

***2nd LOCAL
TRANSPORT
PLAN
2006/07 to 2010/11***

The 2nd Local Transport Plan submission for Lincolnshire comprises 5 documents in total :

- The 2nd Local Transport Plan
- Supporting Appendices
- Accessibility Strategy
- Bus Strategy
- Environmental Report

All of these documents are available to view on the County Council website at www.lincolnshire.gov.uk Copies are also available on request and can be provided on CD if required. The information can also be made available in other formats.

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Executive Summary

Introduction

1. This document is Lincolnshire's 2nd Local Transport Plan, setting out the transport strategy and programme for the period 2006/07 to 2010/11. It builds on the progress made during the 1st Local Transport Plan period and includes a set of indicators and targets against which progress will be measured.
2. The Plan is supported by other key strategy documents, in particular the Bus Strategy and Accessibility Strategy. In addition, an Environmental Report has been prepared in line with the requirements of the European Directive on Strategic Environmental Assessment.

National, Regional and Local Context

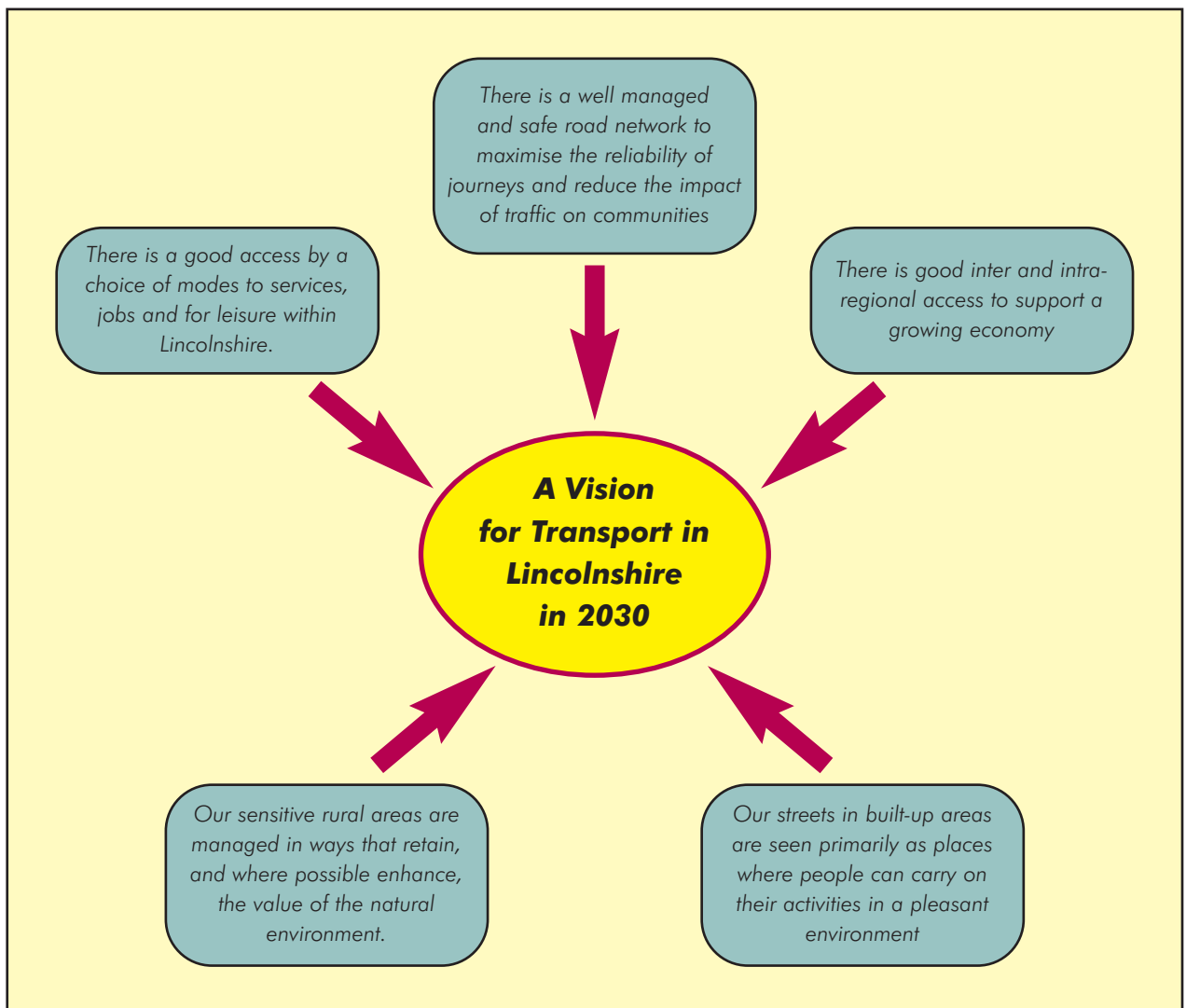
3. The 2nd Local Transport Plan for Lincolnshire has been developed within the context of a wide variety of frameworks and strategy at various levels, including :
 - **Nationally** – the Government's transport white paper "The Future for Transport – A Network for 2030", the Traffic Management Act 2004, the Urban and Rural White Papers and the report by the Social Exclusion Unit "Making the Connections"
 - **Regionally** – the Regional Spatial Strategy RSS8 (which includes the Regional Transport Strategy), the Regional Economic Strategy and Regional Tourism Strategy
 - **Locally** – the various Community Strategies for Lincolnshire, the County Council's own Corporate Plan and the various Development Plans (Structure Plan, Local Plans, Local Development Frameworks)
4. Whilst the Plan focuses on transport in Lincolnshire, it also has due regard for cross-boundary issues which impact on transport , for example the influence of Peterborough on southern parts of the county.

Developing the 2nd Local Transport Plan

5. The 2nd Plan builds on the experiences of the 1st Plan. Strategies and programmes that have worked well during the last 5 years (such as the InterConnect and CallConnect bus service and the Staying Alive road safety strategy being implemented by the Lincolnshire Road Safety Partnership) have been carried through into the 2nd Plan. Lessons learnt during the 1st Plan, particularly in respect of indicators and targets, have been used to improve the 2nd Plan.
6. Extensive consultation has been carried out in preparing the Plan. This has involved meetings and seminars with District Councils, Local Strategic Partnerships and other key stakeholders. Opportunities to comment on both the Consultation Document and Provisional Plan were available to interested groups and the public. In addition, the Council has sought to learn from examples of best practice from other authorities across the country. All of this has helped to shape the final 2nd Local Transport Plan.

Problems and Opportunities

7. Transport affects everyone in many ways and impacts on all areas of life. The transport problems in Lincolnshire are many and varied, with some of the key issues being :
- a large, sparsely populated rural county
 - a poorly performing economy in relation to the rest of the East Midlands and the county
 - substantial population growth in recent years (4 times the national average between 1991 and 2001) which is set to continue
 - social exclusion in the deeply rural areas and social deprivation, particularly on the East Coast and in parts of the larger urban areas
 - relatively high levels of traffic growth and higher than average car ownership
 - historically, a poor road safety record, although this has improved in recent years
 - an extensive highway network (over 9000 km of roads) to maintain
8. To provide a direction for the 2nd Local Transport Plan, a vision of transport in Lincolnshire in 2030 has been developed as shown below :



9. This Vision is supported by specific transport objectives for the 2nd Local Transport Plan period.

Shared Priorities

10. The 2nd Local Transport Plan demonstrates how the strategies and programmes being pursued are helping to deliver the national Shared Priorities for transport, namely
- delivering accessibility
 - safer roads
 - tackling congestion
 - better air quality

Delivering Accessibility

11. The 2nd Plan, and in particular the accompanying Accessibility Strategy, highlights the way in which the County Council is tackling the issue of accessibility across Lincolnshire to improve access to key services such as employment, education and health facilities. Work is focussed on the 3 geographical priority areas identified by the Lincolnshire Strategic Accessibility Partnership.
12. Many strategies identified in the Plan have a role to play in this area, including the InterConnect/CallConnect bus services, community transport such as Dial-a-Ride, measures to encourage walking and cycling (including Public Rights of Way) and rail.

Safer Roads

13. The Lincolnshire Road Safety Partnership is tackling the problem of road safety through the 3E's – Engineering, Education and Enforcement. The safety issues in Lincolnshire and the strategies and programmes being pursued are detailed in the 2nd Plan. Specific concerns in the county which are highlighted include accidents involving motorcyclists, along with those involving drivers aged between 17 and 24.

Tackling Congestion

14. Although a predominantly rural county, congestion is still a concern in certain areas, most notably in the three largest urban areas of Lincoln, Boston and Grantham. The 2nd LTP outlines how the authority is carrying out its duties under the recent Traffic Management Act 2004, along with the role that various strategies and initiative have in addressing the problem, notably:
- public transport, particularly voluntary quality bus partnerships
 - walking, cycling and motorcycling
 - travel planning for both businesses and schools

- taxis and private hire vehicles
 - parking
15. The Plan also outlines the outcome of the recently complete Lincoln Transport Study and the current position in respect of the ongoing transport studies in Boston and Grantham.

Better Air Quality

16. Following assessments carried out by the District Councils, Air Quality Management Areas have been declared in Lincoln, Boston and Grantham due to emissions of NO₂ from motor vehicles. The 2nd Plan outlines how the County and District Councils are working together to address these issues.

Other Quality of Life Issues

17. As well as focussing on the national Shared Priorities for Transport, the 2nd Local Transport Plan also highlights the impact that transport has on other “quality of life” issues and how these are being addressed. This includes:
- public spaces and streetscape
 - landscape and biodiversity
 - personal safety and health
 - noise and climate change
 - impact of traffic

Asset Management

18. The sheer size of the county of Lincolnshire results in one of the largest highway assets in England with over 9,000 km of carriageway, almost 1500 bridges and 2,000 culverts, 57,000 street lights and 4,000km of public rights of way. Managing this network is a considerable task, with over £47m (both capital and revenue) being spent during 2004/05.
19. The 2nd Plan outlines progress on preparing Transport Asset Management Plan, along with proposals for improving the various elements of the highway asset during the 2nd Plan period. In addition, an update on progress towards preparing the Rights of Way Improvement Plan is included.

Supporting the Economy

20. Good transport links are an important part of supporting economic growth, particularly in Lincolnshire where its peripherality from the national transport links is an issue for both new and existing businesses. The 2nd Plan sets out proposals for further development of the highway network during the 2nd Plan period and beyond, as well as highlighting some of the ongoing and proposed initiatives which are supporting the economic well-being of the larger market towns.

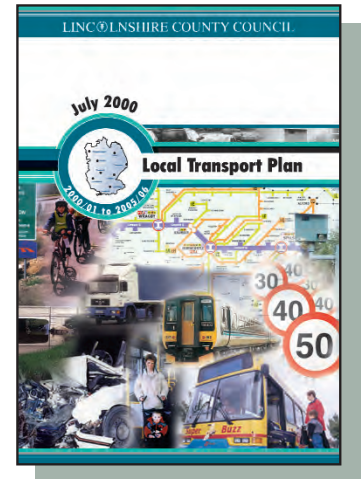
Programmes, Funding and Monitoring

21. The Plan outlines the implementation programmes which will be delivered over the next 5 years using both the funding provided by Government and that secured elsewhere. It also summarises the revenue funding expected to be available and how this will be used to support the overall transport strategy for the county.
22. Finally, an important part of the LTP process is the monitoring of progress towards the objectives of the Plan. Details of the indicators and targets to be monitored, both mandatory and local, are included.

Chapter 1: Introduction

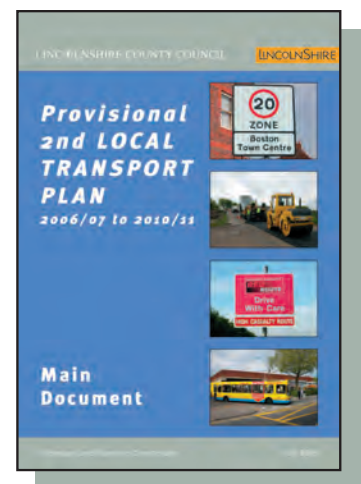
Background

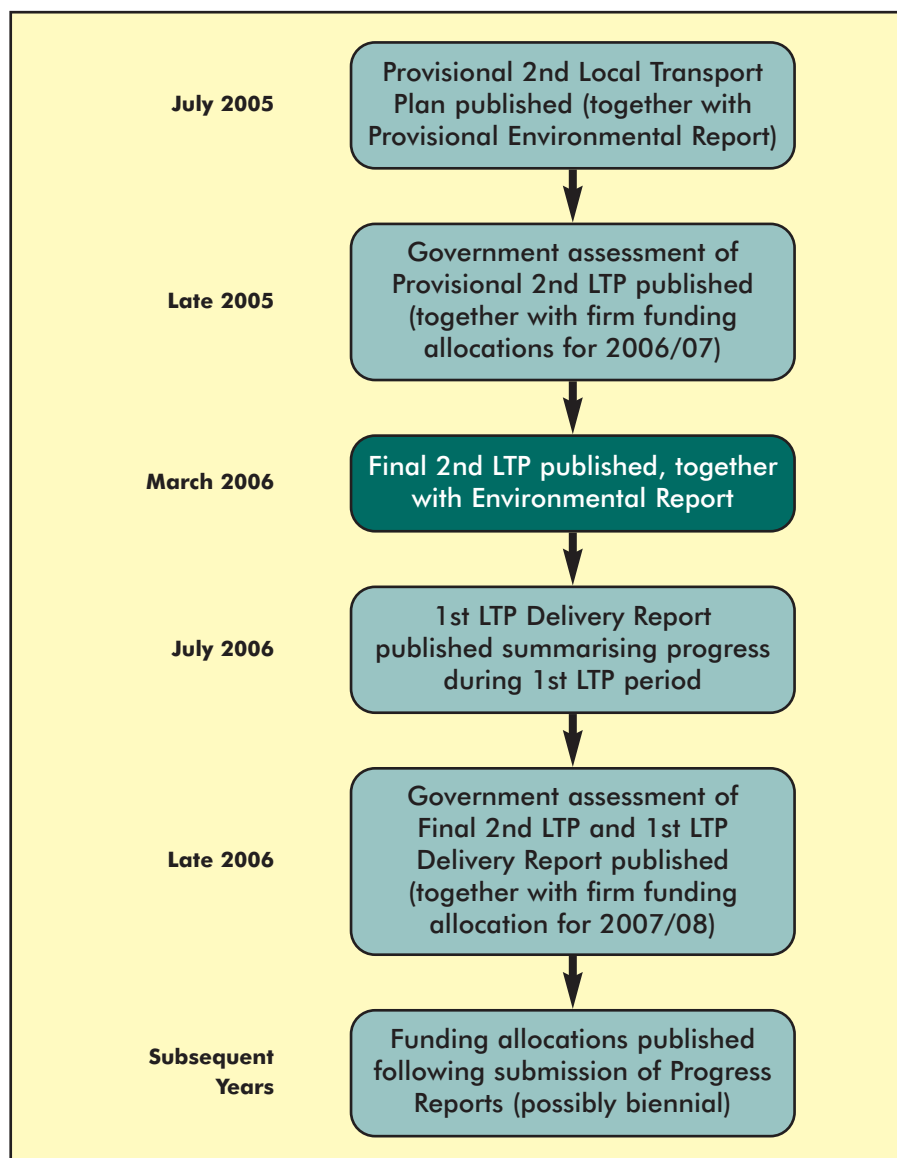
- 1.1 Under the Transport Act 2000, every local transport authority is required to produce a Local Transport Plan (LTP) setting out its policies for transport in their area. In addition, each authority must keep the Plan under review and replace it at least every 5 years. The Plans were a core proposal of the Government's integrated transport White Paper "A New Deal for Transport – Better for Everyone" published in July 1998.
- 1.2 The first Local Transport Plans were submitted to Government in July 2000 and covered the 5-year period 2001/02 through to 2005/06. They contained an integrated transport strategy for each authority, together with a set of targets and objectives against which the progress of the Plan could be measured. In subsequent years, each Local Authority has submitted an Annual Progress Report, setting out progress made in delivering the aims and objectives of their LTP.



The 2nd Local Transport Plans

- 1.3 The 2nd Local Transport Plans cover the 5-year period 2006/07 to 2010/11. The Department for Transport (DfT) has produced guidance for local authorities setting out what it expects to see in the 2nd LTPs, both in terms of coverage of transport issues and general presentation. The overall process for their production and assessment is shown in Figure 1.
- 1.4 The 2nd LTPs are being assessed by Government under three general criteria :
 - quality of transport planning,
 - impact of targets, and
 - deliverability.
- 1.5 Provisional 2nd Local Transport Plans were submitted in July 2005 and the Department for Transport has provided each authority with a preliminary assessment of the Plan, highlighting areas in need of improvement. Lincolnshire's Provisional 2nd LTP was assessed as "promising". The Final 2nd LTPs (i.e. this document) will again be assessed by the Government, along with the Delivery Report on the 1st Local Transport Plan due to be submitted in July 2006. These assessments will influence the final amount of capital funding given to each authority to implement its LTP.





Funding for Local Transport

1.6 The improvement and maintenance of local transport is funded through a variety of sources :

- new infrastructure improvements (e.g. new roads, footways, cycleways, carriageway reconstruction, bus stops improvements, safety schemes, etc) are provided by capital funding. The majority of this comes from central government via the Local Transport Plan process, although the County Council does also use some of its own capital resources.
- ongoing spending on transport (e.g. support for bus services, routine maintenance such as grass cutting and snow clearance, road safety education, etc) is provided through revenue funding. The majority of this is provided by central government grants, council tax and business rates.

1.7 As well as the above, additional sources of funding from other local authorities (in particular the District Councils) , Europe, the private sector and government "Challenge Bids" are used where these can be secured.

- 1.8 However, unlike the 1st LTPs, the 2nd LTPs are no longer a bidding document for funding for smaller scale capital schemes (such as cycleways, footways and local safety schemes). Instead, the Government has indicated how much funding it is proposing to give each authority. The 2nd LTPs should then set out how it is proposed to spend this funding and the targets that are expected to be achieved as a result. The Government has provided Planning Guidelines (as the funding allocations are known) on which to base the Final 2nd LTPs. The distribution of this funding is based on a formulaic approach developed by the Department of Transport reflecting the need of each authority in relation to the Transport Shared Priorities (see Chapter 7). These allocations will be amended following the Government's assessment of the Final 2nd LTPs and subsequent progress, possibly by as much as 25% upwards or downwards.
- 1.9 The 2nd LTPs remain a bidding document for funding for major transport schemes (over £5m). However, the guidance makes it very clear that competition nationally for such funding will be intense, with many more major scheme proposals received than the Government can support. Support will only be forthcoming for those schemes which represent the best overall value for money and which have been identified as Regional Priorities by the Region to the Secretary of State (see Chapter 17 for further details).

Chapter 2: The National and Regional Context

Background

- 2.1 Although this is a Local Transport Plan for Lincolnshire, the Government's guidance makes it clear that the Plan must be set in the wider context of national and regional strategies and objectives and demonstrate how it is contributing to these. This chapter of the Plan identifies how it integrates with key national and regional policies.

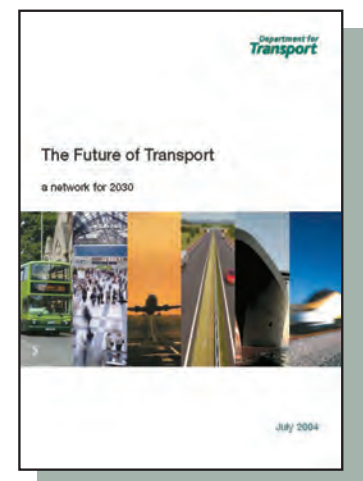
National Policy Context

- 2.2 At the national level, there is a wide range of Government strategies which have influenced the development of the 2nd Lincolnshire Local Transport Plan. The following paragraphs set out the linkages with key national policy documents.

The Future of Transport – A Network for 2030

- 2.3 The key national document influencing the 2nd LTPs is the Government's transport white paper "The Future of Transport : a network for 2030" published in July 2004. This takes forward the strategy originally set out in "Transport 2010 : the 10 year plan" published in 2000. This strategy is built around 3 central themes:

- sustained investment over the long term
- improvements in transport management to achieve better value for money from both existing and new infrastructure
- planning ahead for transport at national, regional and local levels



- 2.4 The national vision for 2030 seeks to provide a transport network that can meet the demands of a growing economy and increasing demand for travel, whilst achieving the environmental objectives. This includes :

- a road network providing a more reliable and freer-flowing service for both personal travel and freight, with people able to make informed choices about how and when to travel
- a rail network providing a fast, reliable and efficient service, particularly for inter-urban journeys and commuting into large urban areas
- bus services that are reliable, flexible, convenient and tailored to local needs
- making walking and cycling a real alternative for local trips
- ports and airports providing improved international and domestic links

- 2.5 The White Paper recognises that delivering better transport across the country depends to a great extent on the planning and delivery of improvements by local authorities. This in turn has led to the adoption of the Transport Shared Priorities (see Chapter 7) agreed with the Local Government Association, around which the development of the 2nd Lincolnshire Local Transport Plan has been based.

Transport Act 2000

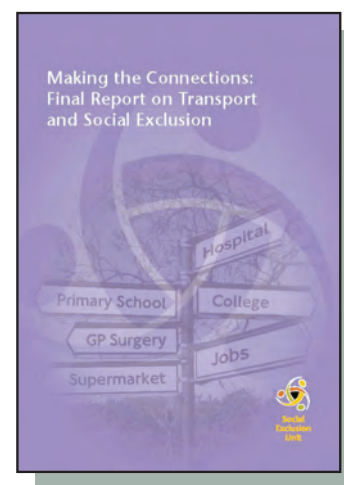
- 2.6 This Act made the production and review of the LTP mandatory, along with the production of a Bus Strategy. It also gave authorities powers to enter into quality bus contract partnerships, to implement road user charging and workplace parking levy schemes, and introduced a mandatory travel concession.
- 2.7 The 2nd Lincolnshire LTP is produced to comply with this Act. A revised Bus Strategy has also been produced. A copy accompanies the submitted LTP and the main elements are reflected throughout the LTP, in particular in Chapter 8 – Delivering Accessibility and Chapter 10 – Tackling Congestion.

Traffic Management Act 2004

- 2.8 This recent Act places a network management duty on the County Council to keep traffic flowing and minimise disruption. It gives authorities more powers to control street works more effectively, along with additional powers for civil enforcement of some traffic offences. It also includes powers for the Secretary of State to direct authorities to take up civil parking enforcement powers.
- 2.9 The 2nd LTP sets out how Lincolnshire is proposing to carry out the duty placed on it by the Act (Chapter 10), with many of the strategies and programmes contributing to the aim of reducing disruption to all road users, including pedestrians and cyclists.

Making the Connections : Report on Transport and Social Exclusion

- 2.10 This highlights the importance of transport and accessibility to reducing social exclusion by providing improved access to key services including employment, education, healthcare and food shopping. It introduces the concept of “accessibility planning”, a new requirement for the 2nd Local Transport Plans.
- 2.11 In a large, rural county such as Lincolnshire, accessibility is a key issue. Chapter 8 of this LTP outlines the issues and proposals to tackle this problem and the full Accessibility Strategy document accompanies the submitted LTP. This outlines how access to key facilities and services will be improved in Lincolnshire, focussing initially of the Priority Areas identified in partnership with other key stakeholders.



Rural White Paper : Our Countryside, the Future – A Fair Deal for Rural England

- 2.12 The Rural White Paper, published in 2000, sets out Government’s vision for sustainable rural communities and an improved rural environment. Specific aims in respect of transport include bringing services closer to people, improving personal mobility, making public transport more responsive, improving road safety and reducing the impact of traffic.

- 2.13 Again, these are all key issues in a large, rural shire county such as Lincolnshire. This Plan sets out various policies and strategies for tackling these problems, in particular delivering accessibility (Chapter 8), improving road safety (Chapter 9) and protecting the rural environment (Chapter 15).

Urban White Paper : Our Towns and Cities, the Future – Delivering an Urban Renaissance

- 2.14 Published in 2000, this White Paper sets out the Government's vision for the regeneration of towns and cities. It highlights the role that transport has to play, in particular supporting the local economy, improving access to jobs and other services, and making towns and cities more attractive places to live and work by improving the streetscene.
- 2.15 In Lincolnshire, these issues are perhaps most relevant in the larger urban areas of Lincoln, Boston and Grantham. The 2nd LTP outlines the ongoing work and proposals in the towns in Chapters 11, 12 and 13 respectively.

The National Air Quality Strategy – Working Together for Clean Air

- 2.16 The National Air Quality Strategy requires local authorities to periodically review air quality and to prepare action plans if statutory air quality objectives are likely to be breached. More recent guidance suggests that where transport is the main source of pollution, then the action plans should be integrated into the Local Transport Plan.
- 2.17 In Lincolnshire, Air Quality Management Areas have been declared in Lincoln, Boston and Grantham. Chapter 14 sets out the approach being taken in partnership with the District Councils to tackle this problem.

