there needs to be a review of existing and planned provision for such alternative fuels to ensure that the roll out of charging and refuelling infrastructure will cover the range of potential motives for freight movements in the vicinity of Warrington. Alternative fuelled vehicles e.g. electric amongst others are quieter than diesel fuelled fleets, and so there are some secondary benefits in terms of noise reduction.



There are a number of electric charging points and Liquefied Natural Gas refuelling stations available within the Warrington area, however these may not be compatible with HGVs. Locations of electric charging points and LNG stations are shown in Table 15.1.

In addition there is scope for Hydrogen to be used as an alternative fuel for freight in the borough. The development of a hydrogen pipeline linking the Liverpool City Region and Greater Manchester will facilitate the development of refuelling points in the region. There are already major industrial gas users in the North West and in Warrington, and some of the sites run parallel to the Manchester Ship Canal. There are also existing sources of hydrogen production and of relevance a pipeline connecting Inovyn's site at Runcorn (where hydrogen is produced as a by-product of

chlorine production) with Solvay at Warrington. Therefore there are pre-existing skills and capabilities related to the production, handling and use of hydrogen and this could be developed as a source of fuel for transport use.

| Location | Electric Charging Point | Gas (LNG) |
|--------------------------------------|-------------------------|-----------|
| Park Royal Hotel | ✓ | |
| Moto Services Lymm | ✓ | ✓ |
| Bentleys Toyota | ✓ | |
| Warrington Bank Quay Station | ✓ | |
| Birchwood Park | ✓ | |
| Birchwood Shopping Centre | ✓ | |
| Spencer House | ✓ | |
| Warrington Motors Nissan | ✓ | |
| Halliwell Jones BMW | ✓ | |
| ASDA Westbrook | ✓ | |
| IKEA Warrington | ✓ | |
| Marks and Spencers Gemini Trade Park | ✓ | |
| Welcome Break Burtonwood Services | ✓ | |
| Apollo Retail Park | ✓ | |
| Time Square Multi-Storey Car Park | ✓ | |
| Warrington West Station | ✓ | |

Table 15.1 - Alternative fuel charging/refuelling locations within Warrington

| | |
|-------------------|---|
| POLICY FM4 | Encourage the uptake and facilitate the use of alternative fuels for the freight sector by providing facilities for natural gas, Hydrogen and electric charging/refuelling points. |
|-------------------|---|

15.4 Reducing the Effects of Congestion

Road remains the dominant mode for freight movement, principally because of its flexibility and the need to service a widely dispersed range of sites.

Table 15.2 provides a summary of the traffic flows on key routes from the Warrington Freight Survey conducted in 2016. It should be noted that the peak goods vehicles per hour are not the standard peak hours for other traffic.

| Rank | Route | Total Goods Vehicles Observed | Peak Goods Vehicle Hour(s) | Avg. Goods Vehicles per Minute (all directions) |
|------|--|-------------------------------|-------------------------------|---|
| 1 | B5210 (Woolston Grange Avenue) | 1,237 | 08:00 - 08:59 | 1.7 |
| 2 | A49 (Winwick Road) | 1,157 | 11:00 - 11:59 & 14:00 - 14:59 | 1.6 |
| 3 | A574 (Cromwell Avenue) | 1,018 | 10:00 - 10:59 | 1.4 |
| 4 | A49 (Wilderspool Causeway)/ A5060 (Chester Road) | 777 | 10:00 - 10:59 | 1.1 |
| 5 | A57 (Sankey Way) | 565 | 10:00 - 10:59 | 0.8 |
| 6 | A574 (Birchwood Way) | 470 | 08:00 - 08:59 | 0.7 |
| 7 | A57 (Manchester Road) | 421 | 12:00 - 12:59 | 0.6 |
| 8 | A5061 (Knutsford Road) | 371 | 11:00 - 11:59 | 0.5 |