UK Climate Control Programme

- 2.18 This Programme sets out the national goal of reducing carbon dioxide (CO₂) emissions, thereby reducing the rising levels of greenhouse gases that are having a significant impact of the global environment.
- 2.19 Many of the initiatives outlined in this 2nd Plan (e.g. improved bus services and infrastructure, cycling and walking facilities, encouragement of greater use of travel plans) are aimed at reducing the rise in cars use, thereby contributing to the reduction of CO₂ emissions. In addition, the Council continues to minimise its energy consumption used for street lighting across the county through the use of new, more efficient technologies.

Disability Discrimination Act 1995

- 2.20 The Disability Discrimination Act 1995 requires all service providers to make their services available to disabled people. This includes ensuring that disabled people are not excluded from access to transport and hence to services.
- 2.21 Catering for the transport needs of disabled people features strongly throughout the 2nd Lincolnshire LTP, for example, through the introduction of low floor accessible buses on primary InterConnect routes and voluntary Quality Bus Partnerships, the use of tail-lifts or ramps on all CallConnect demand responsive services and the installation of tactile paving and other facilities for disabled people at signalised crossings.

Tackling Health Inequalities : A Programme for Action

- 2.22 This programme outlines the Government's plans to improve the health of the nation, particularly among the disadvantaged.
- 2.23 The 2nd Lincolnshire Local Transport Plan recognises the various ways in which transport can assist in encouraging a healthier lifestyle. This includes providing improved facilities for walking and cycling through the Community Travel Zone and Rural Priorities Initiatives, encouraging greater access to the countryside through the Rights of Way Improvement Plan, working with schools in developing travel plans as part of the Healthy Schools Initiative and improving access to healthcare and leisure facilities.

Crime and Disorder Act 1998

- 2.24 The Crime and Disorder Act 1998 places a duty on the police and local authorities to work together with other agencies to develop and implement a crime and disorder strategy.
- 2.25 Much of the work in this area is carried out through the Community Safety Partnerships of which the County Council is an active member. Initiatives in the 2nd LTP which are contributing to the overall aims include improved personal safety through better street lighting (through the Community Travel Zone and Rural Priorities initiatives) and enhanced security on public transport, together with reduced road casualties (Chapter 9).

Countryside and Rights of Way Act 2000

- 2.26 A key requirement of the Act is the need for each authority to produce a Rights of Way Improvement Plan by November 2007.
- 2.27 This work is being progressed through the two Local Access Forum set up in the County, in partnership with Rutland and North-East Lincolnshire. The 2nd Lincolnshire LTP includes an update on progress towards the Rights of Way Improvement Plan.

The Future of Rail White Paper

- 2.28 Published in July 2004, this sets out the Government's new framework to increase passenger numbers through improved rail services and infrastructure.
- 2.29 Although the network of rail services in Lincolnshire is relatively limited, the County Council still believes it has a role to play. However, it does need to recognise that investment in rural railways is not a national priority and the 2nd LTP reflects this. The key rail initiative during the 2nd LTP period will therefore be the Community Rail Partnership established on the Grantham Skegness line as one of six national pilots (Chapter 8).
- 2.30 The above list of national policy documents is not intended to be exhaustive, but merely to highlight some of the key documents taken into consideration during the development of the 2nd Lincolnshire LTP. There are many others, particularly those dealing with specific modes such as walking, cycling and motorcycling, which have also been taken into account. Similarly, there are other more recent national documents where the implications are still unclear. These will become more apparent in due course and hence reflected in later years of the 2nd LTP. This includes the recent Schools White Paper "Higher Standards, Better Schools for All - More Choice for Parents and Pupils", the implications of which will become clearer once an assessment of the transport and travel needs of pupils has been completed.

- 2.31 Lincolnshire has the potential to play significant regional roles. In the East Midlands, it forms 40% of the total land area and an improved economic performance would contribute significantly to making the East Midlands one of the top 20 Regions in Europe, a target of the Regional Economic Strategy. Thus in preparing the 2nd Lincolnshire LTP, the policies and objectives as set out in various regional documents have been taken in account. The following paragraphs highlight some of these.

Integrated Regional Strategy

- 2.32 The Integrated Regional Strategy sets out the overarching vision and framework in terms of social, economic, environmental and spatial themes to ensure that the future development of the East Midlands takes place in a sustainable manner. It acknowledges the role that transport has to play in achieving its objectives by, for example, reducing the need to travel (in conjunction with land use planning), making full use of existing infrastructure and improving accessibility to employment and key services, particularly by modes other than the car. Many of the proposals contained in the 2nd Lincolnshire LTP contribute to the overall vision of the Integrated Regional Strategy, together with the policies and objectives of the underlying Strategies. These are discussed further below and the linkages with the 2nd LTP are highlighted.

Regional Spatial Strategy RSS8 (incorporating the Regional Transport Strategy)

- 2.33 Of all the regional strategy documents, the Regional Spatial Strategy (RSS8) published in March 2005 has the most influence on the 2nd LTPs, most notably because it includes within it the Regional Transport Strategy (RTS). RSS8 sets out the spatial strategy for the region through to 2021, whilst the RTS sets out a regional strategy for transport within which the 2nd LTPs should be prepared.
- 2.34 RSS8 recognises the particular strategic challenges facing the Eastern sub-area. In addition, RTS sets out specific objectives for the area. These have guided the development of the 2nd Lincolnshire Local Transport Plan and are shown in Table 1.
- 2.35 The Regional Transport Strategy contains a set of 14 policy statements covering a wider range of transport issues which Local Transport Plans should seek to support where appropriate. Table 2 demonstrates how the policies, strategies and programmes of the 2nd Lincolnshire LTP contribute to these regional transport policies. It has been prepared in line with guidance from the East Midlands Regional Assembly.
- 2.36 A review of the Regional Spatial Strategy is currently underway and this is expected to have a fundamental impact on future housing allocations across Lincolnshire, and hence on transport needs. This is discussed further in Chapter 5.

Other Key Regional Strategies

- 2.37 As well as the Integrated Regional Strategy and Regional Spatial Strategy outlined in the preceding paragraphs, the 2nd Local Transport Plans also need to take into account and support the policies and objectives of other key regional strategy documents. Table 3 demonstrates the more important linkages between these documents and the 2nd Lincolnshire LTP.

Links With Other Regions

2.38 The above paragraphs highlight the Lincolnshire context within the East Midlands region. Obviously, because of the county's position also bordering both the Yorkshire & Humberside and East of England Regions, the links with adjacent authorities in these Regions also need to be considered. Important issues are :

- the influence of the Greater Grimsby urban area of North East Lincolnshire on the north-east of the county
- the influence of Peterborough City (part of the Milton Keynes Growth Area) on the southern parts of the county
- the influence of the newly opened Robin Hood Airport (Doncaster) on the north-west of the county

2.39 Ongoing proposal on these issues are highlighted further in Table 5 in Chapter 3 which deals with cross-boundary working.

Table 1

Key Regional Policies Relating to Lincolnshire

<p><i>Regional Spatial Strategy for the East Midlands (RSS8)</i></p>	<p>RSS8 recognises the particular strategic challenges facing the Eastern sub-area, including :</p> <ul style="list-style-type: none"> • strengthening the regional role of Lincoln as a Principal Urban Area, including the development of a Sub-Regional Spatial Strategy for the Lincoln Policy Area as part of the next RSS review • consolidating and where appropriate strengthening the role of the Sub-Regional Centres of Boston and Grantham • regeneration of the towns of Gainsborough, Mablethorpe and Skegness • maintaining and enhancing the roles of small and medium sized market towns • the strengthening of the role of the food production and distribution industry • continue promotion of tourism in historic settlements, including Lincoln and Stamford • the consolidation and diversification of the holiday industry at existing coastal settlements, particularly Skegness and Mablethorpe • overcoming the peripherality and lack of accessibility
<p><i>Regional Transport Strategy (included in RSS8)</i></p>	<p>The RTS sets out specific objectives for the Eastern Sub-area including ;</p> <ul style="list-style-type: none"> • developing the transport infrastructure and services needed to support Lincoln's role as a Principal Urban Area • developing opportunities for modal shift away from road based transport in the food and drink sector • making better use of the opportunities offered by existing ports, in particular Boston • improving access by all modes to the Lincolnshire Coast • reducing peripherality, particularly east of the A15, and overcoming rural isolation for those without access to a private car • reducing the number of fatal and serious road traffic accidents <p>Included in the Regional Transport Investment Priorities are :</p> <ul style="list-style-type: none"> • Lincoln Rail Corridor and Station Project • Expansion of InterConnect • Improved rail services between Lincoln and other major cities including London • Improved rail services on Skegness line • A1073 Spalding-Eye Improvement • A15/C541 Coastal Access • Lincoln Eastern Bypass/Growth Corridor • Boston Southern Economic Corridor

Assessment of 2nd LTP Contribution to RTS Policies

RTS Policy	Description	Yes/No?	Please expand further giving reasons and examples
Policy 42	Does your LTP support the RTS Core Strategy and its 6 objectives?	Yes	The 2nd Lincolnshire LTP seeks to support the RTS Core Strategy and to contribute to the delivery of all 6 objectives, most notably supporting the sustainable development of the Lincoln Principal Urban Area through the Lincoln Transport Study (Chapter 11), improving rural accessibility across the county via the InterConnect/ CallConnect Plus and IntoTown bus services (Chapter 8), and improving safety through the adopted Road Safety Strategy developed by the Lincolnshire Road Safety Partnership (Chapter 9).
Policy 43	Where relevant does your LTP support RTS Sub-area objectives?	Yes	As well as the initiatives outlined above, the 2nd LTP includes other projects which will support the Eastern Sub-area objectives. These include the Docks Link at Boston (Paragraph 17.25), which will improve access to the regionally important Port of Boston, and the Community Rail pilot on the Grantham – Skegness line, which will look to improve rail access to the coast (Paragraph 8.41).
Policy 44	Does your LTP include measures which will contribute to Regional Traffic Growth Reduction?	Yes	Initiatives which will contribute to the Regional Traffic Growth Reduction include the Community Travel Zones and Rural Priorities Initiatives (aimed at encouraging use of non-car modes for short trips in urban and rural areas respectively by providing improved infrastructure for walking, cycling and public transport- see paragraphs 8.25 and 10.24), together with the InterConnect/CallConnect Plus, IntoTown and voluntary Quality Bus Partnerships (Paragraphs 8.21 and 10.17).
Policy 45	Does your LTP include measures which will contribute to Behavioural Change?	Yes	The 2nd Lincolnshire LTP includes a range of measures aimed at making a contribution to behavioural change. These include further expansion of School Travel Plans (Paragraph 10.43), increased emphasis on Business Travel Plans (Paragraph 10.35), improved passenger transport information (including real time information) and measures to encourage walking and cycling through the Community Travel Zones and Rural Priorities Initiatives.
Policy 46	Where appropriate, does your LTP contribute to the Regional priorities for Parking Levies and Road User Charging?	Not appropriate	Although Lincoln is identified as one of the 5 Principal Urban Areas, it is currently considered that neither parking levies or road user charging are an appropriate or viable solution given the size of the city, particularly when compared against the large conurbations across the country who are currently still considering the introduction of such measures. However, the Council will look to learn from the experiences of other authorities in this area as more schemes are developed.

RTS Policy	Description	Yes/No?	Please expand further giving reasons and examples
<i>Policy 49</i>	Where appropriate, does your LTP support Regional Heavy Rail Investment Priorities?	Yes	An identified Investment Priority for the Eastern Sub-area is improved rail services on the Skegness Line. The line has been identified as one of 6 Community Rail pilots and the 2nd LTP outlines how this is being taken forward (Paragraph 8.42).
<i>Policy 50</i>	Where relevant, does your LTP contribute to the Regional Priorities for Bus and Light Rail?	Yes	The InterConnect (primary inter-urban services), Call Connect Plus (demand response rural services), IntoTown (town services) bus initiatives are all aimed at encouraging greater use of buses across the county, as are the informal Quality Bus Partnerships being pursued in Lincoln and Grantham. A key element of these initiatives is the provision of improved timetable information, including real time information in some cases.
<i>Policy 51</i>	Does your LTP contain measures which contribute to the Regional Priorities for Integrating Public Transport?	Yes	The 2nd LTP includes proposals to integrate where possible the demand responsive CallConnect Plus bus services with rural rail stations, such as at Wainfleet as part of the Community Rail pilot. In addition, as part of the Accessibility Planning project, investigations are continuing into the possibility of closer working between CallConnect Plus services and the transport operated by the health/ambulance trusts and social services. A key proposal of the Lincoln Transport Study is the provision of a new bus station located adjacent to the rail station to create an integrated public transport interchange.
<i>Policy 52</i>	Where appropriate does your LTP support Regional Trunk Road Investment Priorities?	Yes	Although the trunk road network in Lincolnshire has been vastly reduced following detrunking, the LTP is supportive of the proposed trunk road improvements, in particular the A1 Peterborough – Blyth Junction Improvements and the A46 Newark – Widermerpool Improvement.
<i>Policy 53</i>	Where appropriate does your LTP support Regional Major Highway Investment Priorities?	Yes	Both the A1073 Spalding – Eye Improvement and the A158/C541 Coastal Access Improvement are included in the 2nd LTP as ongoing, provisionally accepted major schemes. Development work continues of the proposed Lincoln Eastern Bypass (Chapter 17).
<i>Policy 54</i>	Does your LTP contribute to the implementation of the Regional Freight Strategy?	Yes	The 2nd LTP recognises the importance to the economy of the ease of movement of freight around the county and to and from the ports (Paragraph 17). Similarly, the impact of large vehicles on the quality of life of small communities is highlighted (Paragraph 13.16), where the reference is also made to the recently published Regional Freight Strategy and the need to support this, whilst learning from the experiences of others.
<i>Policy 55</i>	Where relevant does your LTP contribute to the Regional Priorities for Air Transport?	Not applicable	The RTS only mentions Nottingham East Midlands Airport in this context, which is of limited relevance to Lincolnshire. However, access to the new Robin Hood (Doncaster) Airport has been identified as a cross-boundary issue for further joint working during the 2nd LTP period (Table 5).

Linkages with Other Key Regional Strategies

Policy Framework	Policy Function and Issues for Lincolnshire	2nd LTP Linkages
<p><i>Regional Economic Strategy : Destination 2010</i> (Currently under review)</p>	<p>Sets out a strategy aiming to make the East Midlands a top 20 region in Europe by 2010.</p> <p>Recognises that rural areas in particular suffer from poor transport and states that, in Lincolnshire, accessibility solutions should be encouraged which would improve both road infrastructure and public transport service provision.</p>	<p>Recognises importance of improving Lincolnshire’s economic performance if Regional “Top 20” target is to be achieved and contribution the transport can make.</p> <p>Includes proposals to further improve public transport (InterConnect/ CallConnect/ IntoTown/Quality Bus partnerships). Also includes proposals to improve transport in Lincoln, thereby supporting sustainable economic development of important Principal Urban Area. Ongoing transport studies for Boston and Grantham will also support further development of these sub-regional centres.</p>
<p><i>Regional Tourism Strategy : Destination East Midlands</i></p>	<p>Contains policies and actions aimed at supporting and developing the tourism industry in the East Midlands.</p> <p>Recognises the important part that Lincolnshire has to play in the development of tourism in the region, particularly :</p> <ul style="list-style-type: none"> • historic Lincoln • the Lincolnshire Coast • the Fens • the Lincolnshire Wolds 	<p>The 2nd LTP recognises the importance of tourism to the economy of Lincolnshire.</p> <p>Proposal which will help support the tourism industry include schemes arising from the recent Lincoln Transport Study (Chapter 11), Community Travel Zones work in Skegness and rail improvements through the Grantham –Skegness Community Rail Partnership. The 2nd LTP also recognises the importance of sensitive design of highway schemes in areas such as the Wolds AONB.</p>
<p><i>East Midlands Urban Action Plan : Consultation Draft</i></p>	<p>Sets out the framework for urban renaissance in the East Midlands</p>	<p>The 2nd LTP sets out the results of the recent Lincoln Transport Study and includes proposals to investment in transport in Lincoln will assist economic prosperity (Chapter 11).</p>

Chapter 3: The Local Policy Context for Transport in Lincolnshire

Background

3.1 Whereas the previous chapter has highlighted some of the policy issues at a national and regional level which have been considered during the preparation of the 2nd Lincolnshire LTP, this chapter deals with the local policy areas that have influenced its development. These include :

- the Community Strategies for Lincolnshire developed by the Local Strategic Partnerships
- the Council's own corporate objectives and plans for the county
- the various land-use planning strategies at the county-wide and local level

Community Strategies

3.2 The Local Government Act 2000 requires local authorities and their partners to produce a community strategy for their area which sets in place a longer term vision of how the economic, social and environmental well-being of the local area will be improved. The vision is supported by a prioritised list of actions to be taken forward in partnership with agencies working locally. The strategies are developed through Local Strategic Partnerships (LSP) normally comprising a wide range of organisations from the public, private, voluntary and community sectors.

3.3 At the county-wide level, this work is being overseen by the Lincolnshire Assembly. The Assembly, chaired by the Bishop of Lincoln, is the partnership body drawn together to work jointly to address the common issues facing Lincolnshire, and to support and enhance the delivery of the district-based Community Strategies. It is also the body tasked with developing the Community Strategy for Lincolnshire. A first draft of the county-wide Community Strategy has recently been produced for consultation. This incorporates the main priorities identified in the seven district-based Community Strategies to ensure that it complements and supports partnership activity locally as well as county-wide. The following transport-related aspirations are identified within the draft Strategy :

- increased transport provision linking rural areas with primary health care units (in support of the vision to improve the health of the Lincolnshire population)
- to reduce the level of road traffic accidents across the county and address issues of congestion (in support of the vision to ensure that Lincolnshire residents feel safe and are able to participate fully in their communities)
- to build a transport infrastructure that make Lincolnshire more accessible (in support of the vision to improve the quality of life for Lincolnshire residents through increased prosperity)
- to build a transport infrastructure to support economic growth (in support of the vision to improve the quality of life for Lincolnshire residents through increased prosperity)

- 3.4 At the more local level, each of the seven district-based Local Strategic Partnerships has been developing its Community Strategy. The Partnerships generally comprise a wide range of public, private, community and voluntary organisations. The County Council has been actively involved, both on the main LSPs and also on the various Theme Groups including those with a transport interest. This has been particularly useful in taking forward the Accessibility Planning Priority Areas, where strong links with the LSPs have been formed. A key part of the process of preparing the Community Strategies has been consultation with the public. This has identified a range of problems, including many transport-related issues. To ensure that these have all been captured in the 2nd LTP, all the LSPs were invited to an LTP seminar early in the preparation of the Plan and subsequently included in all stakeholder events and other consultation exercises. Table 4 highlights some of the identified transport-related issues on a district-by-district basis. A more detailed appraisal appears in the Accessibility Strategy which accompanies the submitted LTP.
- 3.5 As can be seen, there are several common themes within the Strategies, notably :
- access to key services
 - improving safety
 - encouraging non-car modes of travel
 - supporting the economy
- 3.6 The work carried out by the Local Strategic Partnerships has provided a comprehensive picture of the public's views of the local transport-related issues across the county, which has informed the development of the 2nd Lincolnshire LTP.

Corporate Plans

- 3.7 Following the local government elections in May 2005, the County Council undertook a fundamental review of its vision, strategic aims and corporate objectives to provide a sound basis for policy and priority setting across the county. This involved extensive consultation including :
- a partnership summit in November 2005 with members of the Lincolnshire Assembly and other key stakeholders to ensure compatibility with the aims and objectives of the county and district based Community Strategies
 - local research lead by MORI including public discussion groups, telephone surveys with members of the public and postal surveys with the public and partners
 - the "You Talk, We Listen" public consultation through County News (the Council's own monthly newspaper delivered to every house in the county), postcard feedback available in council offices and Lincolnshire Co-op stores, the Council website and further telephone surveys via the new Customer Service Centre
 - staff feedback via questionnaire and workshops
 - Member workshops and briefings

Transport Related Issues/Objectives/Aims Within the Community Strategies

Local Strategic Partnership	Issue/Objective/Aim
Boston Borough	<ul style="list-style-type: none"> • To improve road safety • To produce an integrated transport plan for the Borough to address traffic congestion and air quality • To improve transport links to the East Midlands • To improve mobility and accessibility to key services
City of Lincoln	<ul style="list-style-type: none"> • Better street lighting facilities required • Need for better cycle ways to discourage cyclists riding on pavements and make routes safer for cyclists • Tackle areas of poor air quality in Lincoln especially near the Pelham Bridge area, to improve environmental quality and reduce adverse health impacts • Lack of public transport • More and cheaper car parking facilities in the City Centre • Need for good quality affordable public transport services at all hours especially from City to villages • Need for more integrated transport system • Road safety issue of high priority • Motorcyclists create more noise and air pollution • Our needs for goods and services should be met locally to avoid travel where possible • Better facilities for the pedestrians, cyclists and people with mobility difficulties
East Lindsey	<ul style="list-style-type: none"> • Improve accessibility to key services in consideration of East Lindsey's specific needs • Improve the safety and security of travel for all • Improve information for all • Encourage alternative methods of travel • Develop the local economy through improved transport services and infrastructure without harming the environment
North Kesteven	<ul style="list-style-type: none"> • Promote the availability and use of public transport • Relieve congestion on our roads • Improve road safety
South Holland	<ul style="list-style-type: none"> • Provide better co-ordination between transport suppliers at District, County and Regional level to make sure an efficient network of buses, trains and community transport is encouraged. • Improve timetables and other signage • Make better use of the rail network • Focus on bus travel • Encourage the safe use of bicycles • Review the suitability of all modes of transport for freight
South Kesteven	<ul style="list-style-type: none"> • Improve infrastructure • Address road safety issues • Develop rural transport services • Market transport services and environmentally friendly forms of transport • Promote the development of travel plans
West Lindsey	<ul style="list-style-type: none"> • Ready road transport connection to the national transport network including mainline railways and regional airports • A diverse and affordable range on integrated transport facilities for all sections of the community to link activity centres with more outlying suburbs and villages • Improve traffic flow/management within the District

3.8 The key themes and priorities identified from the consultation were developed into a new vision for Lincolnshire under the banner “Lincolnshire LEADS” as shown in Figure 2 :

- Enrich Lifestyle
- Achieve Excellence
- Improve Access
- Promote Diversity
- Increase Security

3.9 The public consultation once again highlighted the importance of transport to the residents of Lincolnshire. Concerns about various transport issues featured highly. Indeed when 1055 residents were asked unprompted by MORI what two or three things in Lincolnshire most needed improving, the top responses were as follows :

Road maintenance	28% of all respondents
Bus services	15%
Traffic control	13%
Crime prevention	10%
Train services	9%
Health services	5%
Road infrastructure	5%

3.10 This reiterates the findings of earlier consultations carried out for the 2003/04 Best Value Performance Plan, the annual Budget Consultations and a County News survey. As a result, expenditure on road maintenance and bus services has been increased to reflect these public priorities.

3.11 Similarly, the feedback from the discussion groups highlighted concerns around transport in the county. Whilst the positive areas included good policing, a beautiful county, the diversity of locations and a sense of community, the negative feedback was focussed very much on transport and access – unsafe roads, poorly maintained roads, poor bus services and isolation.

Cross Directorate Working

3.12 As would be expected, transport impacts on many areas of the County Council’s responsibilities, not just in terms of mainstream highways and transport. Hence, it is important that the authority takes a cross-directorate approach to ensure that opportunities for joint initiatives are not overlooked.

3.13 The Community Services and Development Directorates have established a project to explore the scope for integrating passenger transport procured by the County Council and the NHS. This is particularly focussed on the opportunities for joint procurement and joint booking arrangements for CallConnect, Dial-a-Ride and non-emergency patient transport.

3.14 The provision of home to school and college transport is closely integrated with local bus services. Almost 8,000 pupils and students are issued with season tickets to travel on local bus services, representing about one-third of those for whom arrangements are made. The revenue from this helps underpin the local bus network and ensures services are provided to small communities where it could not be justified otherwise.

3.15 The work on accessibility planning requires co-operation and partnership with other Council service areas, such as education and social services, together with other public sector bodies such as NHS trusts, Job CentrePlus, Learning and Skills Council and Connexions.

Figure 2

Council Corporate Vision, Aims and Objectives

<p>By 2009 we will have...</p> <p>this is our VISION</p>	<p>Enriched LIFESTYLE</p> <p>for the people of Lincolnshire through environmental improvement, better health, increasing wealth and expanding learning opportunities, particularly in areas of deprivation</p>	<p>Achieved EXCELLENCE</p> <p>in all Lincolnshire public services by continuously improving the services we deliver and working with partners to help improve the ones we don't</p>	<p>Improved ACCESS</p> <p>to all services, transport and information for and about Lincolnshire through partnership working and helping to provide joined up government</p>	<p>Promoted DIVERSITY</p> <p>to provide wider employment and community participation opportunities for people from minority and disadvantaged groups</p>	<p>Increased SECURITY</p> <p>through safer roads, less crime and disorder, supporting Lincolnshire's economic development and promoting communities to be sustainable</p>	
	<p>Lincolnshire LEADS: healthy; prosperous; safe</p>					
<p>Long Term Strategic Aims</p>	<p>Corporate Objectives 2006/09</p>					
	<p>Enrich Lifestyle</p>	<p>Achieve Excellence</p>	<p>Improve Access</p>	<p>Promote Diversity</p>	<p>Increase Security</p>	
	<p>Priorities 2006/07</p>					
<p>Demonstrates Value for Money</p>	<p>Increase employment, education or training opportunities for all</p> <p>Increase participation in lifelong learning including "A" Level and Vocational awards</p>	<p>Improve services to children through the "every child matters" agenda</p> <p>Deliver efficiencies to reinvest in front line services</p>	<p>Improve roads maintenance and public transport</p> <p>Improve access to council and other public services</p> <p>Improve access to sport, culture and heritage facilities</p>	<p>Encourage a culture of diversity in council activity</p> <p>Improve access to council services for disadvantaged groups</p> <p>Market Lincolnshire in all of its diversity as a great place to live, work and visit</p>	<p>Reduce the fear of crime and disorder</p> <p>Reduce drugs and alcohol abuse among the young people</p> <p>Be a model employer and an example to others</p> <p>Work with partners to improve the local economy</p>	
<p>Deliver Excellent Council Services</p>	<p>Improve social services provided to adults including increased opportunities for supported people to live independently</p>	<p>Improve our ways of working with partners and other stakeholders</p>				
<p>Improve Prosperity</p>	<p>Work with partners to improve the quality of the Environment</p>					

- 3.16 The Lincolnshire Children and Young Peoples Plan (CYPP) stresses the County Council's commitment to health promotion and safe transport for children and young people. The cross directorate development of School Travel Initiatives (see Chapter 10) is ongoing. The Lincolnshire model of joint working is highly successful in delivering effective School Travel Plans.
- 3.17 The County Council's own Travel Plan is being developed through a Corporate Working Group with input from all parts of the County Council. The Travel Plan will link strongly with the Sustainability Framework "Providing for Lincolnshire's Future". HBS, the County Council's business services partner, is also actively engaged in the Travel Plan. The development of information technology projects to enable flexible working is proceeding on a corporate basis, also in partnership with HBS.
- 3.18 The Lincolnshire Waterways Project is a multi agency partnership both internal and external to the County Council. Internally, the project is creating positive links between the tourism, countryside and highways service areas.
- 3.19 The Council is also developing a multi disciplinary Every Street Matters project that will consider how broader environmental and social improvements in the street scene can be achieved. This project is in its early stages. However, it will involve many service areas of the County Council and develop new areas of external partnership.

Integrating Transport and Land-Use Planning

- 3.20 The close integration of land-use planning and transport has an important role to play in achieving long-term sustainable development for the County. The key documents which provide the framework for this are discussed further below.
- 3.21 A revised Lincolnshire Structure Plan is currently being progressed. Following an Examination in Public held in Summer 2005, the Panel Report had now been received and Proposed Modifications have recently been placed on deposit. The Structure Plan seeks to locate the majority of future development in the large urban areas where access, facilities and key services are at their best. Also included is a Movement Chapter which sets out specific land-use related transport policies. Together with the 2nd Local Transport Plan, this will set the context for land-use and transport integration in the county in the immediate future.
- 3.22 However, under the new Development Plan system, responsibility for development of strategic planning policy moves to the East Midlands Regional Assembly through the East Midlands Regional Plan (currently the Regional Spatial Strategy). The latest version of the Regional Spatial Strategy RSS8 was published in March 2005. This document is now being reviewed to bring it in line with latest legislation, including the provision of house allocations for all district and unitary authorities for the period through to 2026. Although the review is at an early stage, the indications are that the overall housing allocations for Lincolnshire will be substantially higher than those currently contained in RSS8 and the Structure Plan. The implications for transport brought about by this new level of development will obviously need to be considered when the scale of the increase is known. At the same time, RSS8 proposed the development of a sub-regional strategy for the Greater Lincoln Area. This is currently being progressed on behalf of the Regional Assembly by the Lincoln Area Strategic Planning Joint Advisory Committee, which includes representatives from the County Council, District Councils and other key stakeholders.
- 3.23 Across the county, the seven District Councils are at varying stages of either reviewing their Local Plans or producing new Local Development Frameworks (LDFs). These will guide the future spatial planning in Lincolnshire at the local level and it is important that the transport issues associated with new development are fully considered. Hence, the County Council is

keen to work with the District Councils in the development of their LDFs. For example, in Lincoln, the Council took part in a “Planning for Real” masterplanning exercise organised by the Prince’s Trust to assist the development of the City’s LDF.

Cross-Boundary Issues

- 3.24 Whilst the earlier paragraphs in this chapter outline the policy context at the county level, the issues around transport are not constrained by local authority boundaries and it is important that these cross-boundary issues are properly considered in the 2nd LTPs. Although Lincolnshire is bounded on one side by the North Sea, its large geographical size results in borders with some nine other local authorities, as well as two other government regions (Yorkshire/Humberside and East of England). Table 5 highlights some of the strategic cross-boundary issues that have been identified following discussions with adjacent authorities during the development of the 2nd LTPs.
- 3.25 In addition to the strategic issues identified in Table 5, contact will continue to be maintained during the 2nd LTP period on other more routine matters of joint interest, including:
- co-ordination of roadworks
 - duties under the Traffic Management Act 2004
 - cross-boundary bus services, including InterConnect and co-ordination of bus timetable changes under the Stability Code
 - Traveline, particularly data sharing
 - small scale traffic management issues, such as weight restrictions
 - development of Transport Asset Management Plans
- 3.26 Although the Trunk Road network in Lincolnshire is now vastly reduced following the detrunking carried out in 2002, discussions continue to be held with the Highways Agency. The County Council is fully supportive of the current schemes included in the Targeted Programme of Improvements which have an impact on the county, namely :
- A1 Peterborough to Blyth Grade Separated Junctions, and
 - A46 Newark – Widermerpool Improvement
- 3.27 Key issues that have been identified for further joint working with the Highways Agency during the 2nd LTP period include :
- the impact of the outcomes of the Lincoln Transport Study on the A46(T) and of the proposed study at Grantham on the A1(T)
 - co-ordination of duties under the Traffic Management Act 2004
 - influencing travel behaviour, including travel planning
 - regional prioritisation of major transport schemes
 - opportunities for joint procurement
 - continuing safety camera deployment and enforcement in line with the proposed changes for funding

3.28 Similar discussions have also been held with the (former) Strategic Rail Authority and, in future, will be held with Network Rail. Opportunities for working together with rail industry partners exist in the following areas :

- the further development of the national Community Rail pilot on the Grantham –Skegness ‘Poacher’ line, and the promotion of the whole service to Nottingham in conjunction with Nottinghamshire County Council
- closer co-ordination between rail and bus operations, particularly in rural areas, thereby contributing to improved accessibility
- improvements at stations to enhance access and improve personal safety

Table 5

Identified Strategic Cross-Boundary Issues

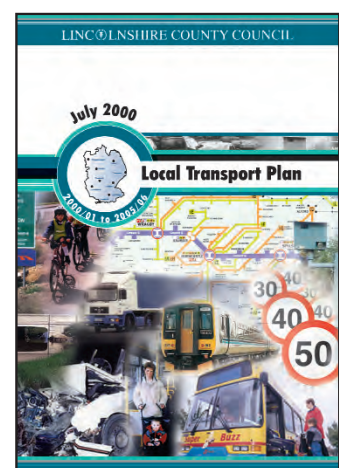
Authority	Issues	Action during 2nd LTP
Norfolk	<ul style="list-style-type: none"> • InterConnect bus service already operating between Spalding and Kings Lynn • No ongoing strategic issues identified 	
Cambridgeshire	<ul style="list-style-type: none"> • No strategic issues identified 	
Peterborough City	<ul style="list-style-type: none"> • Peterborough provides key services (e.g. employment, shopping and hospitals) to a large part of south Lincolnshire including Stamford, the Deepings, Bourne and Spalding. This is resulting in increasing pressure on A15 into Peterborough • Substantial planned expansion of Peterborough as part of the Government’s Growth Areas • Cross-boundary road safety issues • A1073 Spalding – Eye Improvement (provisionally accepted 1st LTP major scheme) 	<ul style="list-style-type: none"> • Consider possibility of joint study on A15 corridor • Co-ordinate and promote cross boundary bus services between Bourne, the Deepings and Peterborough • Promote rail services between Spalding and Peterborough • Consider the possible links/ extensions to Peterborough Green Wheel cycle network • Work together on employee travel plans which benefit both authorities • Investigate possibility of extending Red Routes into Peterborough where appropriate • Awaiting Secretary of State’s response to Regional Funding Allocation advice
Northamptonshire	<ul style="list-style-type: none"> • Some limited influence of Stamford on small villages in Northants, but no specific strategic issues identified due to limited length of boundary 	
Rutland	<ul style="list-style-type: none"> • No strategic issues identified 	
Leicestershire	<ul style="list-style-type: none"> • Leicestershire has developed a network of key inter-urban bus routes 	<ul style="list-style-type: none"> • Co-ordinate cross-boundary bus services with ‘key’ route network

Authority	Issues	Action during 2nd LTP
<i>Nottinghamshire</i>	<ul style="list-style-type: none"> • NW part of Lincolnshire has been identified as one of 3 accessibility priority areas for Lincolnshire. Consideration of the influence of Gainsborough on NE Nottinghamshire for key services. • Impact of Robin Hood Airport (former RAF Finningley) south of Doncaster 	<ul style="list-style-type: none"> • Work together through Local Accessibility Forum when set up. • Joint working through the Air Transport Forum to secure appropriate transport access
<i>North Lincolnshire</i>	<ul style="list-style-type: none"> • NW part of Lincolnshire has been identified as one of 3 accessibility priority areas for Lincolnshire. Influence of Scunthorpe on this area for key services, particularly health. • Growing pressure on A15 between Lincoln and M180, particularly safety issues. 	<ul style="list-style-type: none"> • Work together through Local Accessibility Forum when set up. • Implement InterConnect on the Lincoln – Gainsborough – Scunthorpe corridor. • Working in partnership on feasibility study to identify problems and opportunities for longer term proposals
<i>North East Lincolnshire</i>	<ul style="list-style-type: none"> • Grimsby provides key services to a large part of north-east Lincolnshire, with the Travel To Work Area extending into the county • Transport impacts (both road and rail) of proposed major expansion of the port of Immingham 	<ul style="list-style-type: none"> • Implement InterConnect on the Louth – Grimsby corridor • Close joint working and support (to include North Lincolnshire) on the development of improvements to key strategic routes (road and rail) to the benefit of all authorities

Chapter 4: Developing the 2nd Lincolnshire Local Transport Plan

Learning From the 1st Local Transport Plan

- 4.1 The 2nd Lincolnshire Local Transport Plan is not a totally new document since it has been developed from the experiences gained through the 1st Local Transport Plan. The 1st Plan was published in July 2000 and covered the period from 2001/02 through to 2005/06.
- 4.2 Many of the objectives identified in the 1st Local Transport Plan remain relevant for the 2nd Plan, in particular :
- supporting the local economy
 - improving access to services, and
 - reducing social exclusion
- 4.3 In general, considerable progress has been made in implementing the 1st Local Transport Plan. This is reflected in the Department for Transport's assessment of the 2005 Annual Progress Report as "Good", placing Lincolnshire in the top 25% of authorities nationally and securing additional reward funding for smaller scale Integrated Transport schemes.
- 4.5 Lessons learnt (both good and bad) through the 1st LTP have been used to develop the 2nd LTP as appropriate. Where ideas or strategies have been successful and well received by stakeholders and the public, then these have been developed further and carried through into the 2nd Plan. Where there have been shortcomings, then further thought has been given as to how best to address the issues during the 2nd Plan period.
- 4.6 Particular successes during the 1st LTP have included :
- the InterConnect primary bus services and the supporting CallConnect demand responsive services developed in partnership with local bus operators delivering improved access to services for rural communities (see paragraph 8.20)
 - increased bus patronage on town services through the new IntoTown town bus services introduced in Spalding and Sleaford (see paragraph 8.25)
 - the Staying Alive (road safety) strategy rolled out through the Lincolnshire Road Safety Partnership and helping to reduce road casualties across the county (see Chapter 9)
 - the Community Travel Zone initiative which has been well received by the public and other partners, and has provided numerous new facilities to encourage greater use of modes other than the car for shorter trips in urban areas (see paragraph 10.25)



Hence all of these continue to feature strongly in the 2nd Plan and further details can be found in the appropriate chapter.

4.7 Important lessons were learnt during the 1st LTP regarding the use of indicators and setting of targets. This is particularly so in respect of the levels of funding available and the likely impact on targets. Coupled with the move away from the Local Transport Plans being a system for bidding for funding (apart from major schemes), the experiences gained during the 1st LTP have resulted in a greater confidence when setting targets for the 2nd Plan, resulting in more realistic, but still challenging targets.

Consultation and Participation

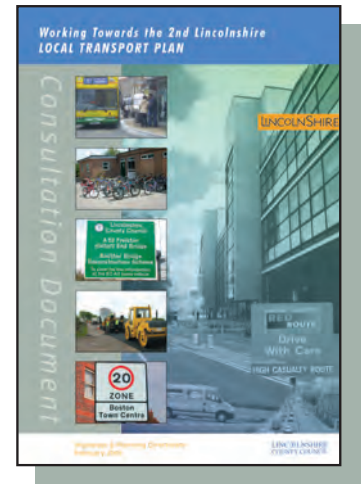
4.8 An important element of developing the 2nd Lincolnshire LTP has been engagement with interested parties throughout the process to allow them to contribute to and influence the Plan. This extensive involvement has covered a range of local Councils, Local Strategic Partnerships, transport stakeholders, interest groups and the public. However, the Council has also been aware of growing concerns over "consultation fatigue" amongst organisations and the public as a result of a seemingly never-ending series of consultations by various regional and local bodies (e.g. councils, health authorities, police authorities). Hence, a conscious decision was taken to limit consultation where possible and make good use of existing consultation carried out by others. In this respect, the earlier work of the 7 district-based Local Strategic Partnerships (which had involved various workshops, focus groups, roadshows and questionnaires to help in preparing their Community Strategies) provided a good source of up-to-date feedback of the public's local transport concerns, as highlighted in paragraph 3.4 and Table 4.

4.9 As well as the specific LTP events detailed below, the County Council has recently been reviewing its corporate vision, aims and objectives. This has involved considerable consultation (including public consultation through County News, pre-paid postcards, telephone surveys and the Council web-site) as highlighted in paragraph 3.7 earlier in this Plan.

4.10 Specific LTP consultation events have included :

- an early opportunity in February 2004 for all local authorities (district, town and parish) together with all organisations with an interest in transport to express their views as to the elements of the 1st LTP which have been particularly successful and those which had not, together with the key issues to be address in the 2nd Plan
- a seminar with District Council officers in April 2004 to outline to development of the 2nd LTP, in particular the key changes such as Accessibility Planning, together with the circulation of a short "Key Issues" consultation paper
- a questionnaire for the general public issued at the County Show in June 2004 asking the where their priorities for funding lay
- the circulation of an "Early Thoughts" consultation paper to the District Councils and Local Strategic Partnerships, followed by seminars in early July 2004 with Members and Officers of the District Councils, and the LSPs to discuss this further
- a seminar for the Council's own Members in September 2004
- a Key Stakeholders consultation document issued in November 2004 highlighting the longer term vision for transport in the county, the wider context for transport in Lincolnshire and the Lincolnshire Context for the Shared Priorities

- the consultation document “Working Towards the 2nd Lincolnshire Local Transport Plan” widely circulated in February 2005, including an article in “County News” delivered to every home in the county. This was accompanied by a Key Stakeholders seminar in late February 2005.
- similarly, the Provisional 2nd Local Transport Plan published in July 2005 was widely circulated and comments invited, as well as being available in libraries across the county and on the County Council website.



4.11 In addition to the above, there have also been various meetings with a range of organisations to discuss the development of the 2nd LTP. These have included :

- specific meetings with individual organisations such as the Lincolnshire Youth Parliament, the CPRE, Highways Agency and Strategic Rail Authority (now Network Rail)
- existing routine meetings at which the 2nd LTP has been discussed, for example, the Lincolnshire Bus Operators group and the Air Quality Liaison Group
- groups set up to develop specific elements of the 2nd LTP such as the Stakeholder Reference Groups supporting the transport studies in Lincoln, Boston and Grantham.
- meetings aimed specifically at the development of the Accessibility Strategy, ranging from the Lincolnshire Strategic Accessibility Partnership, whose role is to oversee the development at the county-wide strategic level and includes representatives from the Health Trusts, JobCentre Plus, Connexions and the Learning and Skills Council, through to meetings with end-users in the East Lindsey Priority Area, such as the Older Peoples Forum and Youth Groups.

4.12 The responses from the above consultation and participation events have influenced the 2nd Local Transport Plan in a variety of way and at a variety of levels. Not surprisingly, at times there have been conflicting views expressed and where this has occurred, then a balanced approach has been adopted where possible. Similarly, some suggestions have been unrealistic in terms of the funding available or required actions or changes in policy by organisations other than the County Council. Examples of the way in which consultation has influenced the development of the 2nd Plan include :

- at the corporate level, the results of the public consultation carried out as part of the development of new aims and objectives for the Council have confirmed that transport issues, and in particular road maintenance and bus services, are still highest on the list of countywide concerns for Lincolnshire’s residents. In recognition of this, the County Council has allocated additional funding from its own resources to these areas during 2006/07, demonstrating its commitment and giving further credence to the emphasis placed on the strategies and programmes within the 2nd LTP
- early discussions with the District Councils and Local Strategic Partnerships (together with the results of the consultation for the Community Strategies) helped to confirm, and in some cases identify, the transport issues across the county, as well as shaping the draft objectives and longer term vision for further consultation
- similarly, the early consultation provided feedback on those elements of the 1st LTP which had gone down well and would therefore be supported as part of the 2nd LTP

- more detailed discussions on specific strategies have helped shaped priorities for the 2nd Plan period. For example, the accessibility priority areas for the county were developed by the Lincolnshire Strategic Accessibility Partnership (see paragraph 8.15), whilst priorities for the expansion of InterConnect were developed in partnership with interested bus operators
- responses to the Consultation Document published in early 2005 were used in the development of the Provisional 2nd Plan. For example, as a result of comments received from local Motorcycling Groups, the emphasis placed on motorcycling within the Plan was strengthened. Similarly, comments received following the publication of the Provisional Plan have helped develop this Final Plan, with, for example, an additional objective relating specifically to improving air quality being added and increased emphasis on access to the countryside.

4.13 Consultation does not end with the publication of this Final 2nd Local Transport Plan. As implementation of the 2nd LTP continues, then further consultation will take place on the individual programmes and schemes, giving locals the opportunity to comment on specific ideas and proposals.

Strategic Environmental Assessment

4.14 A new requirement for the 2nd Local Transport Plans is the need to carry out Strategic Environmental Assessment (SEA) under the recent European Directive, as implemented in England by 'The Environmental Assessment of Plans and Programmes Regulations 2004'. SEA is the process by which plans and programmes are assessed at a strategic level in order to determine whether any significant impacts on the environment are likely to occur as a result.

4.15 The 2nd Lincolnshire LTP has therefore been subject to SEA during its development. The SEA process began in October 2004 and has influenced the content of the plan throughout its development through regular feedback and interactions between the LTP and SEA project teams, and a programme of internal and external consultations.

4.16 As required under the Regulations, a Scoping Report was completed in January 2005. Subsequently, a provisional Environment Report was published alongside the Provisional Plan in July 2005. A final Environmental Report has been prepared alongside this Final 2nd Local Transport Plan.

4.17 The key opportunities for external consultation have largely corresponded with the publication of these reports, where as the internal consultations have been ongoing in their preparation. Full details of how each stage of the SEA process has influenced the content of the 2nd Lincolnshire LTP is contained within the final Environmental Report and the accompanying SEA Statement (Appendix A).

Sharing Best Practice

4.18 To help develop and implement the Local Transport Plan, the Council is keen to improve its performance by learning from the experience of others. Similarly, it is happy to share its successful experiences with other authorities.

4.19 To learn from others, the Council uses a variety of means including :

- participation in various national and regional groups, in particular the Midland Service Improvement Group and its various topic-based sub-groups

- attendance at Centre of Excellence and Beacon Council conferences on relevant topics
- participation in and networking through professional bodies and associations (the Council is currently represented at high level on both the CSS and ATCO)
- informal discussion with and visits to other authorities
- technical papers/press

4.20 Specific example of where this has helped in the development of proposals include :

- development of the Poacher Community Rail Partnership, which has been informed and enhanced by visits to established community rail partnerships elsewhere in the country, and by attending event organised by the Association of Community Rail partnerships (ACoRP)
- the development of a regional Transport Asset Management standard through the Midlands Service Improvement Group, for easier development, and consistency among, of individual authority Plans
- participation in the CTC Midlands Region Cycle Benchmark Project

4.21 Two successful Lincolnshire initiatives continue to generate interest with other authorities :

- the award-winning InterConnect rural bus initiative and the associated CallConnect demand responsive services (see Chapter 8). Visits by Members and officers from other authorities and senior civil servants have been hosted. The report commissioned on the outcomes of the first InterConnect project has been widely disseminated and the findings presented at conferences in the UK and abroad.
- the Lincolnshire Road Safety Partnership (see Chapter 9) which continues to attract visits from other authorities and features in technical press. This year, the Partnership has been shortlisted for Beacon Status and a final decision is awaited. In addition, the Partnership was the subject of a presentation at the recent 2006 Safety Camera Partnership National Conference in Newport, South Wales.

4.22 In addition, Lincolnshire's framework approach for procuring highway construction projects has attracted interest from the Office of Government Commerce (OGC). The construction of the A16/A158 Partney Bypass, opened in August 2005, is being highlighted nationally in an OGC Case Study due to be published shortly. Working in partnership with Jacobs Babbie (design consultants) and May Gurney (framework contractors), the scheme was delivered 3 months ahead of contract, despite numerous issues with geology, ecology and archaeology.

Chapter 5: Problems and Opportunities

Background

5.1 Although transport is a means of achieving other objectives, it is an issue that affects everyone in many ways. Good transport is essential for a successful economy and social well being. Transport policies and programmes will be influenced by (and impact on) a wide range of policy frameworks across many organisations. Demand for the movement of people and goods continues to grow, putting increased stress on the existing transport networks. At the same time, there is rising concern about the impact of transport on the environment and the need to ensure that future growth takes place in a sustainable manner. It is against this background that the objectives and policies of the 2nd Local Transport Plans must be set.

5.2 Lincolnshire is a predominantly rural shire county covering some 5921 square kilometres (2286 square miles) or 5% of England. Its population is 673,500 (2004 mid-year estimate), but the county is sparsely populated at just 1.1 people per hectare, less than half the East Midlands average (2.7) and one-third the English average (3.8). In some parts of the county (East and West Lindsey) this falls to just 0.7 people per hectare, demonstrating the highly rural nature of the county. The largest urban area in the county is the city of Lincoln

with a population of 86,000 (excluding North Hykeham and adjacent villages), with the next largest settlements being Grantham (38,000) and Boston (37,100). The remaining market towns have populations less than 23,000 and one third of the county's population live in settlements of less than 3000. Lincoln is important regionally, having been identified as one of five Principal Urban Areas in the East Midlands.