Table 15.2 – Goods Vehicle Flow⁴⁶

The B5210 serves a large number of warehouse and logistics businesses. The A49 is a major freight artery serving not only the needs of Warrington but it occasionally acts as a through route particularly when there are traffic problems on the nearby motorway box M62/M6/M56. The A49 between the M56 and M62 has almost 20 signalised junctions or roundabouts and hence is not ideal for through traffic. Whilst the A57 (Sankey Way) provides a link to Junction 7 of the M62 and is therefore a busy arterial route into Warrington. Journey times on both routes can be unpredictable at various times of the day and not just peak hours. The average daily traffic flows on key town centre routes is shown in Table 15.3.

| Road | Direction | Road Link | AADT | HGVs AADT | Percentage % |
|---------------|---------------------------|-----------|--------|-----------|--------------|
| Sankey Way | To Sankey Green AQMA | A57 | 18,674 | 318 | 2% |
| Winwick Road | Away from the town centre | A49 | 10,956 | 383 | 3% |
| Mersey Street | Towards Bridgefoot | A49 | 14,342 | 315 | 2% |
| Wilson Patten | Towards Bridgefoot | A5061 | 10,771 | 477 | 4% |

Table 15.3 - Summary of traffic flows on key routes (one direction)⁴⁷

⁴⁶ AECOM Warrington Model Data Collection (2016)

⁴⁷ TRL Report Warrington Low Emission Strategy Feasibility Study (2015)

**POLICY
FM5**

We will continue to address congestion at key hot spots for freight in Warrington

Congestion and incidents on the adjacent motorway have a significant 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.

**POLICY
FM6**

Maintain and further develop appropriate enhanced contingency planning measures in conjunction with Highways England for occasions when there are part / full closure of the motorway network both planned and unplanned.

The new Mersey Gateway Bridge River Crossing opened in 2017. The charges for freight to use the bridge are £6 one way for HGVs between 3.5 and 12 tonnes and £8 for HGVs over 12 tonnes. There is concern locally that charges are affecting the routes some drivers choose to use, potentially impacting on routes through Central Warrington.

**POLICY
FM7**

Review the effect of New Mersey Gateway Bridge River Crossing on Freight Traffic in Warrington



15.5 Multi-modal transport

Modal shift from road to more sustainable modes is vital in meeting the Government's target to reduce CO₂ emissions by 80% by 2050 target (42% by 2020). To facilitate modal shift the development of existing and new freight facilities is vital.

Warrington has existing rail freight operations mainly located to the north and south of Warrington Bank Quay station. Warrington also has rail freight facilities for the handling of mail

and parcels at Dallam. Here trains between London and Glasgow call to deliver/collect post and parcels for Liverpool, Warrington and surrounding areas. Warrington does not currently have an intermodal terminal for containers despite it being on the WCML from London to Scotland. Freight companies in Warrington have to use facilities at Widnes, Garston or Trafford Park. However, there are aspirations for an intermodal terminal at Parkside which is just inside neighbouring St Helens.

**POLICY
FM8**

We will work with partners to identify ways of increasing the use of rail freight

Opportunities to increase the amount of freight carried by rail are constrained by available capacity on the busy WCML, infrastructure requirements such as Winwick Junction, and by the need for freight trains using the Arpley line to turnabout in Latchford. Furthermore rail's modal share of Trans-Pennine freight is low and yet the M62 carries a large number of HGVs. An increase in freight paths could enable rail freight operators to operate more freight which could remove some road movements and have a net benefit of improving journeys times.

**POLICY
FM9**

We will continue to support sustainable economic activity generated and sustained by the Manchester Ship Canal and the West Coast Main Line.

Investment has been made by Peel ports for a multi-modal port facility adjacent to the Manchester Ship Canal. Port Warrington will provide opportunities for freight to be moved by water within the North West.

Transport by water offers environmentally friendly and sustainable alternatives to road freight for different types of traffic, reducing freight's impact on the environment. We will work with the freight industry to identify opportunities to move more freight to water.

Port Warrington

Port Warrington is a proposed 'tri-modal' (water, rail and road) freight interchange on the Manchester Ship Canal, with a direct rail link to the West Coast Main Line.