5.3 As a consequence of the size of the county, the highway network is extensive totalling some 9018 kilometres (5605 miles) – the 5th longest of any English highway authority (see Table 6). Within this network there is no motorway and just 66km of dual carriageway of which the A1 and the recently upgraded A46

Figure 3

Population Density

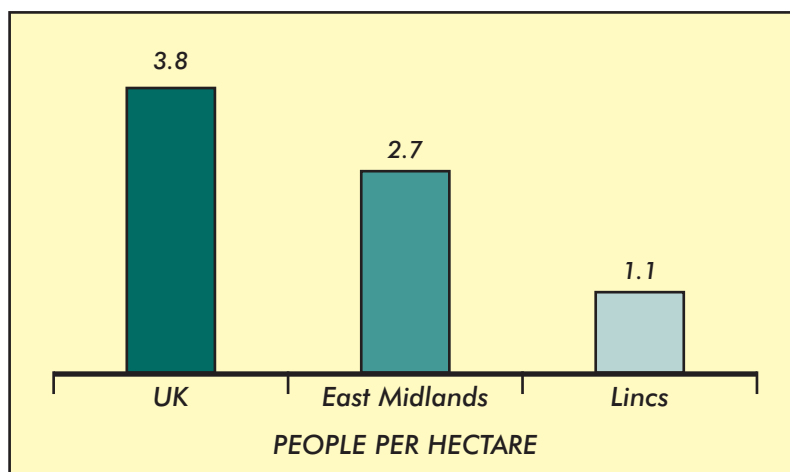


Table 6

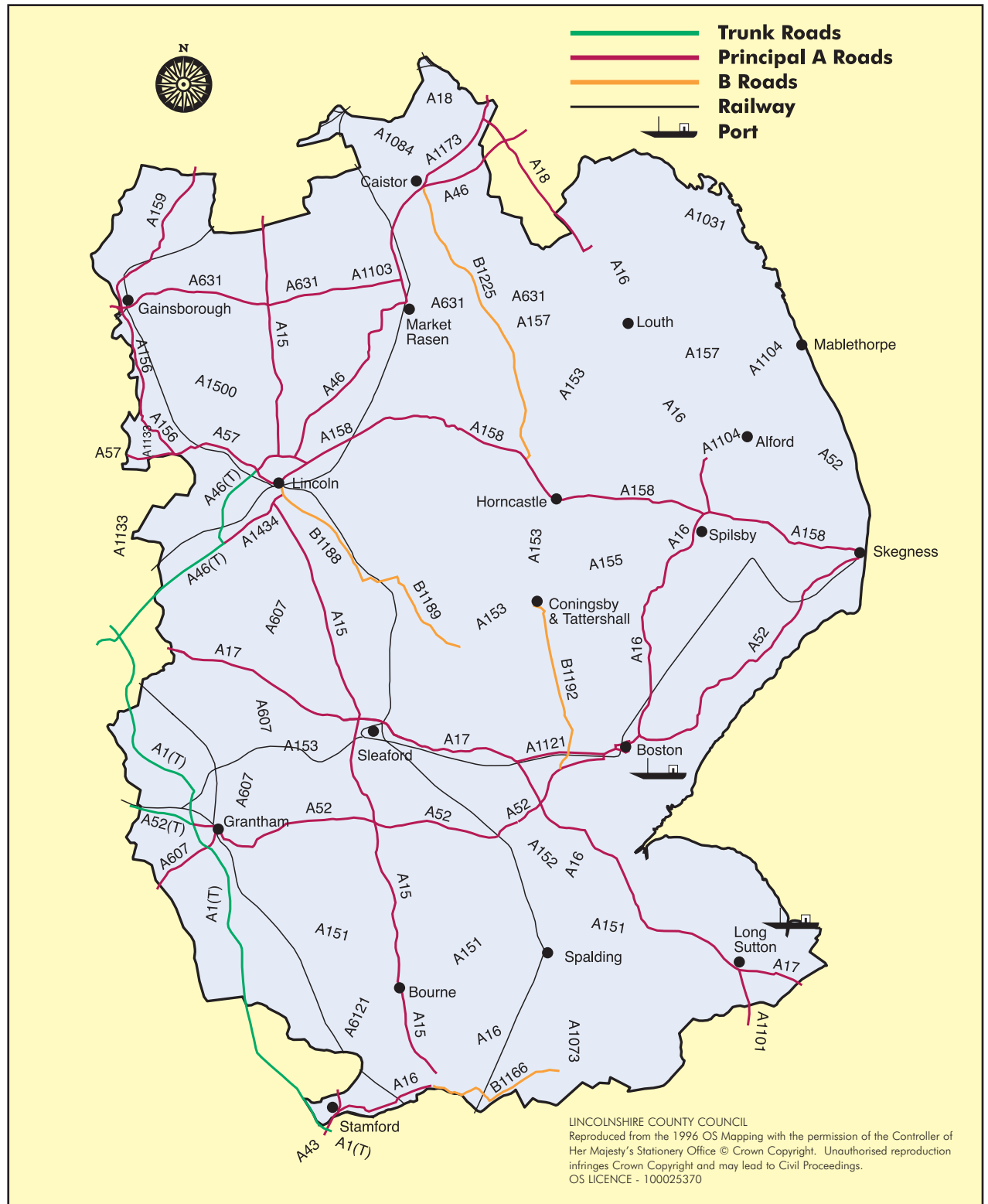
Network Length by Category of Road

Classification	Length (kilometres)	Length (miles)
Trunk Roads	58	36
Principal (A) Roads	1042	648
B Roads	786	489
C Roads	2916	1812
Unclassified Roads	4216	2620
Total	9018	5605

between Newark and Lincoln form the vast majority (48km). In recent years, the length of trunk road in the county has been dramatically reduced from some 311 km to just 58 km following the detrunking of the A15, A16, A17, A43, A46 (in part) and A57. Much of the network for which the County Council is responsible comprises narrow, tortuous roads and country lanes, with 80% being C class or unclassified roads. The majority of the Strategic Road Network (see Figure 4) falls well below current design standards with consequential low speeds and safety problems.

Figure 4

Strategic Road and Rail Network



- 5.4 Historically, bus services in Lincolnshire have been in decline. However, in recent years this trend has been reversed where investment has been targeted at improving the quality of services and infrastructure. This is best illustrated by the impact of the award winning rural InterConnect services on primary routes between the larger towns, supported by demand responsive CallConnect services linking in at key hubs on these routes. In some of the larger urban areas, voluntary Quality Bus Partnerships have been established and in others, new IntoTown town services are being introduced.
- 5.5 The rail network in Lincolnshire totals just 207 miles - only Grantham lies on the inter-city network and of the 22 defined towns in the Structure Plan just 9 have a rail link. Little rail freight originates within the county with the main uses being the Port of Boston moving imported steel to the West Midlands, oil from Reepham and scrap metal from Lincoln. The Grantham to Skegness line has recently been identified as a Community Rail line and is one of six national pilots for trialing the concept. This should provide opportunities for developing this important service.
- 5.6 The ports of Boston and Sutton Bridge face continental Europe and handle some 940,000 and 745,000 tonnes per year respectively. The ports of Immingham and Grimsby also serve parts of the Midlands and are commercial traffic generators that have an impact on Lincolnshire's transport networks. There are no major airports within the county, although Humberside International Airport lies on the northern border and the new Robin Hood International Airport (based at the former RAF Finningley) lies some 12 miles north-west of Gainsborough. Flights from the latter commenced in late April 2005.

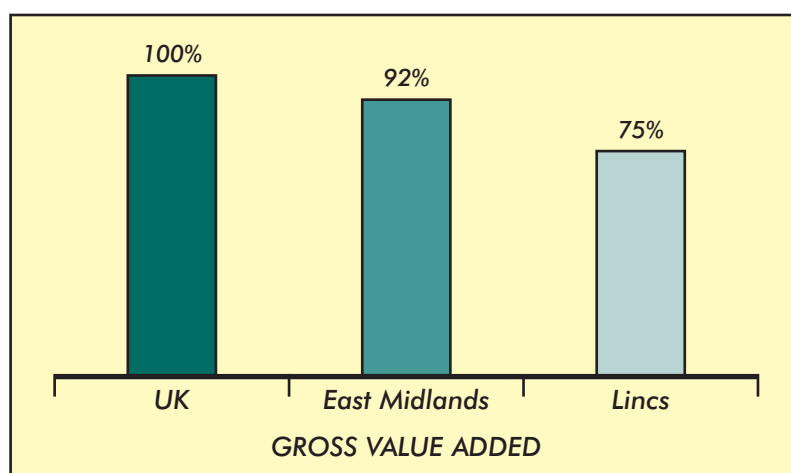
Supporting the Lincolnshire Economy

- 5.7 A key objective of the 2nd LTP is to support the economic aspirations of the county. Although unemployment in Lincolnshire is relatively low (1.8% in March 2005 compared with 2.1% for the East Midlands and 2.4% nationally) and the work force is growing, many of the jobs are low skill and consequently low paid. In addition, there are some areas in the county where unemployment is a particular problem, for example around Gainsborough where current unemployment rates are over 3% and in the Skegness/Mablethorpe area where the seasonal nature of much of the work also results in unemployment rates of over 3% during the winter months.

- 5.8 Economically, Lincolnshire is under-performing in comparison with the other East Midlands authorities. The average weekly wage in Lincolnshire is £397 (2003), well below the regional average of £423 and national average of £483, and the 2nd lowest of any county in England. Consequently, the wealth generated by the county (as measured by the Gross Value Added or GVA) is the lowest in the East Midlands at just 75% of the national average, having fallen from 87% in 1995 (see Figure 5). In

Figure 5

Comparison of Gross Value Added



fact, half of the 2% drop in the East Midlands GVA over the same period is accounted for by this 12% reduction in the Lincolnshire GVA. This widening gap between the economic performance of Lincolnshire and other East Midlands authorities is particularly worrying.

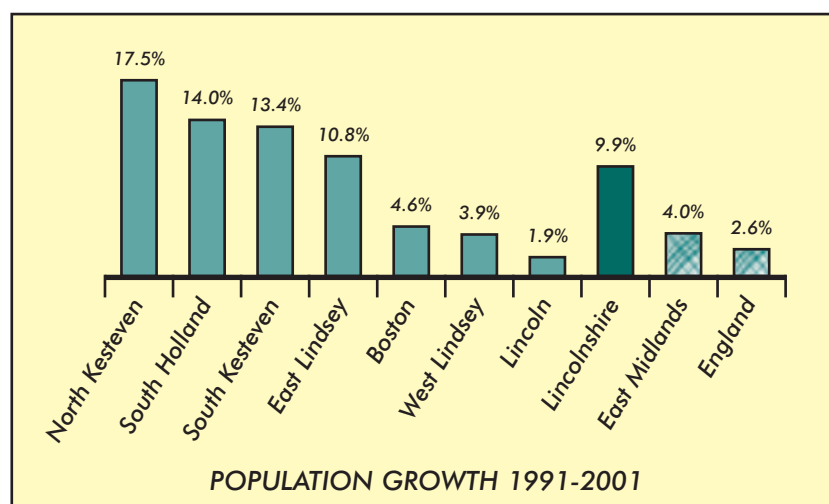
- 5.9 Lincolnshire has a fragile economy. The traditional Lincolnshire industries of food, agriculture and manufacturing are under increasing pressure as they compete in both national and global markets. Similarly, Lincolnshire's East Coast tourist resorts are facing increasing international competition brought about by the growth of budget airlines and cheap flights. There is little by way of new and technology-based industry emerging in the county. The most significant sign of an upturn in these fortunes is centred on the City of Lincoln, stimulated by major new investments such as the University of Lincoln and the A46 Lincoln-Newark Dualling. Improved transport links, both within the county and regionally, have an important role to play if the economy of Lincolnshire is to grow.
- 5.10 The East Midlands has set a target to become one of the Top 20 regions in Europe by 2010. At present, Lincolnshire's economic performance is threatening this aspiration and growing Lincolnshire's economy will be critical to achieving this target. Both the Regional Economic Strategy and the Lincolnshire Economic Strategy (published by Lincolnshire Enterprise) recognise the importance that transport and improved communications have to play in growing Lincolnshire's economy, whether by improving the movement of goods across the county to assist the just-in-time deliveries required by the food producing industries or through improved bus services to give better access to job for employees.
- 5.11 Not surprisingly, issues around the need to support the economy have been raised regularly during consultation, particular by groups such as the Chambers of Trade and Commerce, and those representing the haulage industry and the Lincolnshire ports. Many have lobbied for major improvements to the road network, including bypasses and dualling schemes. However, these have to be considered in the light of likely available funding over the 2nd LTP period. Chapter 17 highlights proposals where one of the aims is to support the Lincolnshire economy.

Population and Housing Growth

5.12 Between 1991 and 2001, Lincolnshire's population grew by 9.9%, almost 4 times the English average of 2.6%. North Kesteven (17.5% between 1991 and 2001), South Holland (14.0%) and South Kesteven (13.4%) are all in the top 10 fastest growing districts in England and Wales (see Figure 6). Over the same period, the number of households in the county grew by 16%. The growth in population continues, with an increase of 4.2% between 2001 and 2004, again substantially higher than the regional and national growth.

Figure 6

Population Growth 1991 - 2001



5.13 The population growth within the county is entirely due to net inward migration (more people moving into the county than out) as the number of deaths in Lincolnshire currently outweighs the number of births, a trend which has become more pronounced in recent years. Closer analysis of the data shows in-migration of older people and those of working age who are not in employment, presumably attracted by relatively low property prices and perceived higher

quality of life in the rural environment. As a result, there has been a higher than average increase in the older age groups, with 18.8% of the county's population aged 65 or over, compared to the national and regional averages of 15.9% and 16.1% respectively. East Lindsey (22.2%) and South Holland (21.7%) rank in the top 5% of District Councils nationally. By contrast, the number of young people in the county has fallen, attracted out of the county by quality employment opportunities and higher education. The proportion of young people in the county between the ages of 15 and 24 is 10.8% compared with 12.1% in the East Midlands and 12.2% nationally. A more recent change has been the arrival of relatively large numbers of migrants from the European Union, attracted by the employment opportunities offered by the agriculture and food processing industries, particularly in the south-east of the county.

- 5.14 Looking to the future, the Lincolnshire deposit draft Structure Plan seeks to provide a further 55,000 houses between 2001 and 2021, representing a further 19% increase. This figure is based on the requirements of the current Regional Planning Guidance RSS8 published in March 2005. As indicated earlier, the housing allocations within the Regional Plan are currently under review and the early indications are that the total allocation for Lincolnshire is likely to increase as a result.



- 5.15 The most recent projections suggest that Lincolnshire's population could rise to 827,200 by 2028, an increase of 161,900 (24%) over 2003 levels. By this time, the proportion of the local population aged 65 or over will have risen to 28.9% (from 18.8% in 2003).
- 5.16 Regional and local planning policy will seek to direct the majority of this proposed development to the larger urban areas in the county, where services are focussed and public transport is generally more available. Inevitably this increased population growth will result in higher demand for travel across the county, with more car owners and increasing number of elderly people seeking to access services. The challenge will be to try and ensure that the resulting development is as sustainable as possible. In this respect, the County Council will look to ensure that appropriate contributions are secured from developers for improved transport infrastructure and services.

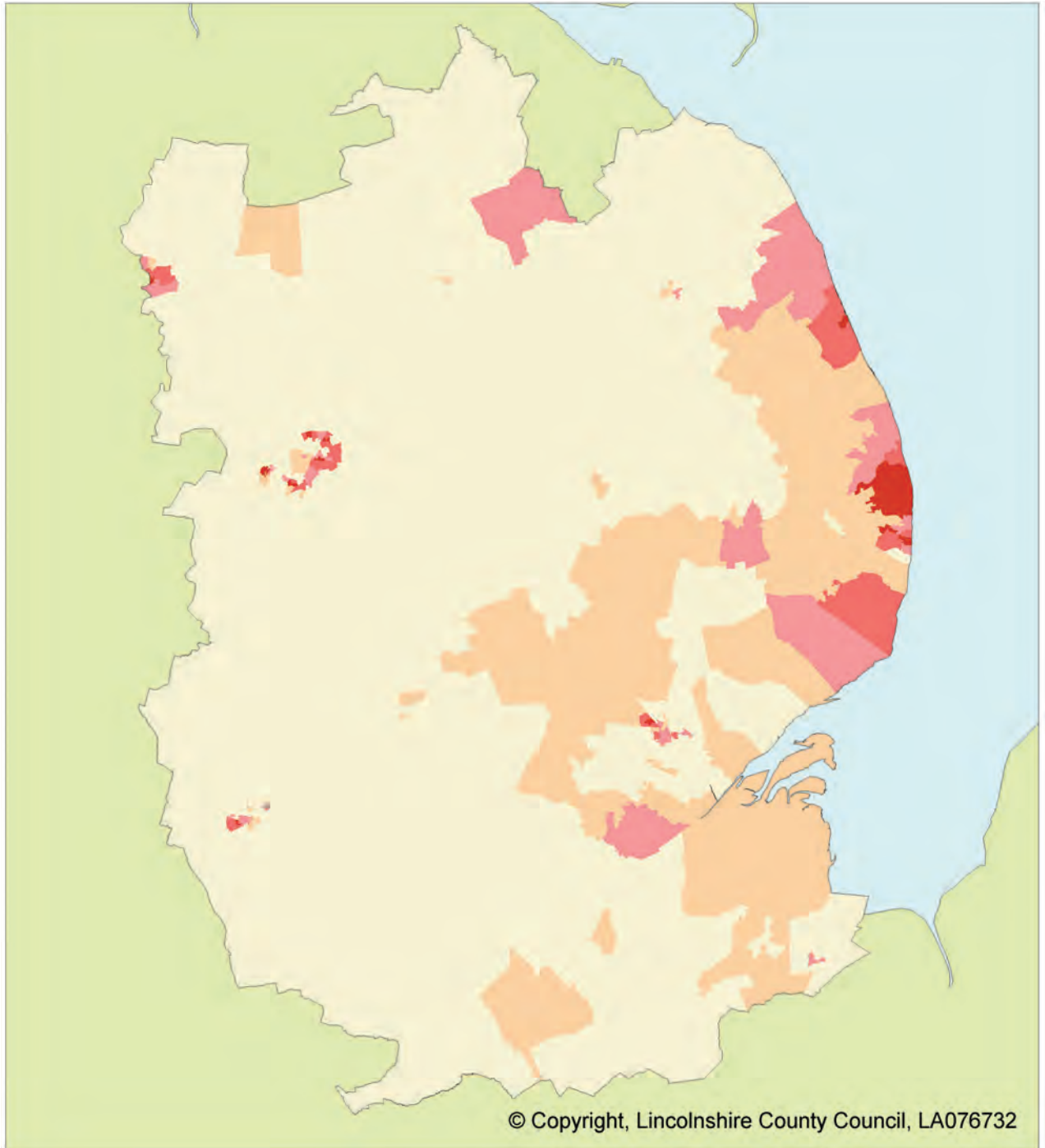
Social Exclusion and Deprivation

- 5.17 Many parts of Lincolnshire suffer some degree of deprivation. In the deeply rural parts of the county, social exclusion remains a problem, particularly access to important services such as health facilities, shopping and employment opportunities. This has been compounded in the recent past by the gradual loss or centralisation of many of these facilities (e.g. village shops, post offices, health facilities). The problem is most acute within East Lindsey. However, as Figure 7 shows, this is not just a rural problem. In the urban areas, particularly Lincoln, Grantham, Boston and Gainsborough, there are also pockets of deprivation. Both Lincoln and East Lindsey rank among the top 100 most deprived district authorities in England, with Lincoln receiving support through the government's Neighbourhood Renewal Fund.
- 5.18 Improvements to the transport system have a key role to play in helping to improve access to services across the county. The focus for this in the 2nd LTP period comes from the new "accessibility planning" requirement as promoted by the Social Exclusion Unit's report "Making the Connections". To assist authorities in carrying this out, DfT have released a new computer package called **ACCESSION**. This assists in identifying areas where access to key services is poor. Figure 8 shows an **ACCESSION** assessment of access to supermarkets and local service

centres across Lincolnshire. The issues and proposals relating to accessibility are discussed more fully in Chapter 8 and a copy of the full Accessibility Strategy accompanies the submitted 2nd LTP.

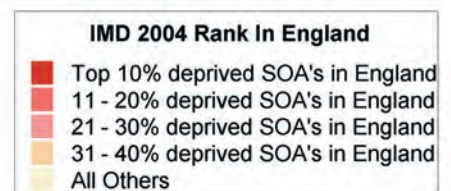
Figure 7

Index of Multiple Deprivation 2004

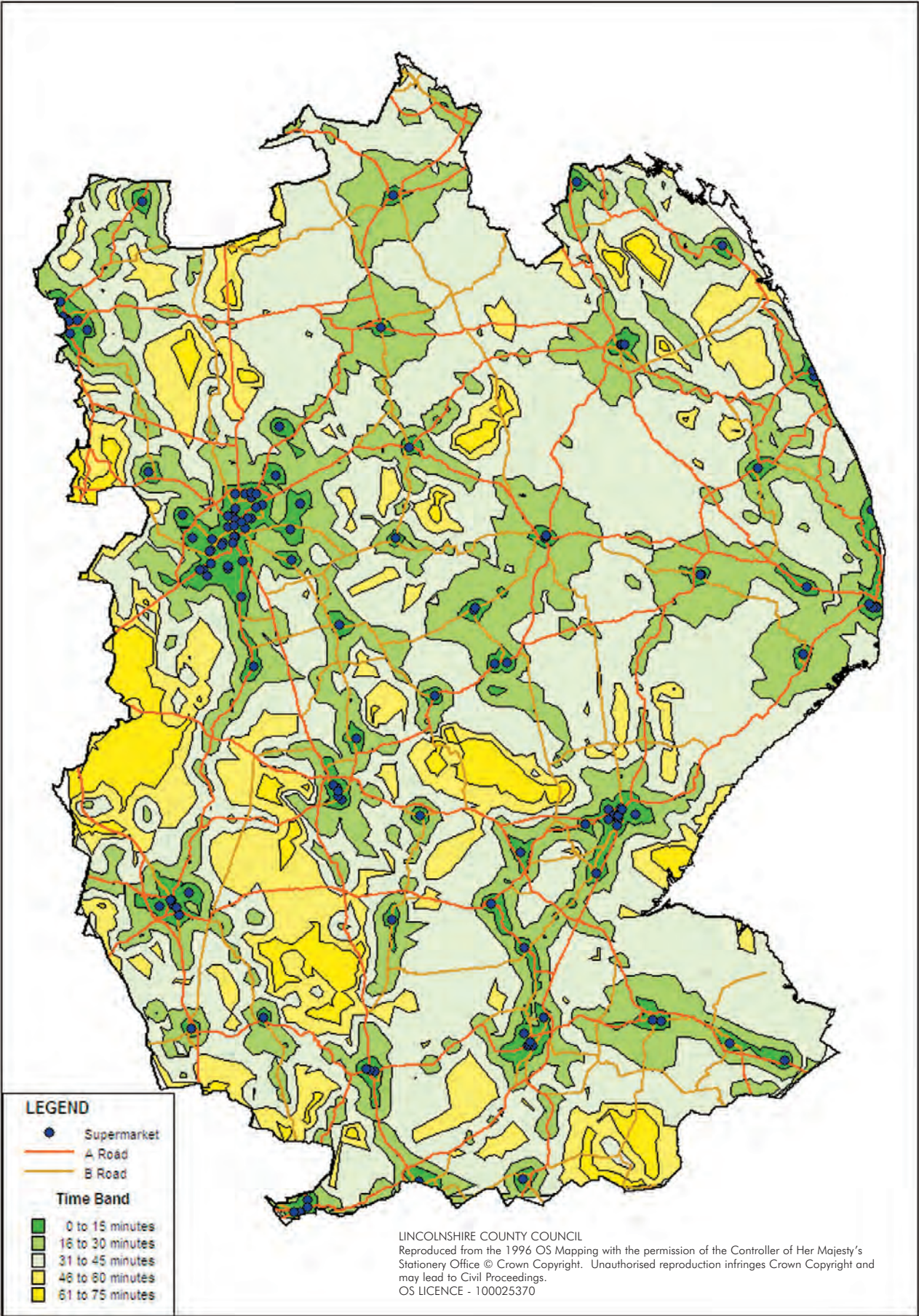


LINCOLNSHIRE COUNTY COUNCIL

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ACCESSION – Access to Supermarkets and Service Centres

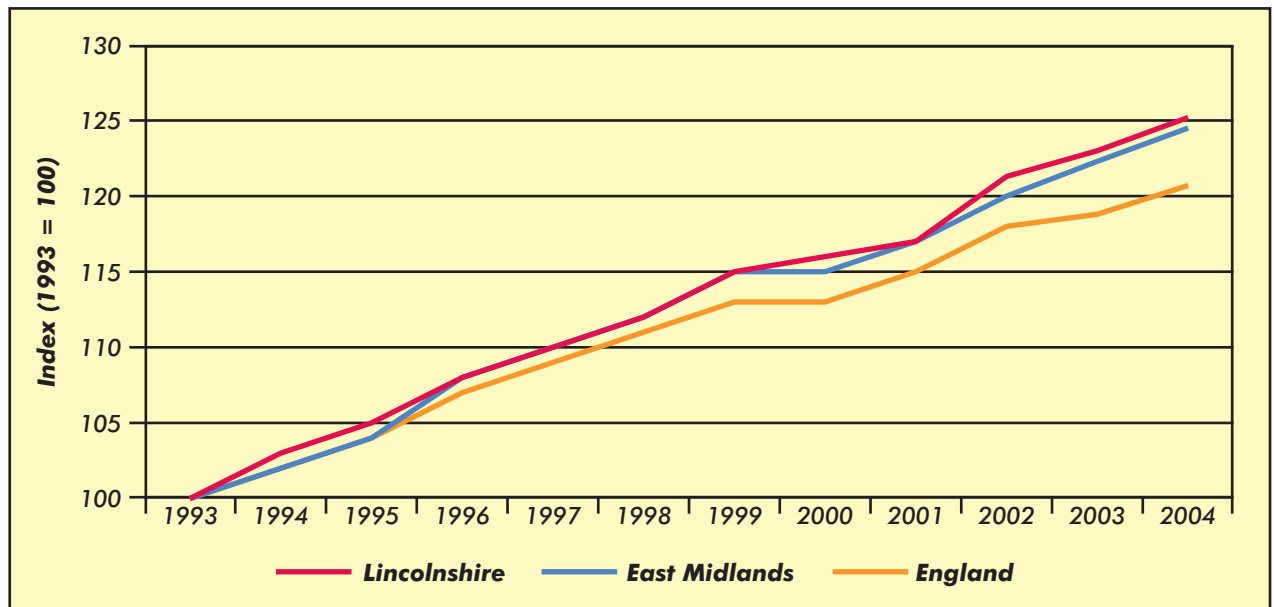


Traffic Growth

- 5.19 In recent years, traffic growth in Lincolnshire has exceeded that both regionally and nationally. Figure 9 shows growth on all roads since 1993 based on DfT statistics (latest available data is for 2004). This shows an increase between 1993 and 2004 of 25.2% in Lincolnshire, slightly higher than the regional growth of 24.5% and substantially higher than that recorded for England of 20.7%.