At 200,000sq.m, Port Warrington will be a major location for port based logistics and manufacturing on the Manchester Ship Canal.

**POLICY
FM10**

We will support the development of intermodal freight facilities in Warrington, including Port Warrington.

15.6 Accessing Distribution Centres and Industrial Estates

Warrington is home to a number of parcel companies with large regional distribution centres. For example, along the M62 Omega Business Park has warehouse for Brakes Bros, Hermes, Travis Perkins, The Hut Group and Asda. These distribution centres are often in locations that are difficult to get to for people that work on them. Therefore, providing public transport, such as the B52 bus service to Omega, is vital.

In addition, in delivering goods, trucks often arrive early because if they arrive late they can be rejected by the warehouse. As a result drivers require places to park up whilst they wait. Whilst some distribution centres / industrial estates can accommodate these HGVs most cannot as they do not have suitable or sufficiently large waiting areas. Large distribution centres should be accessible to truck drivers at all times during the days with appropriate waiting areas to reduce the number of trucks parking in neighbouring areas.

**POLICY
FM11**

All new developments and major developments should build into the design for planning approval sufficient provision for lorry parking at industrial estate / distribution centre locations.

15.7 Freight Consolidation Centres

Freight Consolidation Centres are distribution centres situated in close proximity to a town centre, shopping centre or construction site. A number of loads are dropped at the centre to be consolidated onto one lorry for transfer to their final destination. This could potentially reduce congestion and the levels of HGV traffic in the town centre, and would encourage operators to work together more efficiently. A conveniently-located Freight Consolidation Centre could provide benefits to both Warrington and the surrounding area.

**POLICY
FM12**

We will support the development of a freight consolidation centre should it be demonstrated that one serving Warrington is economically viable.

15.8 Construction Developments

With significant growth anticipated in Warrington there will be a large amount of construction related freight traffic, potentially creating HGV traffic pinch points near to development sites. A Construction Logistics Plan could reduce the impact of construction related traffic movements on the local community by consolidating construction traffic movements throughout the supply chain to cover all movements of goods, waste, and servicing activity to and from a site.

**POLICY
FM13**

We will investigate the use of Constructions Logistics Plans and site consolidation centres for large construction projects.

15.9 Lorry Parking

Across much of the UK the availability and utilisation of loading and unloading bays is considered an issue. The misuse of bays can impact local communities through noise disturbance at inconvenient times and creating an obstruction that causes congestion.

**POLICY
FM14**

We will ensure that freight operators are well informed about the availability and location of loading bays.

Rest areas for lorry drivers are an important element in an efficient freight network. They also help to avoid inappropriate use of laybys, parking on road and parking on industrial estates which can cause obstruction and serious environmental problems to local residents.

Long distance freight vehicles travelling around Warrington tend to be long distance articulated lorries. Drivers on long distance journeys often need rest breaks between dropping off and collection of a load. Lorry parking facilities on the periphery of Warrington and their utilisation as a percentage of their capacity is shown in Table 15.4.



| Type of facility | Name of lorry parking facility | Truck Utilisation |
|-----------------------|--------------------------------|-------------------|
| Motorway Service Area | Lymm Truck stop | Acceptable <69% |
| Motorway Service Area | Burtonwood Services | Critical >85% |
| Truck Stop | Let's Eat Café | Critical >85% |

Table 15.4 - Truck stop Utilisation in Warrington Area⁴⁸

The figures in Table 15.4 suggest that additional lorry parking facilities may be required in the Warrington area in the future. If lorry parking facilities become over capacity there will be an impact on the local community as drivers seek alternative places to park.

**POLICY
FM15**

We will review local lorry parking facilities and, if required, identify potential locations for additional facilities.

Once we have sufficient parking facilities in place it is important that they are used, and that inappropriate freight parking is kept to a minimum.

**POLICY
FM16**

We will use an enforcement regime to control inappropriate freight parking.