Figure 9

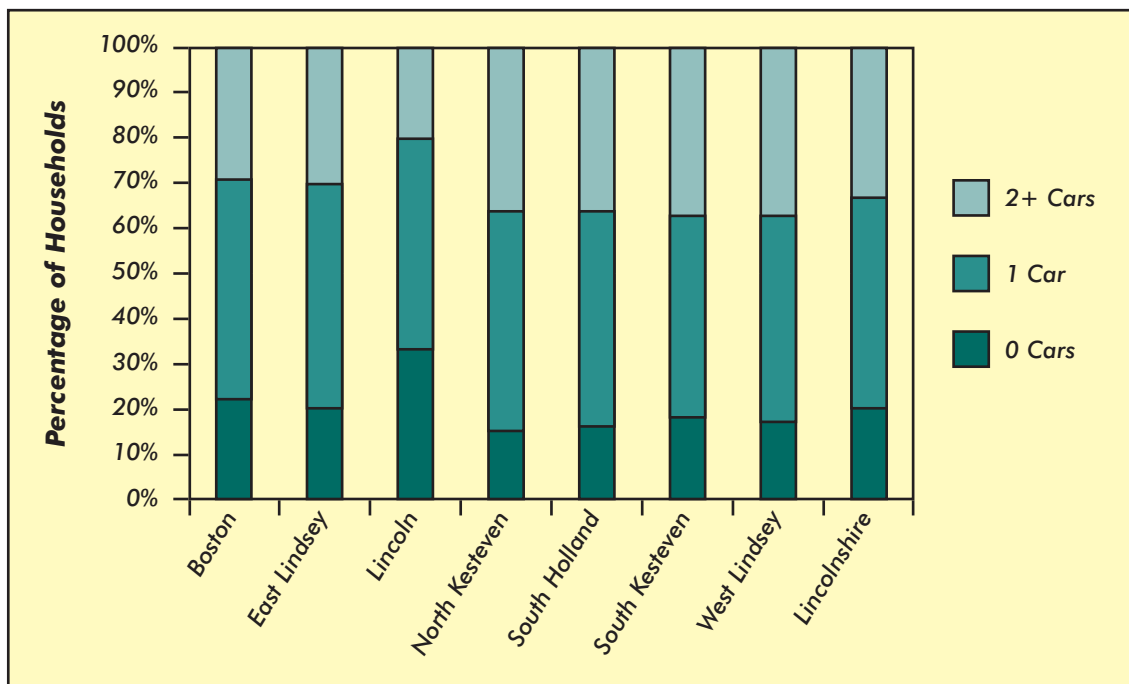
Recent Traffic Growth



Car Ownership

- 5.20 Car ownership in Lincolnshire is relatively high with 80% of households owning a car (2001 Census). This compares with 75% for the East Midlands and 73% nationally. Bearing in mind the low average wages in the county discussed in paragraph 5.8, this higher than average ownership is more likely to be related to the need to own a car due to the lack of alternative modes of travel particularly in the rural parts of the county, rather than being a sign of affluence. There are also issues arising for rural households with a single car when it is used by the main wage earner to travel to work, leaving others in the household reliant upon public transport, which, although improving, can be limited in some areas. There is evidence that the introduction on InterConnect, and particularly the demand responsive CallConnect services, is reducing the reliance on cars in rural areas (see Chapter 8).
- 5.21 Figure 10 shows car ownership levels by district. This shows a wide variation across the county with 33% of households in Lincoln having no access to a car, compared with 15% and 16% in North Kesteven and South Holland respectively.

Car Ownership by District



Travel to Work

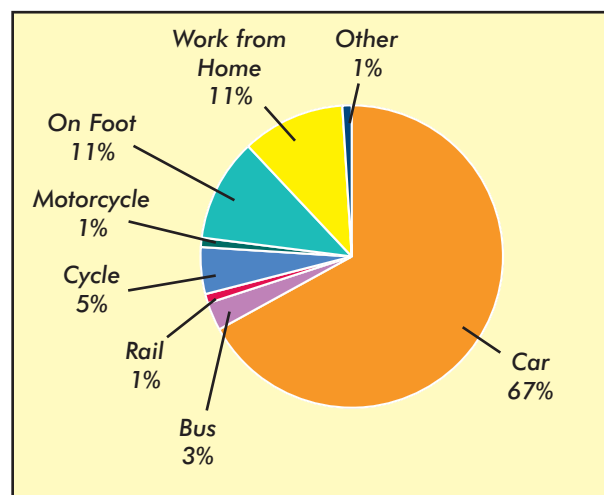
5.22 Not surprisingly, given the rural nature of the county and the limited public transport system, the car is still the dominant mode of travelling to work in the county, either as a driver or passenger, as shown in Figure 11. The proportion using the car (66.8%) is similar to that for the East Midlands (67.3%) but substantially higher than the national proportion of 61.5%.

5.23 The use of buses to get to work in the county (3.3%) is lower than both the regional (7.0%) and national (7.4%) figures. Conversely, more people cycle to work in Lincolnshire (5.4%) than in the region (3.3%) or nationally (2.8%). In fact, four of Lincolnshire's seven District Councils (Boston, Lincoln, South Holland and North Kesteven) rank in the top 25 district/unitary authorities in terms of cycling to work, with Boston placed highest with 11.1%.

5.24 The average distance travelled to work in Lincolnshire is 15.6km (9.7 miles), compared to a regional average of 13.2km (8.2 miles) and a national average of 13.3km (8.3 miles). This again emphasises the rural nature of the county with many people having to travel to larger employment centres for work.

Figure 11

Mode of Travel to Work in Lincolnshire (2001 Census)

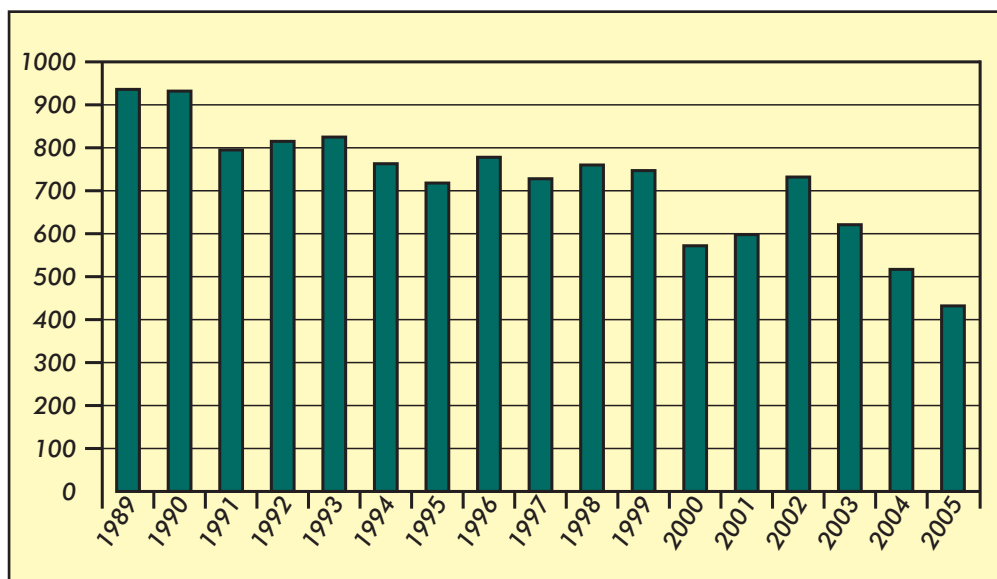


Road Safety

- 5.25 Historically, Lincolnshire's road safety record has been poor in comparison with other similar authorities and there has been concern about the number of people killed and seriously injured on the county's roads. Following a Best Value Review of the service, the multi-agency Lincolnshire Road Safety Partnership was formed in June 2000 bringing together the County Council, Lincolnshire Police, the NHS Trust, Highways Agency, Lincolnshire Fire and Rescue and Lincolnshire Probation Service.
- 5.26 In recent years, good progress has been made in tackling the problem as shown in Figure 12 below. The number of people killed or seriously injured on the county's roads during 2005 is the lowest on record.

Figure 12

Killed and Seriously Injured Casualties in Lincolnshire



- 5.27 Further analysis of the road safety issues and opportunities in Lincolnshire are included in Chapter 9, which also outlines the initiatives to be taken forward during the 2nd LTP period to further build on the good progress already made.

Highway Maintenance

- 5.28 Not surprisingly, given the size of the county, the County Council manages one of the largest highways assets in the country. This includes :
- 9,018 km of carriageway
 - 3,300 km of footway/cycleway
 - 4,000 km of drainage network
 - 1,464 bridges and 1,946 culverts, 131 footbridges and other structures
 - 57,000 street lighting columns and 10,000 illuminated signs
 - 141 traffic signal junction and 125 signalised pedestrian crossing facilities
 - 4,000 km of Public Rights of Way
 - 3,000km of priority winter maintenance network

- 5.29 Managing a network of this scale requires a considerable amount of resources. During 2004/05, the total expenditure for such work was some £47.1m from a combination of capital and revenue funding.
- 5.30 As highlighted in Chapter 4 earlier in this document, the condition of the road network has consistently been ranked by the public as their greatest concern when asked about services provided by the County Council.
- 5.31 A key opportunity to improve the management of the highway network during 2nd LTP period is the development of the Transport Asset Management Plan, which all authorities are required to produce. Further detail on progress can be found in Chapter 16, along with information on the approach to be taken to improving the condition of the network during the 2nd LTP period.

Environmental Issues

- 5.32 Transport has both a positive and negative impact on the environment and quality of life. New roads and infrastructure can have an impact on the local environment, whilst encouraging greater use of buses, walking or cycling can help reduce harmful emissions. Some of the key environmental issues for the 2nd LTP period include :
- improving air quality. Air Quality Management Areas have been declared in Lincoln, Boston and Grantham and, in partnership with the District Councils, the authority is looking to reduce emissions from road transport during the 2nd LTP period. This is explained further in Chapter 14
 - reducing the impact of traffic on the environment by encouraging the use of modes of travel other than the car, or by removing vehicles from communities
 - sensitive design of schemes to reduce the impact on the local environment. This is particularly important in locations such conservation areas and the Wolds Area of Outstanding Natural Beauty.
- 5.33 Many of these issues are discussed in more detail in Chapter 15. In addition, a Strategic Environmental Assessment has been carried as required under European and national legislation. This is discussed further in Chapter 4.

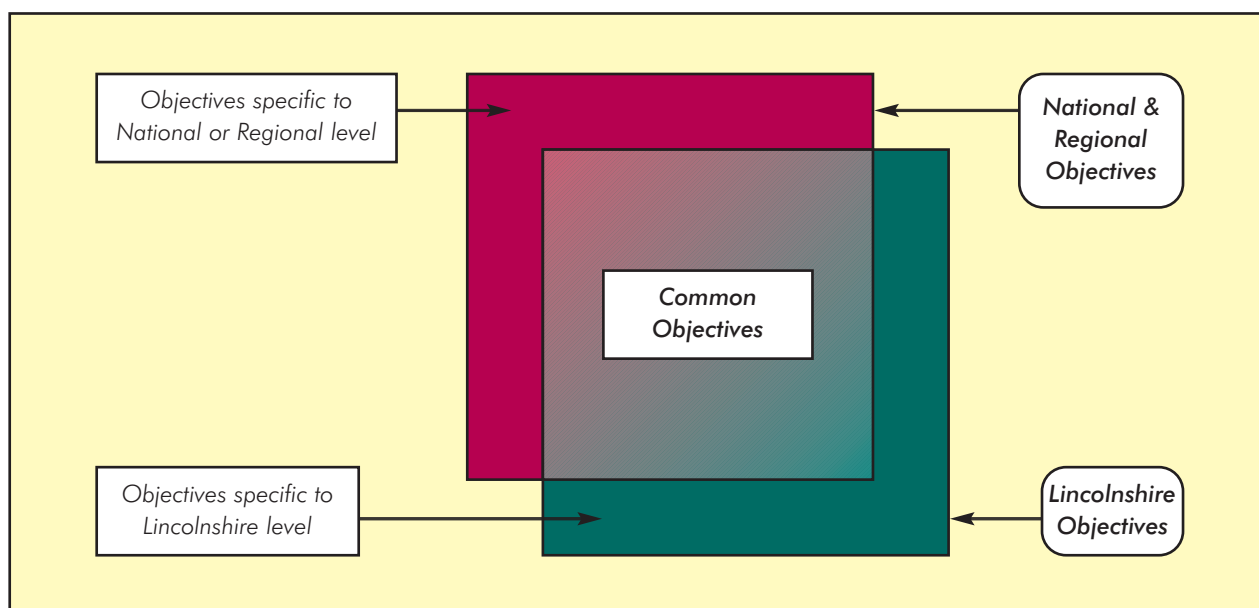
Chapter 6: A Longer Term Vision for Transport in Lincolnshire

The Need for a Longer Term Vision

- 6.1 The 2nd Lincolnshire Local Transport Plan is set in the context of the longer term aspirations for transport in the county, linked to county-wide economic, social and environmental aspirations as highlighted in Chapter 3 and set out in documents such as :
- the revised Structure Plan
 - the Community Strategies
 - the emerging Local Development Frameworks.
- 6.2 Similarly, the longer term vision for transport in Lincolnshire will also need to take into account other longer term aspirations at the national and regional level as outlined in Chapter 2. These include the aims and objectives set out in the Government's Transport White Paper "The Future of Transport : A network for 2030" and the Regional Spatial Strategy for the East Midlands (RSS8). The latter currently covers the period through to 2021, but is in the process of being reviewed to cover the period through to 2026.
- 6.3 However, whilst this 2nd Lincolnshire LTP has been prepared taking into account the need to encompass national and regional objectives, it must also be recognised that there are some elements of the national and regional agenda that are not appropriate in the context of Lincolnshire's transport problems (for example, widespread demand management) and similarly there are some local issues (particularly those associated with managing transport in a rural county the size of Lincolnshire) that are specific or even unique to the County. Figure 13 below illustrates this.

Figure 13

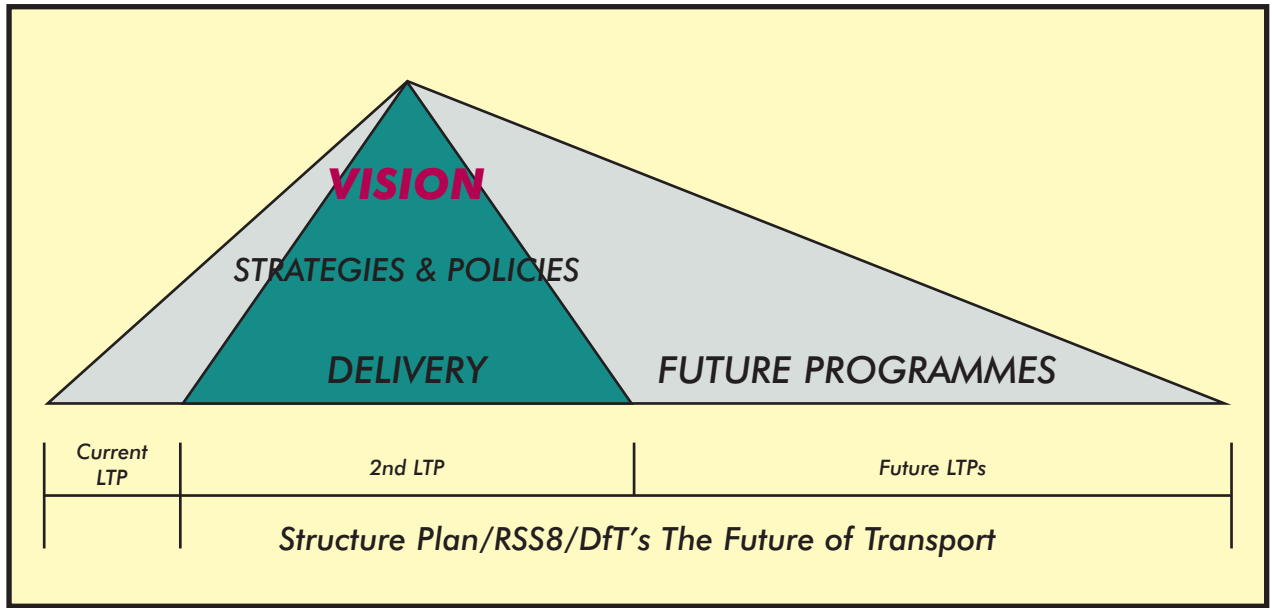
Relationships of Objectives



6.4 Whilst the focus for the 2nd LTP is very much on the period 2006/07 to 2010/2011, with overall strategies translated into a 5-year programme and associated targets and objectives, it will also need to encompass some of the planning for the next couple of decades, in particular the work required for the delivery of some longer term projects after 2011(see Figure 14). Major transport projects can take many years to deliver, with a major road building scheme typically taking 7 years or more from conception to opening. Also, bringing a transport system back to a well maintained state after many years of under-funding will take several years, even assuming the resources to achieve this are available. In addition, the 2nd LTP and the longer term vision must also be realistic in terms of the likely level of funding available for transport and the time it takes to deliver specific outcomes.

Figure 14

Longer Term Planning



Lincolnshire's Transport System in 2030

6.5 Naturally, there are a number of factors that will affect the future of transport in Lincolnshire over the next 25 years and will therefore impact on the vision. Many of these have already been highlighted in earlier chapters, particularly Chapter 5, and Table 7 below highlights some of the key issues.

Table 7

Longer Term Influences on Transport

Issue	Impacts
A growing economy	Lincolnshire's economy is one of the weakest in the country. If the East Midland's objective of being in the top 20 regions of Europe is to be realised, the County's economy must grow at a faster rate than that for the region or nation. This can only be fuelled by better transport infrastructure but this in turn will bring new transport pressures.

Issue	Impacts
<i>More demand for housing</i>	<i>There is presently suppressed demand that will be released during the next 25 years. Each new house tends to generate up to 10 trips each day.</i>
<i>A growing number of drivers</i>	<i>This will occur because of increased prosperity and a growth in populations. A generation of female drivers is replacing a generation of women who did not drive.</i>
<i>The “new old”</i>	<i>The population age distribution is changing. There are likely to be two significant effects: more drivers because people are driving for longer (particularly a new generation of women drivers); there will also be an access demand from elderly non-drivers. This latter issue has been highlighted in the recent Social Exclusion Unit Report “A Sure Start to later Life : Ending Inequalities for Older People”.</i>
<i>Increasing life expectancy means that there will be more elderly people with need to access services possibly without the ability to use their own private cars</i>	<i>Elderly people are more vulnerable when involved in road collisions; there will be pressure for mobility to gain access to services.</i>
<i>Focus on the needs of children and young people</i>	<i>In part driven by the forthcoming Children’s Act but also recognising that today’s young will grow up in a different society and with different expectations to the present generations.</i>
<i>Environmental concerns about global warming and encroachment of built environment on natural environment</i>	<i>Lincolnshire’s economic performance is critical to its future but this needs to be weighed equally in terms of the potential impact on the County’s environment.</i>
<i>Lincolnshire’s diversity – some larger urban centres in a predominately rural landscape leads to complex spatial planning issues</i>	<i>It will be necessary to “rural-proof” the LTP and explain to Government why some standard solutions for larger metropolitan areas may not be applicable in Lincolnshire.</i>
<i>Employee mobility</i>	<i>There is an increasing tendency for people to remain living in one place and commuting longer distances. Additionally, parts of Lincolnshire need economic migrants to support traditional agricultural industries.</i>

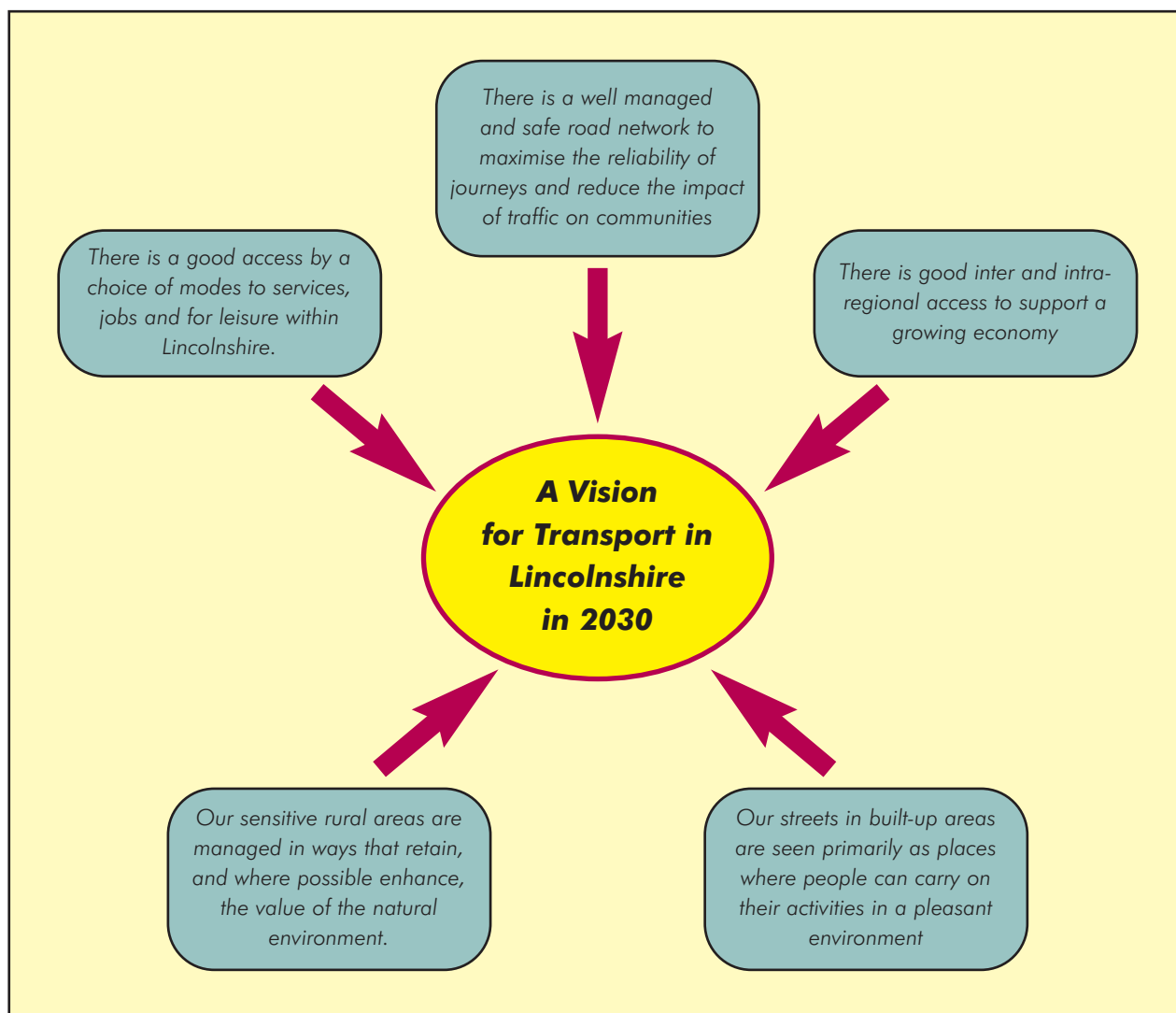
6.6 Taking the above into account, a longer term vision for transport in Lincolnshire in 2030 has been developed as shown in Figure 15. This has been influenced by discussions with key stakeholders and received strong support during the consultation held in Spring 2005.

Transport Objectives for the 2nd Local Transport Plan

6.7 To help achieve the longer-term vision for transport set out above, a set of overarching transport objectives has been adopted the following transport objectives for the 2nd Local Transport Plan as shown below. Again these have been developed in consultation with stakeholders, other organisations and the public.

- to assist the sustainable economic growth of Lincolnshire, and the East Midlands region, through improvements to the transport network
- to increase public transport usage by improving :
 - the quality of vehicles and infrastructure
 - the reliability, frequency and journey time of services; and
 - bus/rail integration

A Longer Term Vision for Transport in Lincolnshire



- to improve access to key services by widening travel choices, especially for those without access to a car
- to make travel for all modes safer and, in particular, reduce the number and severity of road casualties
- to remove unnecessary HGVs from affected communities through :
 - appropriate traffic management measures
 - highway improvements; and
 - encouraging the use of alternative modes of transport
- to maintain the transport system to standards which allow safe and efficient movement of people and goods
- to protect and enhance the built and natural environment of the county by reducing the adverse impacts of traffic
- to improve the quality of public spaces for residents, workers and visitors by creating a safe, attractive and accessible environment
- to enhance air quality, particularly within declared Air Quality Management Areas

Chapter 7: The Shared Priorities

Background

- 7.1 In recognition of the fact that delivering better public service across the country relies on central and local government working together, in July 2002 the Government and the Local Government Association agreed a set of shared priorities for local government. These shared priorities cover a wide range of services, including sustainable communities, education, the economy, the environment and transport and they provide a focus for the efforts of Government and Councils for delivering improved public services.
- 7.2 The shared priority for transport covers four key areas :
- **delivering accessibility** – providing enhanced access to places of work, learning, health care, shopping and other opportunities to improve people’s quality of life and reduce social exclusion
 - **safer roads** – supporting the aim of reducing casualties on the country’s roads as outlined in the national road safety strategy “Tomorrow’s Roads – Safer for Everyone”
 - **tackling congestion** – recognising that in the larger towns and cities across the country, congestion is having (or will have if allowed to grow unchecked) a detrimental effect on the local economy and quality of life
 - **better air quality** – improving air quality by lowering the levels of pollution generated by road traffic, thereby reducing the effects on human health and improving quality of life.

Incorporating the Shared Priorities into the 2nd Local Transport Plan

- 7.3 In writing their 2nd LTPs, the Department for Transport requires local authorities to demonstrate the benefit of their programmes and policies in sections which reflect objectives for each of the four shared priorities set out above, rather than in separate modal sections e.g. walking, cycling, public transport).
- 7.4 In addition to the 4 shared priorities, there are other key priorities which the DfT Guidance requires the 2nd LTP to cover, in particular :
- **other quality of life issues** – including quality of public spaces, better streetscapes, landscape and biodiversity, personal safety and crime, healthy communities, noise and climate change
 - **asset management** – maintaining the transport network, and in particular, the development of Transport Asset Management Plans
 - **economy and regeneration** – the importance of transport to the local economy and to stimulating regeneration
- 7.5 Accordingly, the following chapters of this document set out Lincolnshire’s policies and strategies to address these priorities during the 2nd LTP period.

Chapter 8: Delivering Accessibility

Background

- 8.1 Improving accessibility to jobs and services is important for promoting social inclusion, economic regeneration and welfare to work, reducing health inequalities, and improving participation and attendance in education and training. The ease with which people are able to access jobs and services is determined by where they live, the location of employment and services they wish to access, and their ability and means to reach them. In addition, access to the countryside and other green spaces has an important role to play in encouraging a healthier lifestyle and improving people's general quality of life.
- 8.2 In Lincolnshire, the rural nature of the county means that many people not only have difficulty in accessing their local service centre but often have to travel long distances to reach essential services such as hospitals in the larger centres of population. Great strides have been made in improving rural transport services during the first Local Transport Plan through the introduction of the successful InterConnect strategy, and particularly the innovative flexible CallConnect buses, and this reflected in the achievement of local targets relating to accessibility.
- 8.3 The County Council recognises and welcomes the concept of accessibility planning promoted in the Social Exclusion Unit's report 'Making the Connections' which sets out the relationship between transport, accessibility and social exclusion. Accessibility planning is not just about improving transport services. There are important linkages to be made with the policies of other public sector bodies to ensure a more co-ordinated and integrated delivery of services across sectors. This requires close working in the development of community strategies, and better understanding of the implications of the changing agenda elsewhere such as with patient choice.
- 8.4 The location of jobs and services is a crucial aspect of accessibility. The increasing trend in recent years of centralising services and facilities in the larger urban areas has made access to all key services more difficult. More weight needs to be given by applicants and local planning authorities to the impact on accessibility when decisions are made on the relocation of facilities.
- 8.5 Lincolnshire was represented on the Central Local Working Group on Accessibility Planning and hosted one of the eight national pilots trialling the process with a particular focus on access to health in a rural area. The lessons learned from this exercise are being applied to current work on accessibility planning.
- 8.6 This chapter focuses on the contribution that transport can make to improving accessibility. The Accessibility Strategy accompanying this Plan sets out the broader cross-sector approach being taken by the County Council through the accessibility planning process.

Accessibility Issues in Lincolnshire

- 8.7 Although household car ownership is higher than the national average, a car is not available for many people at times when they need to travel. The pattern of travel needs for a household, and from a community generally, can be complex and disparate by time and

destination which, in many cases, cannot be met readily by conventional buses. Factors such as the routes, service frequency, quality and design of buses, affordable fares, and availability of information will all determine the adequacy of accessibility by public transport.

- 8.8 Equally important to accessibility is the condition and quality of the highway including design and accessibility of bus stops, footway provision and maintenance, provision and design of road crossings for pedestrians, traffic calming, street lighting, and dedicated provision for cycling.
- 8.9 The changing demographic profile of Lincolnshire exacerbates the situation. The population is growing at over four times the national rate, which is placing significant pressure on the county's capacity to provide for health, education and other key requirements.
- 8.10 The population profile shows a higher proportion of elderly with 17% of people in Lincolnshire being of retirement age or above compared with an England and Wales average of only 14%. Residents aged over 50 account for at least 40% of the population in areas such as East Lindsey and South Holland. The recent Social Exclusion Unit report "A Sure Start to Later Life : Ending Inequalities for Local People" points to access to key services as an important issue for the elderly and highlights the role that flexible, individualised transport services can play in allowing them to retain their independence, particularly in rural areas where transport provision can be infrequent.
- 8.11 Lincolnshire has a higher than average number of people with a limiting long-term illness at 19% compared to 18% nationally and in the East Midlands. East Lindsey has particularly high levels at 24% and Boston at 20%. In addition, Lincolnshire also has a low proportion of graduates in the working age population. Whilst 29% of young people in Lincolnshire go into higher education, only 19% remain to work in the County.
- 8.12 The County Council's bus strategy is seeking to improve access for all these groups. However, the increasing levels of subsidy required to support the local bus network and community transport schemes is becoming an issue. Nationally, the proportion of the local bus network provided commercially reduced to 74% in 2004/05, and this is reflected locally in the rise in service deregistrations in the county.
- 8.13 As a consequence of this trend, the County Council has increased its funding of local bus services by 85% in the past five years. This revenue support, together with increased levels of Rural Bus Subsidy Grant and success in the Rural Bus Challenge and Kickstart competitions, has enabled the County Council to make considerable progress in implementing its bus strategy.

Accessibility Strategy

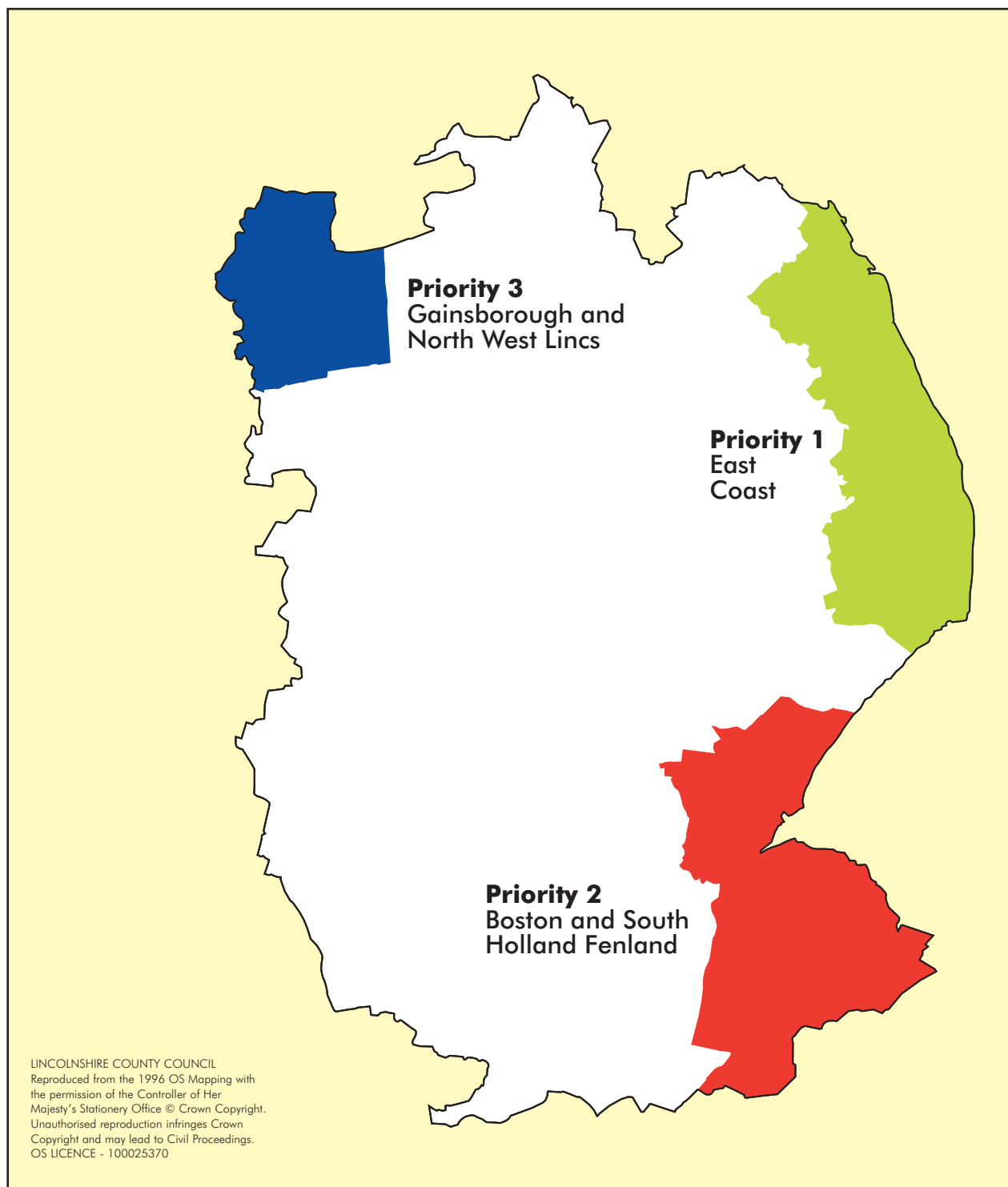
- 8.14 The accessibility planning process is being applied to address these issues and problems in conjunction with partners and local stakeholders as set out in the Framework Accessibility Strategy. The Strategy details the policy linkages with spatial planning, other public sector responsibilities, and the different strands of transport policy.
- 8.15 As a first step, in September 2004, the Council brought together the key partners representing health, education, and employment to establish the Lincolnshire Strategic Accessibility Partnership comprising:
- Lincolnshire County Council
 - Lincolnshire Health Trusts
 - Job Centre Plus
 - Connexions
 - Learning and Skills Council

8.16 The Partnership together with representatives of the local planning authorities and Local Strategic Partnerships undertook a strategic assessment of the county's needs and priorities. This identified three priority areas for detailed accessibility assessments (see Figure 16) at the local level, in the following order of priority:

1. East Coast
2. Boston & South Holland Fenland
3. Gainsborough & North West Lincolnshire

Figure 16

Accessibility Priority Areas



- 8.17 Work on the first of these has made good progress. A local partnership has been formed with representatives of a wide range of statutory bodies, voluntary and community groups, and providers participating in it. A detailed needs assessment using existing evidence, local knowledge, specific user surveys, community consultation and focus groups has been undertaken in the first area. Following the research an action plan was produced by the partners in order to advance ideas, issues and projects. The approach in all three priority areas will be to co-ordinate and maintain active local partnerships and for these partnership to develop local action plans with outputs. Progress against action plans emerging from these local assessments will be monitored through the local accessibility partnership and reported through the LTP process.
- 8.18 The work undertaken as part of the national pilot for access to health in a rural area enabled strong links to be established in the project area with the health sector, local planning authority and local strategic partnership. The action plan emerging from that work identified the scope for joint commissioning of health and public transport services, and booking services, and the development of a planning protocol for applicants, local planners and highway development officers in the planning of new facilities. These initiatives are being followed up in parallel with local assessment work.

Programmes for Delivery

- 8.19 In its first Local Transport Plan, the County Council made considerable strides in improving accessibility to employment and services through its InterConnect, Community Travel Zones, and Rural Priority Initiatives delivery programmes. Hence, there is a good base from which to take the 2nd LTP forward. The following sections highlight some of the overarching strategies that are to be pursued to deliver improved accessibility in Lincolnshire during the 2nd LTP Period.

Bus Services

Current Position and Issues

- 8.20 The main thrust of improving accessibility as part of the transport programme will continue to be through the development and provision of public transport. The InterConnect strategy as set out in the first Plan has been applied successfully on seven interurban corridors largely funded through the Rural Bus Challenge competitions. These are shown on Figure 17. Extensive consultation was undertaken with local people, community bodies, and groups representing disabled people during the implementation of these projects to ensure that they were meeting the needs in the most appropriate way. The essential planks of the strategy are:

- to work with bus operators to strengthen and create a strong commercial 'primary' interurban network with a minimum hourly service using quality low floor buses;
- to channel demands from the wider rural areas into 'hubs' on the primary network where passengers can connect through convenient and managed interchange with the interurban services;

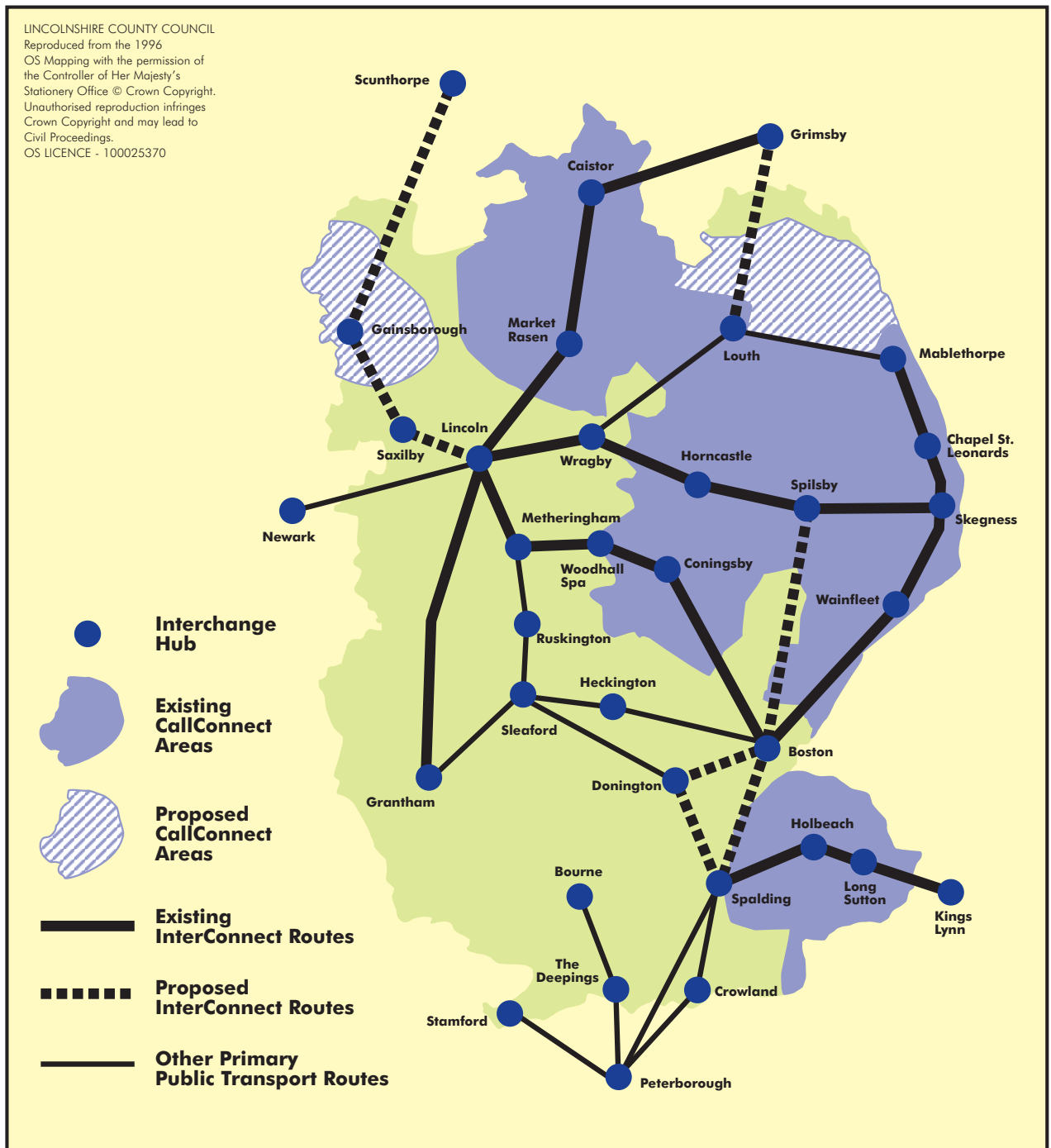


- to provide quality infrastructure at stops and interchange points to provide a high level of accessibility and security;
- to provide access to quality information in the home and at stops.

8.21 The flexible CallConnect feeder services provide access to local service centres and enable onward travel by connection to the larger urban centres and facilities such as hospitals. All journeys are pre-booked by telephone through 'Matrix', a booking centre set up with Rural Bus Challenge funding. The County Council runs the largest demand responsive operation in the country. In the past three years, the proportion of households within access to an hourly or better bus service as an outcome from the InterConnect strategy has doubled to 60%.

Figure 17

InterConnect & CallConnect Coverage



8.22 The key findings from a research project commissioned by the County Council into the impact of the first InterConnect project reveal the contribution made by InterConnect to improving accessibility. The study concluded that:

- Younger people aged under 20 years, females and residents with restricted or no access to a car were the most likely users;
- 21% of people were making more bus journeys since the introduction of InterConnect;
- Use of cars as the main mode had decreased by 6% on the interurban route and increased in the outlying areas served by CallConnect by just 1% since 2000;
- Residents with a long term illness or disability were much more likely since 2000 to use a bus to reach their local hospital, bank, grocery and other shops;
- 75% of those who never have access to a car now used the bus for hospital trips compared to 36% in 2000;
- 89% of those who never have access to a car now used the bus for grocery shopping compared to 30% in 2000;
- 61% of those without access to a car believe InterConnect has or could improve their quality of life;

8.23 InterConnect features seen to be the most beneficial were low floor buses, raised kerbs at stops, driver awareness of customer needs, real time information, and clearly presented information at bus stops.

8.24 The InterConnect and CallConnect initiatives continue to attract much interest from other authorities and the County Council regularly hosts visits, contributes to best practice publications and gives presentations at seminars and conferences.

8.25 The second strand of the bus strategy pursued during the 1st LTP is the IntoTown bus service initiative. The first was introduced in Spalding in 2001 following the withdrawal of the commercial service in the town. The County Council let a contract for an all day hourly service using two new low floor buses, complemented by investment in raised kerbs and stop displays. This has led to a thirteen fold increase in bus ridership, equivalent to a growth in annual ridership in excess of 100,000. A second IntoTown service was introduced in Sleaford in February 2005 in partnership with the local operator, and has since seen growth of 135%. The initiative is being delivered in conjunction with the Community Travel Zone programme (see paragraph 8.37 below).



8.26 A key initiative supporting the bus service initiatives outlined above has been the provision of improved bus information. The County Council adopted its Bus Information Strategy in 2003 in which greater emphasis has been placed on improving information at bus stops. There are 5,800 stops in Lincolnshire and many do not display information. The situation has improved since March 2003 with the number stops now having displays doubled through the delivery of Quality Bus Partnerships, InterConnect and IntoTown. In addition, real time information has been installed on five routes in the county with funding from the Department of Transport, including the introduction of SMS messaging to obtain bus information.

- 8.27 The County Council continues to work closely with other local authorities and bus operators in the region to develop Traveline, and has supported the introduction of Transport Direct through the maintenance and supply of an accurate database of local bus services.
- 8.28 The strategy for buses has achieved significant outcomes, improving accessibility as measured by the following indicators:
- Percentage of travel needs not met by public transport reduced from 18% in 2000/01 to 12.9% in 2004/05 compared to the target of 12% (TT3);
 - Percentage of households within a 13 minute walk of an hourly or better bus service increased from 40% in 2001/02 to 61% in 2004/05 (PSA target achieved).

Proposals During 2nd LTP

- 8.29 The progress achieved during the 1st LTP period demonstrates the value in continuing with this strategy. Although, the Council's capacity to extend the network is heavily constrained by pressures on revenue funding, the focus of the programme for this Plan will see InterConnect extended to more corridors with priority being given to Boston-Spalding, Louth-Grimsby, and Lincoln-Gainsborough-Scunthorpe; the last being under the Department for Transport's Kickstart programme. All these routes are in line with the outcome of the priorities identified in the strategic accessibility assessment. As with the implementation of InterConnect to date, a key feature is partnership working with the operators of the interurban services and their ability and willingness to invest in low floor buses, driver training and information provision.
- 8.30 It is also planned to apply the IntoTown approach in Gainsborough again following a successful Kickstart bid. The Council would wish to see IntoTown introduced in Boston and Louth but such a programme is heavily constrained by revenue pressures and cannot be progressed unless circumstances change. All three towns fall within the priorities determined by the strategic accessibility assessment.
- 8.31 Improved bus information will continue to be rolled out in conjunction with the above initiatives.
- 8.32 The initiatives for improving bus services are contained in greater detail in the Council's Bus Strategy which accompanies the submitted version of this Plan.

Community Transport

Current Position and Issues

- 8.33 Over the period of the first Plan, dial-a-ride has been rolled out across the whole County so that all residents now have access to the service (see Figure 18). The County Council has delivered this in conjunction with District Councils as part of the Lincolnshire Dial-A-Ride Partnership and funding from the Rural Transport Partnerships. As a consequence, usage of dial-a-ride has increased in 5 years from 25,000 to 56,000. This has contributed greatly to the Council being able to exceed its target of increasing community transport ridership with growth of 129 % compared with the target of 60%. Except in the Lincoln and Boston schemes which are managed and run by the voluntary sector, all bookings for the services under the umbrella of the Partnership are administered through the Matrix booking centre.
- 8.34 The County Council continues to support the two other dial-a-ride schemes run by charitable companies in Lincoln and Boston, several voluntary car schemes and the Wolds community bus which provides group hire for community groups. The Council is the lead authority for the two Rural Transport Partnerships in Lincolnshire, which have been responsible for the successful

introduction of many community based initiatives supported through grants awarded using the delegated funds. The revenue funding stream to support the RTPs will no longer be available from April 2006 following the transfer of responsibilities from the Countryside Agency to the regional development agencies in April 2005. The Council is therefore exploring, with its partners, alternative sources of funding to support both the administration of the partnerships and expenditure on projects.

Proposals During 2nd LTP

- 8.35 With full coverage of dial-a-ride for the county achieved during the 1st LTP period, the Council and its partners will continue to develop the services including the scope for greater integration of dial-a-ride with the CallConnect services in order to increase journey opportunities for the whole population and not just those who are frail or disabled.
- 8.36 Similarly, the County Council will continue to provide financial support to community based initiatives such as voluntary car schemes and the Wolds community bus, and through the Rural Transport Partnerships, seek to expand the number of these schemes.

Figure 18

Dial-A-Ride Coverage



Current Position and Issues

8.37 During the 1st LTP period, the County Council has sought to encourage walking and cycling through the two key initiatives of Community Travel Zones (aimed at the larger market towns) and the Rural Priorities Initiative (in the smaller towns and villages). In both cases, there have been several objectives, including :

- providing an alternative to car travel for short distance trips in the market towns (and hence contribute to reducing congestion)
- improving access to key services, particularly for those in rural areas without access to a car
- improving safety

8.38 During the first Plan period, Community Travel Zone (CTZ) projects have been implemented in Gainsborough, Louth, Sleaford, Spalding, Skegness and Stamford (as well as in the three major urban areas of Lincoln, Boston and Grantham – see Chapter 10). Measures have included improvements to pedestrian crossing facilities, cycle paths, traffic calming schemes, etc., to provide safer access to services, and improvements to bus stop facilities.

8.39 The Rural Priority Initiatives programme includes footway schemes, cycling facilities, pedestrian crossing facilities, traffic calming/management schemes, street lighting schemes and minor highway improvement schemes which are aimed at improving access to bus stops and key services. Similarly, in some locations the Rights of Way network also has a role to play in providing access to key services, either from outlying villages to nearby towns or between villages where services are limited. Improvements to this network could encourage more people to walk or cycle to their local services.



Proposals During 2nd LTP

8.40 It is proposed to continue to implement measures to improve conditions for cyclist and pedestrians through the Community Travel Zones and Rural Priorities Initiative during the 2nd LTP period. In the case of CTZs, this will also be extended to Bourne in view of its classification within the Proposed Changes to the Deposit Draft Structure Plan as a Main Town. The emphasis will continue to be on improving access to key services either directly or linked to public transport (e.g. by providing a new footway to a bus stop).

8.41 As part of the Rural Priorities Initiative, the County Council will also look to trial the Quiet Lanes concept in the county, particularly where this can be shown to improve access to services or to the countryside. Similarly, as part of the development of the Rights of Way Improvement Plan (see Chapter 16 and Appendix B), every opportunity is being taken to ensure improvements to the public rights of way network assist in delivering improved access where relevant.

Current Position and Issues

- 8.42 The local rail network has an important role to play in improving accessibility but the Council was unable to develop its plans to introduce InterConnect Rail in the 1st LTP largely because of the changes within the rail industry following its restructuring and privatisation. With national priorities focused elsewhere, there has been no opportunity for enhancing the role of rail locally.
- 8.43 As there is little prospect of national priorities changing in favour of local rail investment, the focus on rail services during the 2nd LTP period will be on Community Rail development. The Grantham-Skegness line has been selected by the Strategic Rail Authority as one of six national pilots for trialling its community rail strategy. The County Council is establishing a community rail partnership in conjunction with District Councils on the line, Central Trains, Network Rail and the South East Lincolnshire Travellers Association, a rail user group. It is planned to establish a local reference group to encourage participation by local councils, community and voluntary groups, and schools and to act as a sounding board for new developments and initiatives. One of the objectives of the community rail initiative is to better integrate rail services with bus services. This has been achieved in Skegness where the times of the original Lincoln-Skegness InterConnect and the newly introduced ones from Skegness to Boston and Mablethorpe are co-ordinated as far as practicable with train times. The introduction of CallConnect at Wainfleet enables people in the area to access the station in the town.