⁴⁸ <https://www.gov.uk/government/publications/national-survey-of-lorry-parking>

15.10 Freight Management Policy Summary

| | Policy |
|-------------|---|
| FM1 | Improve the management and routeing of freight traffic by: <ul style="list-style-type: none"> • routeing freight that does not serve the town centre away from the town centre • where possible, routeing freight away from town and village centres • continuing to manage the routes that Abnormal Loads use in the borough. |
| FM2 | Support and implement initiatives to improve air quality and ensure they merge into wider clean air initiative schemes. |
| FM3 | Reduce emissions from freight through best practice, use of alternative powered vehicles, driver training, consolidation centres and traffic management |
| FM4 | Encourage uptake and facilitate the use of alternative fuels for the freight sector by providing facilities for natural gas, Hydrogen and electric charging/refuelling points. |
| FM5 | We will continue to address congestion at key hot spots for freight in Warrington |
| FM6 | Maintain and further develop appropriate enhanced contingency planning measures in conjunction with Highways England for occasions when there are part / full closure of the motorway network both planned and unplanned. |
| FM7 | Review effect of New Mersey Gateway Bridge River Crossing on Freight Traffic in Warrington |
| FM8 | We will work with partners to identify ways of increasing the use of rail freight |
| FM9 | We will continue to support sustainable economic activity generated and sustained by the Manchester Ship Canal and the West Coast Main Line. |
| FM10 | We will support the development intermodal freight facilities in Warrington, including Port Warrington. |
| FM11 | All new developments and major developments should build into the design for planning approval sufficient provision for lorry parking at industrial estate / distribution centre locations. |
| FM12 | We will support the development of a freight consolidation centre should it be demonstrated that one serving Warrington is economically viable. |
| FM13 | We will investigate the use of Constructions Logistics Plans and site consolidation centres for large construction projects. |
| FM14 | We will ensure that freight operators are well informed about the availability and location of loading bays. |
| FM15 | We will review local lorry parking facilities and, if required, identify potential locations for additional facilities |
| FM16 | We will use an enforcement regime to control inappropriate freight parking. |

15.11 Freight Management Actions

| Relevant Policy | Action | Timescale |
|-----------------|---|-----------|
| FM1 | Research into preferred routes for freight and produce maps and online resources. This could include having delivery service plans for large sites. Dovetail into freight signing strategy | 0-5 years |
| FM2 | Research Clean Air Initiatives in other large towns and cities for freight and build suitable interventions around this knowledge | 0-5 years |
| FM3 | Identify and learn from best practice in the use of alternative powered vehicles, driver training, consolidation centres and traffic management | 0-5 years |
| FM4 | Work with several energy suppliers to ensure Warrington has a good network of 'freight vehicle' accessible charging / refuelling points for alternative fuels and produce a map with these facilities for freight operators | 0-5 years |
| FM5 | Monitor freight movements through Warrington and develop a strategy to reduce inappropriate freight movement | 0-5 years |
| FM6 | Work Closely with Highways England to maintain and develop appropriate enhanced contingency planning measures for occasions when there are part / full closure of the motorway network both planned and unplanned. | 0-5 years |
| FM7 | Continue to review effect of New Mersey River Crossing on Freight Traffic in Warrington | 0-5 years |
| FM8 | Work with partners to promote the use of rail freight | 0-5 years |
| FM9 | Work with partners to promote sustainable economic activity generated by water and rail freight | 0-5 years |
| FM10 | Identify sites suitable for rail freight terminals and engage with potential operators | 0-5 years |
| FM11 | Review Parking Standards to consider the need for sufficient provision of lorry parking at industrial estates and distribution centre locations | 0-5 years |
| FM12 | Investigate the development of a business case for a Freight Consolidation Centre | 0-5 years |
| FM13 | Commission a study into the effectiveness of Construction Logistics Plans and Consolidation Centres for large construction projects | 0-5 years |
| FM15 | Undertake a review of lorry parking facilities | 0-5 years |
| FM15 | Enforce restriction on lorry parking facilities | 0-5 years |



WARRINGTON
Borough Council

Transport Planning and Development Control
Warrington Borough Council
New Town House
Buttermarket Street
Warrington
WA1 2NH

Email: ltip@warrington.gov.uk