Proposals During 2nd LTP

- 8.44 Provision has been made in the programme for capital spending on minor schemes in support of the community rail strategy on the Grantham-Skegness line. The outcome of the Community Rail pilot will determine the scope and opportunity to extend the concept to other rail lines in the county. The most suitable future candidate as a community rail line would be The Joint Line between Doncaster, Lincoln and Peterborough which would fit the requirements for community rail development given the nature of the service and the communities served by it. However, the line is designated as a Trans European Network (TEN) line and this would have to be addressed before it could be designated as a community rail line. Apart from community rail development, the main priority on rail is to improve the connectivity of local rail services with the Inter City East Coast service at Peterborough, Grantham and Newark, and to improve links to and from Lincoln including a direct service to London.
- 8.45 An objective set out in the 1st LTP was for a direct service between Lincoln and London, and the Council led a lobbying campaign locally for Lincoln to be chosen as the destination of the fifth path on the Inter City East Coast Line from 2010. This was not achieved and the Council will continue to press for this at every opportunity as it is seen as important if Lincoln is to enhance its role as a Principal Urban Area.

Reducing the Need to Travel

Current Position and Issues

- 8.46 Whilst improving transport to services is perhaps the key to improving accessibility, the alternative approach of ensuring that services are provided in appropriate locations or delivered by different means must also be considered. The accessibility pilot on access to health showed that better cross-sector co-ordination could be achieved by better planning and understanding of the implications of any decision for other agencies.

Proposals During 2nd LTP

- 8.47 One of the outcomes from the accessibility planning pilot is the need for an agreed protocol for the local planning decision process. In this way applicants would be encouraged to consider more carefully the cross-sector implications in terms of access and cost of any planned new development or change in location of existing facilities; and local planners would ensure that account is taken of accessibility when making decisions on applications and ensure that the local highway and transport authority is properly consulted. This will require close working and co-operation with district councils in particular.

Taxis and Private Hire Vehicles

- 8.48 The County Council has found it difficult to engage with and encourage taxi and private hire companies to be more involved in providing local services. There has been very little interest from hackney carriage operators in running CallConnect services which do not require PCV drivers. Taxi and private hire operators are important providers of transport for education and social services work on behalf of the Council, and this does limit their capacity to be involved at certain times in providing alternative services.

Proposals During 2nd LTP

- 8.49 The County Council will continue to encourage this sector to participate in its transport initiatives, and intends to establish better formal liaison with this sector.

Motorcycles

Current Position and Issues

- 8.50 Motorcycles and mopeds have a role to play in overcoming barriers for people living in rural areas in accessing education and employment. The "Wheels to Work" scheme provides scooters on loan at minimal cost to young people living in rural areas with no alternative means of travel to enable them to get to their place of work, training or education for a period of up to 1 year. In Lincolnshire, the scheme currently only operates in West Lindsey, where some 35 scooters are now in regular use. A trial scheme in East Lindsey based in Mablethorpe is due to start shortly.

Proposals During 2nd LTP

- 8.51 During the 2nd LTP period, the Council will work with other partners interested in investigating the possibility of Wheels to Work Schemes elsewhere in the county, particularly in the identified accessibility priority areas.

Travel Planning

- 8.52 Another ongoing initiative which will contribute to improving accessibility is travel planning. Fuller details of the current position and proposals for both School Travel Plans and Business Travel Plans can be found in Chapter 10 – Tackling Congestion.

Other Access Issues

8.53 Whilst the main thrust of the government's Shared Priority is improving access to the key services highlighted earlier in this chapter, there are other access issues which many of the proposals outlined will also help to address. In particular, these include :

- access to the countryside and to other green spaces to encouraging a healthier lifestyle. Here, the Rights of Way Improvement Plan has an important role to play (see Chapter 16 and Appendix B), along with initiatives such as the Lincolnshire Waterways Project, where in partnership with other bodies including Lincolnshire Tourism and Sustrans, cycling facilities are being provided along the River Witham to the south-east of Lincoln. As indicated in Chapter 15, the Council is also looking to trial the Quiet Lanes approach in the county. All of the above initiatives will assist in encouraging people to adopt a more healthy lifestyle through walking and cycling. In addition, although not directly aimed at this issue, the InterConnect and CallConnect bus services are also improving access to the countryside
- sustainable tourism. Tourism is a crucial part of Lincolnshire's economy, particularly in the eastern part of the county. It is important to try and ensure that visitors are encouraged to use sustainable modes of travel where possible. For example, the Community Rail Partnership (see paragraph 8.40 above) on the Grantham – Skegness line has a role to play in encouraging holidaymakers to travel to the area by rail, as does the InterConnect bus initiative. Similarly, natural attractions such as the Lincolnshire Wolds Area of Outstanding Natural Beauty draws visitors from a wide area and it is important to try and ensure that increased car numbers do not ruin the very thing that drivers are coming to see. Here, the InterConnect and CallConnect services also have a role to play, along with encouraging cycle-based tourism. The County Council will continue work closely with other organisations such as the Lincolnshire Wolds Countryside Service, Sustrans and Lincolnshire Tourism.

Links to Other Delivery Programmes

8.54 Whilst this chapter of the 2nd LTP highlights the key delivery programmes which will be used to improve accessibility over the next Plan period, other delivery programmes aimed primarily at some of the other Shared Priorities will also have an impact. These include :

- under the Safer Roads Shared Priority, the County Council is seeking to reduce the serious and fatal accidents that occur on all classifications of the road network via education, engineering and enforcement measures and thus allow safer access to all services. This is set out in more detail in Chapter 9
- by arresting the deterioration of the highway network, both carriageway and footways, the Asset Protection programme is maintaining access and safe passage across the County's principal and non principal network. This strategy, which is set out in detail in Chapter 16, is seen as a key delivery theme in maintaining the levels of access for both motorised and pedestrian use for employment, leisure and service access.

Chapter 9: Safer Roads

Background

- 9.1 Road safety continues to be a major concern both nationally and locally. During 2004, 3221 people were killed on the roads nationally and 31,000 seriously injured. The national road safety strategy "Tomorrow's Roads – Safer for Everyone" set the following casualty reduction targets for 2010 (compared to the 1994-98 average):
- a 40% reduction in the number of people killed or seriously injured (KSI)
 - a 50% reduction in the number of children killed or seriously injured
 - a 10% reduction in the slight casualty rate (expressed as the number of people slightly injured per 100 million vehicle kilometres)

Lincolnshire Road Safety Partnership

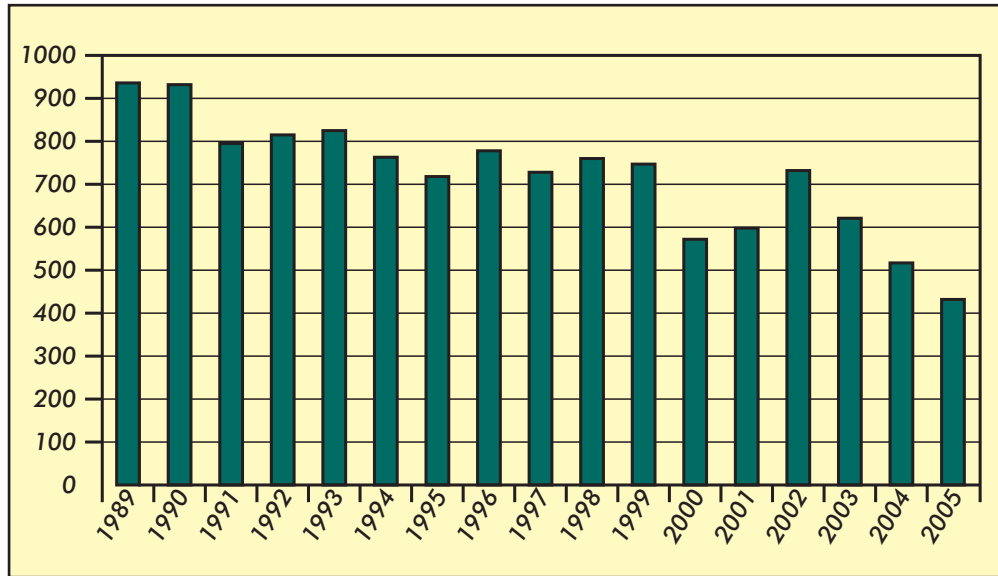
- 9.2 The commitment to improving road safety in Lincolnshire is demonstrated by formation of the multi-agency Lincolnshire Road Safety Partnership (LRSP). The Partnership was formed in June 2000 following a Best Value review of road safety and now comprises :
- Lincolnshire Police
 - Lincolnshire County Council
 - Lincolnshire NHS Partnership Trust
 - The Highways Agency
 - Lincolnshire Probation Service (since March 2001)
 - Lincolnshire Fire and Rescue
- 9.3 The LRSP is believed to be the first of its kind in the country and co-locates the Traffic Support Sections of Lincolnshire Police with the County Council's Accident Investigation team and Road Safety Officers to form a multi-agency centralised Road Safety Unit. The Safety Camera Netting Off Scheme is also managed from within the Partnership. From this centre, the entire core functions of road safety, namely Engineering, Enforcement and Education are co-ordinated. A joint database is managed from the Partnership, which enables all activities to be data led.
- 9.4 During 2005, an application was made for Beacon Status under the Road Safety theme. The Partnership has been shortlisted for this award and at the time of writing, the outcome is awaited.

The Current Overall Road Casualty Problem in Lincolnshire

- 9.5 Figure 19 shows the trend in killed and seriously injured (KSI) casualties in Lincolnshire since 1989. Together with other analysis, such as three year and one year moving average graphs, these show that there has been a gradual decline in the number of killed and serious road traffic casualties and that the Partnership is on course for achieving the Government's casualty reduction targets for 2010. The provisional number of killed and serious injury casualties for 2005 is the lowest of record.

Figure 19

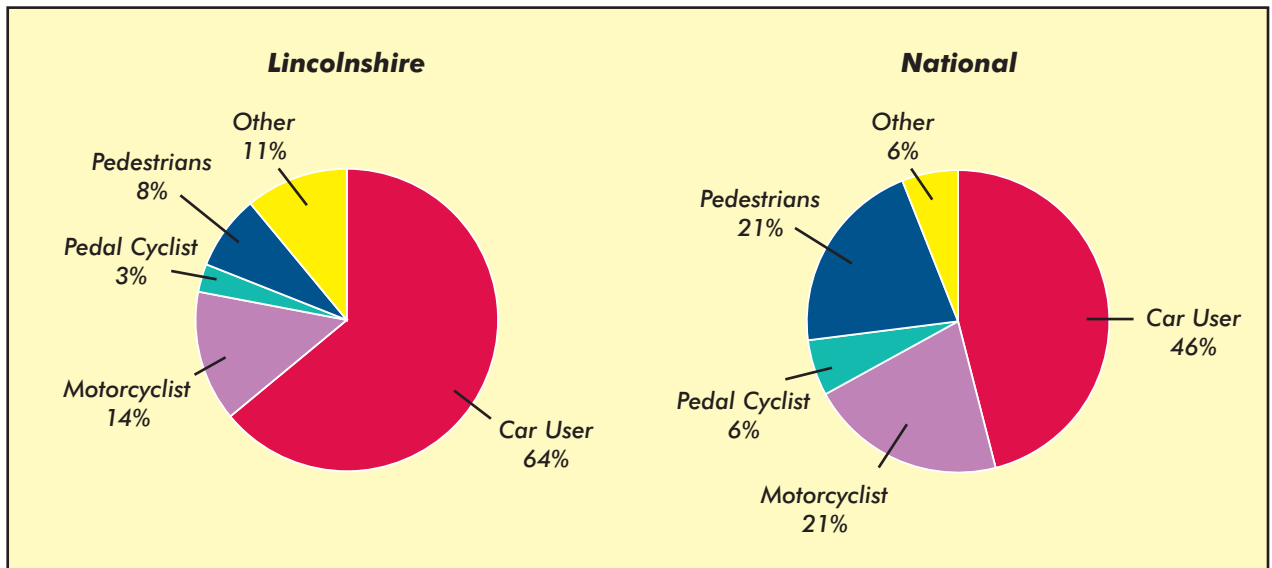
Killed and Seriously Injured Casualties in Lincolnshire



9.6 As Figure 20 shows, the road user casualty profile in Lincolnshire differs substantially from those nationally. In Lincolnshire, car user casualties represent a far higher proportion of all KSI casualties (64%) than the national proportion (46%). This is reversed for pedestrians who represent 8% of all KSIs in Lincolnshire but 21% nationally. Similarly the proportion of pedal cyclist KSIs in Lincolnshire is half the national figure (3% compared with 6%).

Figure 20

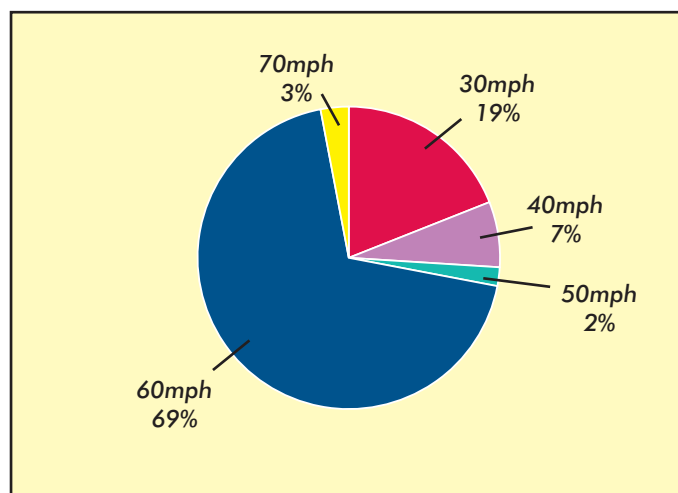
KSI Casualties by Travel Mode



9.7 The following paragraphs describe some of the specific road safety issues and problems affecting Lincolnshire’s road users.

KSI Casualties by Speed Limit

9.8 Given the nature of the county, it is perhaps not surprising that the majority of Lincolnshire's KSI casualties occur on the rural road network, with 74% of all KSI casualties occurring on roads with a speed limit of 50 mph or more (see Figure 21). Further analysis shows that the unrestricted A and B roads, which account for just 18% of the road network, attract 58% of all KSI collisions. Lincolnshire's urban roads (30 and 40 mph) have 51% of all slight injury casualties, 21% of which are pedestrians or cyclists.



Speed Management

9.9 Research has demonstrated that reducing speeds not only significantly reduces collisions but also reduces the severity of those collisions. Transport Research Laboratory (TRL) Report 58 published in 1994 and TRL 421 published in 2000 showed that a 1mph reduction in average speeds led to a 5% reduction in collisions.

9.10 The National Safety Camera Programme Three Year Evaluation' report summarises the link between speed and casualties outlined in the DfT report 'New Directions in Speed Management'. The significant points are:

- Speeders were disproportionately involved in collisions
- Speed was a major contributory cause of casualty collisions
- Those that drove faster than most on a road, or exceeded speed limits even by relatively small margins, greatly increased the risk to themselves and others
- The faster the speed at impact, the more severe the resulting injury
- Slowing the fastest drivers would yield the greatest safety benefits
- In some areas, quite small reductions in average speed would bring large benefits

9.11 The Lincolnshire Road Safety Partnership, together with the County Council, are currently developing a Speed Management Strategy to combat the misuse of speed. This will focus heavily on engineering, education and enforcement initiatives.

9.12 In recent years misuse of speed has been a primary causation factor in injury collisions that occurred in Lincolnshire. Table 8 shows the top five top causes of collisions in Lincolnshire in 2004. Contributory factors such as misjudged speed and distance, wrong course and positioning, wrong course and positioning and driving too close are examples of where inappropriate speeds can also impact on injury collisions.

Table 8

Causes of Collisions during 2004

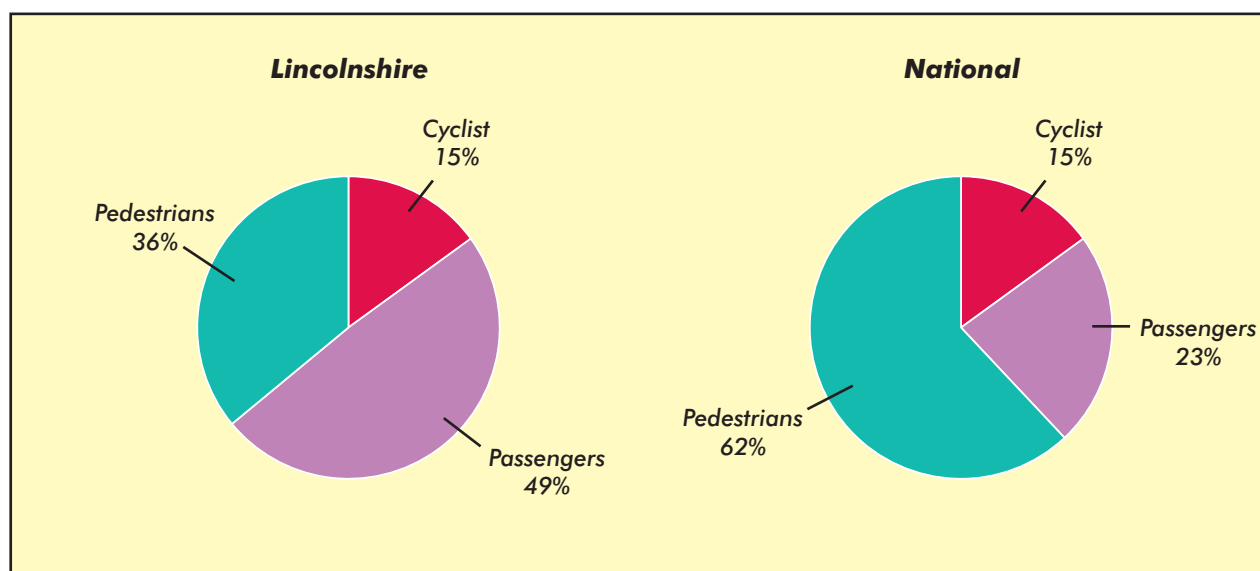
Cause of Collision	Percentage of Total Collisions
Misjudged speed/distance	15%
Wrong course/positioning	10%
Going too fast	10%
Driving too close	5%
Turning right	5%

Child Casualties

- 9.13 Good progress has been made in recent years on reducing the number of child KSI casualties on Lincolnshire's roads with the numbers falling from an average of 76 for 1994-98 to 37 during 2004 and 44 in 2005 (provisional).
- 9.14 As Figure 22 shows, the type of child casualties in Lincolnshire differs in composition to those nationally. Around half (49%) of such casualties in Lincolnshire are vehicle passengers compared with only 23% nationally. Conversely, 62% of child KSI accidents nationally are pedestrians compared with only 36% in Lincolnshire.

Figure 22

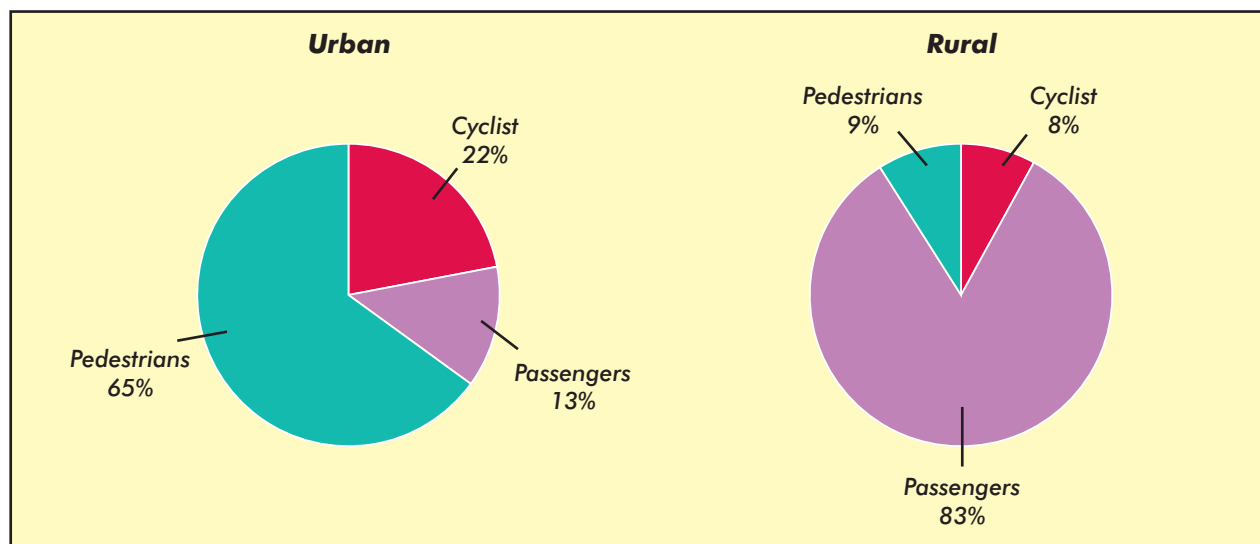
Child KSI Casualties by Travel Mode



- 9.15 Over the last 5 years, the number of child KSI casualties has been split approximately equally between the rural and urban areas. However, as Figure 23 below shows, the type of child KSIs occurring differs dramatically with location, with 87% of all urban casualties being pedestrians or cyclists (compared with 17% in rural areas) and conversely, 83% of rural child casualties being as car passengers.

Figure 23

Urban and Rural Child KSI Casualties



- 9.16 Although the majority of child casualties in the county occur as car passengers, more detailed analysis over the last 5 years shows greatest increase for children in the 8-11 years group as pedestrians and also in the 12-15 years group as cyclists.
- 9.17 In 2002, the Lincolnshire Road Safety Partnership carried out child safety audits for the age groups 0-4, 5-10 and 11-15. The audit identified that the vast majority of casualties to children as cyclists and pedestrians occurred in the urban areas. The audit therefore analysed the urban centres. Since that time, improvements have been made through the Community Travel Zone initiative, which have provided improved facilities such as footways, cycleways, crossing facilities, cycle parking, dropped kerbs and tactile paving, and street lighting.
- 9.18 The Partnership is also introducing a programme of School Safety Zones which are designed to bring improved safety and relief to congestion outside schools, thereby encouraging pedestrian and cycle usage. These are seen as complementary to the programme of school travel plans and only schools that are committed or intend to commit to a School Travel Plan will be entitled to a School Safety Zone. School Travel Plans have been introduced at 136 schools during 2004 and 2005 (see Chapter 10). In order to reflect the risk to vulnerable road users such as children when evaluating the programme of Local Safety Schemes, slight injury collisions involving vulnerable road users are scored equivalent to a serious collision.

The Disadvantaged and Road Safety

- 9.19 Nationally, there is evidence to suggest that people from disadvantage communities are more likely to become road accident victims. In line with the DfT guidance issued in March 2003, the Road Safety Partnership has been examining the issues around this in Lincolnshire. The county has 14 super output areas defined as being in the top 10% in the country as defined by the Index of Multiple Deprivation and are located in the following wards:

Coastal : Ingoldmells, St Clement's, Scarborough, Mablethorpe East, Winthorpe

Gainsborough : Gainsborough South West

Grantham : Earlesfield

Boston : Fenside

Lincoln : Castle, Glebe, Abbey, Moorland, Birchwood West, Birchwood

- 9.20 Detailed analysis of the coastal wards was undertaken in 2003 and 2004, the results of which were presented in earlier Annual Progress Reports. In summary, these concluded that the majority of KSI casualties that occurred in the wards under consideration did not reside there and that the numbers of child casualties amongst residents did not represent a significant casualty problem.
- 9.21 Since then further research has been undertaken into the 14 Wards shown above using available post code data, which identified how many residents of those areas have been casualties in collisions occurring throughout Lincolnshire. This showed that, whilst representing 3.3% of the population, they accounted for 2.6% of all KSI casualties and 3.5% of all slight injury casualties.
- 9.22 In the Earlesfield Ward, South Kesteven District Council, through the Earlesfield Community Forum, have coordinated a "Planning for Real" project which involved the community in identifying their problems and aspirations. This has been linked to the County Council Community Travel Zone (CTZ) and resulted in the implementation of a weight limit, pedestrian crossings, school safety zone and mini roundabout.

- 9.23 In recent years, CTZ schemes have been implemented in or around most of these wards. The resulting improvements include those measures that the community consider to be the greatest priority and typically include footways, cycleways, crossing facilities, cycle parking, dropped kerbs and tactile paving, and street lighting, all of which help to reduce casualties to the residents of the wards.
- 9.24 In conclusion, research into the deprived areas in Lincolnshire has not shown there to be a significant increased risk of injury to children or residents as a whole. Notwithstanding this, education, training and publicity will be targeted in those areas as described in Table 10.

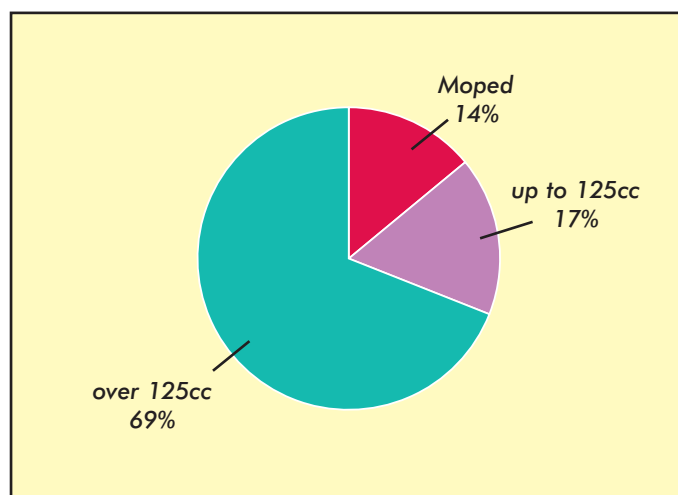
Motorcyclists (Two Wheeled Motor Vehicles)

9.25 It is recognised that motorcycles provide a low cost form of transport, which may reduce congestion and help to reduce economic and social exclusion, particularly in rural Lincolnshire. However, it is also recognised to be the mode of transport most susceptible to serious and fatal collisions. In 2004 nationally, two wheeled motor vehicles (TWMV) represented 1.0% of traffic (in terms of 100 million vehicle km travelled) but accounted for 19% of all KSI casualties. A similar picture exists in Lincolnshire where, during 2005, 18% of killed and serious injuries resulted from motorcycle collisions. In recent years, there has been a noticeable increase in the number of TWMV licensed nationally, with the most popular types being mopeds/scooters (38% of new registrations in 2003) and high powered sports bikes (29% of all registrations).

9.26 Figure 24 show the distribution of TWMV KSI casualties in Lincolnshire by type of bike over the last five years. This shows that 69% of these casualties were to motorcyclists riding bikes in excess of 125cc and this figure increases to 80% when considering collisions on rural roads only. The average age of riders involved in fatal motorcycle collisions is mid thirties. Whilst nationally, 28% of motorcycle casualties occur on non built-up roads, this more than doubles to 58% in Lincolnshire. In the urban areas, the casualties are more likely to be among riders between the ages of 16 and 18 riding smaller bikes and mopeds.

Figure 24

KSI Casualties by Size of Motorcycle



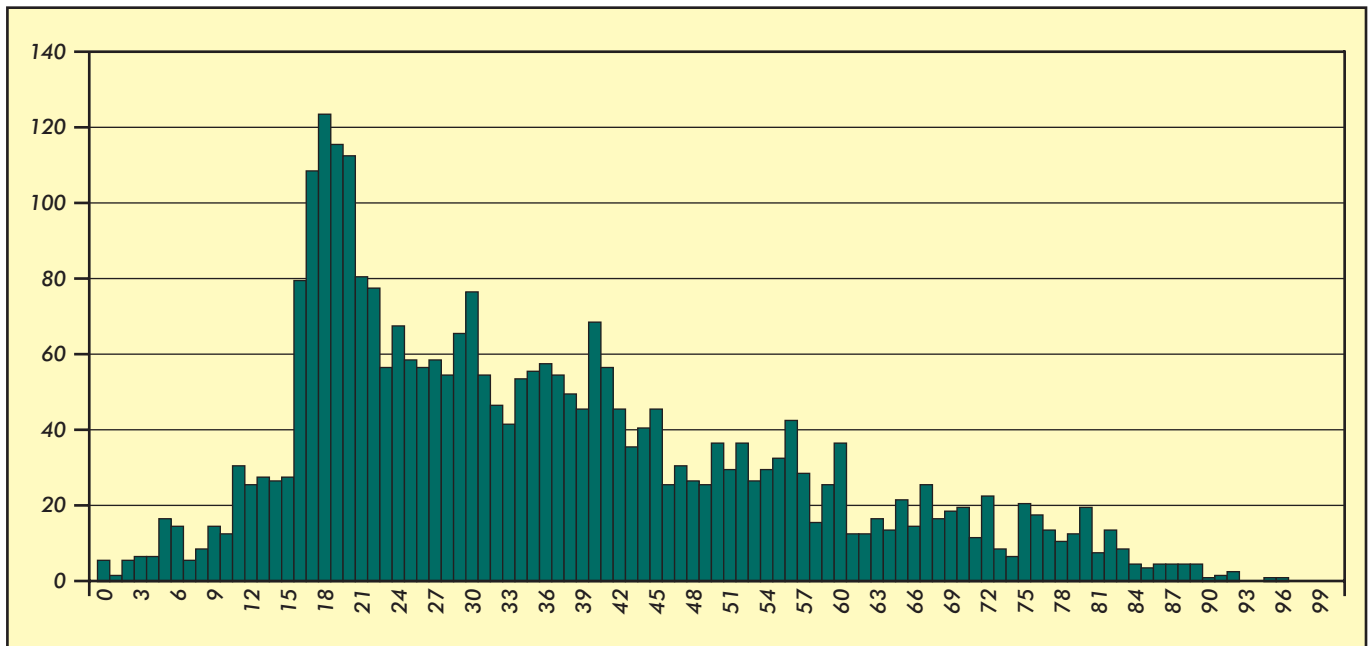
- 9.27 There are several known “biker” routes in the county, regular bike night meetings in the summer and race meetings at Cadwell Park all of which make Lincolnshire attractive to motor cyclists. Police enforcement is targeted on these routes and additional enforcement is deployed when large numbers of motor cyclists are expected.
- 9.28 One such route is the A631 between Gainsborough and Middle Rasen. Extensive engineering and enforcement measures have been carried out on the route. This includes the extensive use of motorcycle friendly collapsible signs at those locations with a history of bike collisions as well as the deployment of fixed and mobile safety cameras . Further route and site specific engineering improvements will be implemented when identified through the annual programme of Local Safety Scheme as described below, together with enforcement and training through the Bikesafe rider awareness scheme.

17 to 24 Year Olds

9.29 As Figure 25 shows, this 17 to 24 year age group is of particular concern in Lincolnshire. The graph shows the casualties by age over the last five years and in common with national figures, show 17 to 24 year olds to be at the greatest risk. This age group represent some 8% of the population but account for a third of all KSI casualties and a quarter of all fatal casualties. The Partnership will therefore target this group during the 2nd LTP period through a combination of education and training initiatives to meet a new and demanding local performance indicator.

Figure 25

KSI Casualties over the Last 5 Years by Age Group



Road Safety at Work

9.30 Nationally, 33% of all collisions involve business user drivers. This equates to an average of 1000 drivers per annum in Lincolnshire when considering injury accidents and considerably more damage only accidents. In November 2004, LRSP launched its Employers Charter aimed at supporting small and medium sized companies to develop a road safety strategy. Eighteen companies in the county have been or are currently working with the Partnership to develop such a strategy, which incorporates a driver training element based around the successful Driver Information Programme (DiP) provided for County Council Staff and Members. The Partnership will work with the Chamber of Commerce during 2006 in order to increase the number of companies involved with the Employers Charter.

Strategic Road Safety Plan for Lincolnshire

9.31 A key corporate objective of the county council is to create "safer and more secure communities" in Lincolnshire and a successful road safety strategy is critical to achieve this. In November 2002, the Lincolnshire Road Safety Partnership published its Strategic Road Safety Plan setting out the aims and objectives for the Partnership and the initiatives being pursued.

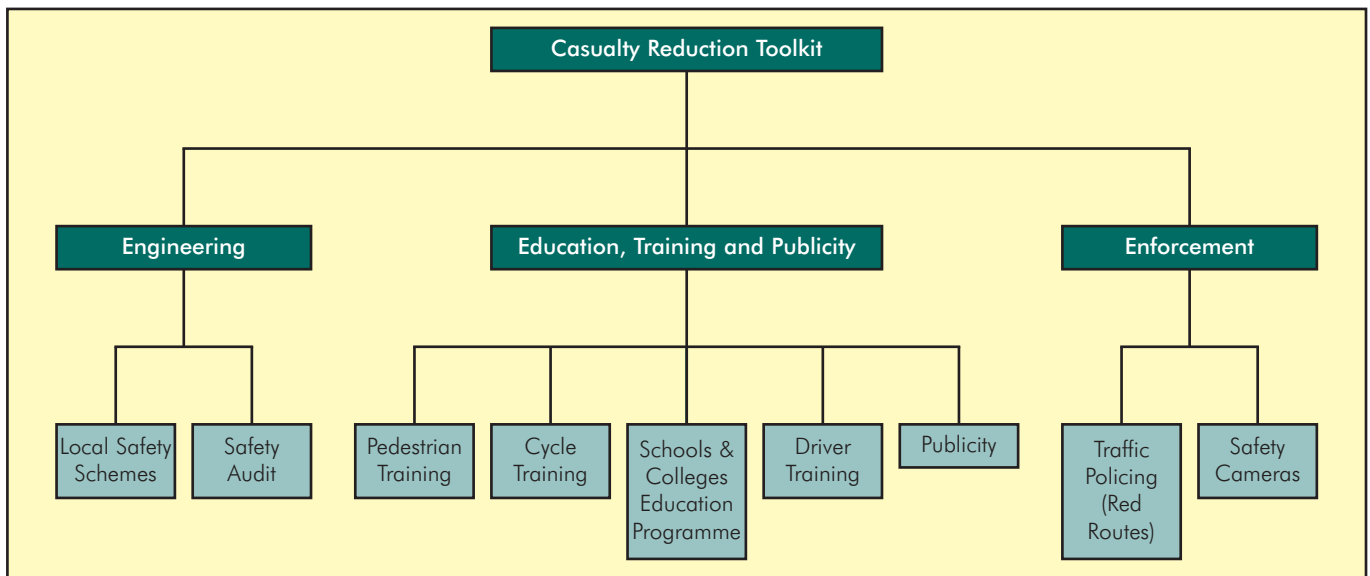
In common with other authorities, the strategy being pursued is based around the 3E's of engineering, enforcement and education using the casualty reduction tool kit shown in Figure 26.

9.32 The strategy is supported by the following actions:

- Increased awareness of the risks involved in using the road network by promoting personal and community strategies for raising awareness of the ways of preventing collisions and minimising the consequences when they occur.
- Promoting and coordinating a wide range of initiatives aimed at road safety users of all types and ages.
- Creating and coordinating opportunities for the involvement of people and communities in road safety issues and initiatives.
- Providing a data led intelligent approach to road safety issues using a joint database that enables a focussed, responsive and prioritised service tailored to the specific need of the County. This approach not only identifies potential collision cluster sites but also targets enforcement, education and training requirements to areas where specific problems have been identified.

Figure 26

Casualty Reduction Toolkit



9.33 The Lincolnshire Road Safety Partnership has recently reviewed its strategy and its second Strategic Road Safety Plan has recently been published. A copy accompanies the submitted LTP.

9.34 The Road Safety Partnership liaises closely with other organisations that have an interest in road safety at both regional and local levels to ensure that its casualty reduction proposals are the most effective and appropriate and to ensure that it is promoting best practice. The Partnership has secured funding from Community Safety Partnerships to support its successful Road Safety Red Route campaign and to provide much sought after mature driving courses. In addition, the Partnership has secured funding from two private companies who have actively engaged with them in promoting road safety. This funding has enabled the Partnership to acquire a display vehicle that will enable it to promote road safety across the county and has also supported the setting up of the Bikesafe training scheme.

9.35 In 2000, the Partnership successfully bid for ISB funding and over a three year period, launched a number of initiatives focussing on young and mature driver training. In addition, the Partnership also launched its road safety web site which continues to be an effective road safety medium. The web site has been particularly useful in engaging with schools on road safety features.

9.36 The Partnership recognises that the implementation of engineering and enforcement measures provide instant and quantifiable casualty reduction. However, if it is to secure sustained long term casualty reduction, it needs to effect a fundamental change in driver attitudes and behaviour and promote road safety education. Consequently, the engineering and enforcement measures are supported by a revenue budget of approximately £600,000 per year which enables the provision of an expansive programme of road safety education which spans the entire school curriculum. In addition, through its range of driver training and rehabilitation programmes, the Partnership also provides an extensive programme of driver improvement courses for all age groups.

Implementation During the 2nd LTP Period

9.37 The following paragraphs set out the initiatives, both ongoing and new, which will be pursued during the 2nd Local Transport Plan period under each of the 3E's.

Engineering

a) Local Safety Schemes

9.38 Local safety schemes are low cost/high value engineering schemes designed to reduce casualties where an established pattern of accidents can be effectively treated. They can vary from simple signs and markings improvements through to resurfacing schemes. Lincolnshire has promoted a highly successful programme of local safety schemes since 1991.



9.39 Sites for treatment are selected through one of the following approaches:

- single sites where there has been a cluster of injury accidents in recent years
- mass actions sites identified as having the same problems e.g. wet skidding problems
- route treatments on A and B roads identified as having a high accident rate (in terms of injury accidents per kilometre). This is an integral part of the Red Routes initiative referred to later in this section
- in addition to the above, the opportunity is taken to co-ordinate and cross-fund local safety schemes with other highway improvements and maintenance schemes

9.40 Historically, local safety schemes have been required to achieve a first year rate of return (FYRR) of 300%. However, as the problems at cluster sites continue to be addressed and KSI accidents are now more evenly distributed across the network, a requirement for a high FYRR does not enable more long term improvements to be implemented at some sites. The minimum projected first year rate of return has therefore been reduced to 100%. Although local safety schemes primarily target reductions in KSI accidents (in line with the national targets), it is inevitably that they will also have a knock on effect of reducing slight injury accidents at sites where works are undertaken. The recent performance of Local Safety Schemes is shown in Table 9.

9.41 All Local Safety Schemes are monitored annually to establish their effectiveness. Any schemes returning a poor rate of return are reassessed and, if appropriate, further accident reduction measures are undertaken.

Recent Performance of Local Safety Schemes

Year	Number of Schemes	Cost £000s	Annual Accident Savings			First Year Rate of Return (5)
			Fatal	Serious	Slight	
2001/2	46	982	2.03	9.5	17.29	409
2002/3	29	883	1.91	5.72	9.02	253
2003/4	31	919	1.74	9.28	12.8	454

b) Major Highway Improvements

9.42 Although it is not necessarily their primary aim, major highway improvement schemes (such as the proposed A1073 Spalding to Eye Improvement, Boston Docks Link, the A158/C541 Coastal Access Improvements and Lincoln Eastern Bypass) nevertheless also contribute to the reduction of casualties on the county's roads.

c) Improvement of Skidding Resistance

9.43 As well as specific local safety schemes, the County Council also implement an annual programme of surface treatments. These are prioritised using accident data and also make a significant contribution to road safety.

d) Minor Highway Improvements and Maintenance Schemes

9.44 Many of the minor highway improvement schemes (such as improvements for cyclist and pedestrians) and maintenance works also contribute to some extent to the overall aim of reducing casualties. The opportunity is taken to co-ordinate and cross-fund such works wherever possible to improve road safety.

9.45 As part of the engineering solutions discussed above, safety audits are carried out on all major improvement schemes and on minor improvements that could affect safety on the highway. There is no doubt that the safety audit process, which provides an independent assessment of the safety implications of a highway improvement, plays an essential role in identifying and eliminating potential problems at an early stage.

Education, Training and Publicity

9.46 Engineering measures provide an immediate and quantifiable contribution to overall casualty reduction. Education, training and publicity (ETP) activities, which are data led and focussed on the most vulnerable groups in the county, also contribute to achieving sustained casualty reduction although the success of these measures are not as easy to quantify. Although from time to time, new trends identify that greater emphasis needs to be placed on one particular group over another, the following groups will remain a priority over the life of this LTP. It should also be noted that these groups are not mutually exclusive and therefore there is a synergy that benefits the most vulnerable of our local communities.

- Young drivers between the ages of 17 – 24
- Young road users between the ages of 8 – 11
- Young road users who form part of disadvantaged communities
- Young road users who require special educational needs
- Mature drivers over the age of 55
- Those who drive as part of a trade or business
- Motorcyclists

9.47 A summary of activities directed towards the above groups is shown in Table 10 :

Table 10

Road Safety Initiatives during the 2nd LTP Period

Vulnerable Group	Issues	Actions
<i>Young Drivers aged 17-24</i>	<ul style="list-style-type: none"> This age group of drivers are at greatest risk from injury on our roads. Two in five have a collision within the first year of passing their driving test and one in three are involved in a fatal or serious collision. 	<ul style="list-style-type: none"> Driving for Life - driver information programme directed towards those in 6th form education, college or university. Young Driver's Challenge - providing driver training for hundreds of young students each year.
<i>Young Road Users between aged 8-11</i>	<ul style="list-style-type: none"> This age group shows the largest increase in pedestrian casualties (see para 9.15). 	<ul style="list-style-type: none"> Pedestrian training, traffic trails and Bikewise training are offered to all KS2 children. Introduction of Community School Safety Zones outside primary schools.
<i>Young Road Users Who Form Part of Disadvantaged Communities</i>	<ul style="list-style-type: none"> Nationally children in Social Class V are five times more likely to be killed or injured as a pedestrian, than their better off peers 	<ul style="list-style-type: none"> Initiatives identified above 'Theatre in Education' project directed towards primary aged children in this category. Priority given for 17 – 24yr olds to take part in the Young Driver Challenge.
<i>Young Road Users Who Require Special Educational Needs</i>	<ul style="list-style-type: none"> At greater risk from injury on the roads than other socio-economic groups. Need to develop greater independence, whilst minimising road risk. 	<ul style="list-style-type: none"> Close working with specialists in this field Working closely with the "Pathfinder" project, a Government funded initiative, whose aim is to provide greater independence for these young road users. Road Safety Officers are supporting teachers and teaching assistants in developing practical programmes of road safety.
<i>Mature Drivers over the age of 55</i>	<ul style="list-style-type: none"> Increasing elderly population in Lincolnshire. More likely to be killed or seriously injured if involved in a road collision. 	<ul style="list-style-type: none"> Courses currently being held in all seven District authority areas, funded from a range of organisations.
<i>Those who drive as part of their trade or business</i>	<ul style="list-style-type: none"> 25% of all collisions involve business user drivers. 	<ul style="list-style-type: none"> Employers Charter launched in November 2004. Eighteen companies have or are developing strategies, including successful Driver Information Programme (DiP) provided for County Council staff and Members.
<i>Motorcyclists</i>	<ul style="list-style-type: none"> Far too many motorcyclists continue to be killed and injured on Lincs roads each year. Those riding the larger machines are over represented in these statistics, particularly those in their mid 30's who have returned to motorcycling. 	<ul style="list-style-type: none"> Bikesafe initiative launched in April 2004 with the help of 2 local businesses providing motorcyclist of all ages with the opportunity to have their skills and riding characteristics assessed by highly trained police motorcyclists. Displays held at many of the major motorcycling events including the Cadwell Park circuit, Butlins motorcycle weekend and the now familiar "bike-nights".

Vulnerable Group	Issues	Actions
<i>Drugs and Driving</i>	<ul style="list-style-type: none"> Upward trend particularly with young drivers drinking or using drugs whilst driving. 	<ul style="list-style-type: none"> Joint work with the Drug and Alcohol Action Team (DAAT) to raise awareness of the dangers of driving whilst under the influence of drugs or alcohol Responsibility for the management of the Drink Drive Rehabilitation courses passes to the Road Safety Partnership in August 2005.

9.48 In addition, to the initiatives outlined above targeted at specific groups, numerous generic activities continue across the county. These include:

- the Driver Improvement Scheme for drivers who have committed minor traffic offences. This provides those drivers with information on hazard perception and driver behaviour and includes a practical driving assessment
- the Speed Reduction Seminars for drivers who have been caught exceeding the speed limit. This provides information from members of the emergency services in the front line of dealing with the consequences of drivers travelling at excessive or inappropriate speed. The seminar also includes information about the consequences of driving at speed
- together with "Churches in Lincolnshire", a Remembrance Service for the families of those killed or seriously injured on Lincolnshire's roads is held every year.

9.49 A further development to enhance the effectiveness of the road safety strategy is the acquisition of a mobile display vehicle during 2005/06. This has provided the opportunity to hold local workshops and training facilities, thereby enabling the Partnership to extend its field of influence, even to the most isolated of communities.

Enforcement and Speed Management

9.50 The Government has recently announced changes to safety camera funding and governance arrangements. These are discussed more fully in paragraph 18.17. To supplement this, the Department for Transport is to publish revised guidance on setting local speed limits. This will also include a request to all authorities to review speed limits on A and B roads by 2011, and to give priority to reviewing the limit on any road where there is a poor casualty record or widespread disregard for the existing speed limit, particularly where speed cameras are being considered. The County Council's own policies on speed management will be reviewed in the light of this revised guidance.

9.51 Currently, a wide range of measures are deployed to manage speed across the county and these will continue through the 2nd LTP period. The measures range from the deployment of fixed and mobile camera technology at sites that meet the current DfT guidelines, to Parish Calm, a scheme to provide temporary relief at locations where speed is identified as a cause of anxiety by local residents. These are outlined further below.



a) Safety Cameras

- 9.52 Lincolnshire was one of eight local authorities to be included in the national pilot scheme for safety camera back in 2000. Since then, further sites have been rolled out across the county at location where speed has been a major cause of collisions. There has been an average annual reduction at camera sites of 34% in the number of personal injury collisions and 44% in the number of KSI casualties demonstrating the important role cameras have to play in casualty reduction. In addition, public surveys in the county continue to show strong support for the use of such cameras.
- 9.53 It is not proposed to increase the number of fixed or mobile sites in the county during 2006/7. However, changes to the national procedures governing deployment of cameras mean that 15% of camera activity can be deployed at public concern sites. The criteria for prioritising these sites will be included in the speed management strategy

b) Interactive Signs

- 9.54 There are currently 16 sites in Lincolnshire with interactive signs and there is high public demand for their use elsewhere across the county. These signs are however generally only deployed in line with national guidance on their use and should only be used as an accident reduction measure, primarily at sites where engineering measures have not proved effective. Their future use will be considered when the speed management policy is formulated in the light of the national review.

c) Parish Link

- 9.55 Many Parish Councils wish to play an active role themselves in speed management within their own communities. Through "Parish Link", speed-indicating devices are loaned to Parish Councils to allow them to carry out their own assessment of perceived speeding problems. This provides a link with communities and gives parishes' responsibility for helping to prioritise where other speed reduction measures should be deployed.

d) Parish Calm

- 9.56 Parish Calm is a unique speed and traffic calming initiative aimed at raising awareness of 30 and 40 mph speed limits. By encouraging motorists to reduce their speed, local residents have confidence to walk and cycle in relative safety. The initiative involves a three-way relationship between the Partnership, who coordinates the programme, the Parish Council and the Probation Service who deploy the signs as part of their community service programme.
- 9.57 The initiative uses highly conspicuous temporary signs, which are placed, at regular intervals on roadside furniture to remind drivers of the speed limit and the need to drive with even greater care whilst travelling through a built-up area. There is a high demand for Parish Link and consequently the initiative is prioritised to sites that have a proven speed related problem.

Red Route Campaign

- 9.58 This cross-cutting initiative combines the three engineering, educational and enforcement strategies. Launched in August 2003, this is a collaborative effort between the Police and County Council to implement enhanced enforcement and engineering measures on twelve routes in the County with high numbers of killed and serious injury casualties. The routes are signed as "High Casualty Red Routes" and show the cumulative number of fatal casualties compared to the previous year.



9.59 Analysis of the killed and serious injury casualties occurring on the twelve routes over two full years of operation (see Table 11) shows a combined reduction of 30% in the number of killed and serious injury casualties compared with the average number of casualties for the three years immediately preceding the initiative. This compares with a county wide reduction of 14.1% on the remaining non red route network. In addition, there is a high public awareness of the Red Route initiative with surveys showing 72% of respondents aware of the initiative, of which 76% of those respondents recorded their approval of the campaign.

Table 11

Killed and Seriously Injured Casualties on Red Routes

Route	All Collisions (Annual Ave 1 Aug 00 - 31 July 03)	All Collisions (Annual Ave 1 Aug 03 - 31 July 05)	Numeric Change	Percentage Change
A52	58.0	40.5	-17.5	-30.2%
A16	44.7	32.5	-12.2	-27.2%
A15	39.0	31.5	-7.5	-19.2%
A17	34.3	27.0	-7.3	-21.4%
A46	23.7	9.0	-14.7	-62.0%
A158	26.0	18.5	-7.5	-28.8%
A153	19.3	17.5	-1.8	-9.5%
A1073	9.7	4.5	-5.2	-53.4%
A607	14.3	11.0	-3.3	-23.3%
B1188	8.0	12.5	4.5	56.3%
A151	19.3	9.5	-9.8	-50.9%
A631	21.3	7.5	-13.8	-64.8%
TOTAL	317.7	221.5	-96.2	-30.3%

5.60 The Red Route scheme will continue to be promoted through 2006/7 and awareness of its aims raised countywide. The Partnership will continue to evaluate the success of the scheme in terms of casualty reduction and public awareness of road safety issues in Lincolnshire and make required changes to the focus, content and delivery where necessary. This will be linked to the review of speed limits required as part of the new funding process for road safety.

Chapter 10: Tackling Congestion – General

Background

- 10.1 One of the key aims of the Government's transport strategy is to reduce congestion, particularly in the major urban areas with populations in excess of 250,000. This stems from a recognition that in many towns and cities, increasing levels of congestion are having a detrimental affect on both the economic viability and quality of life. Whilst the Government's main focus is on the larger urban areas where the problem is most acute, it also recognises that there are smaller towns and cities across the country with existing localised congestion problems or where growing levels of traffic will result in future problems if left unchecked.
- 10.2 As a predominantly rural shire county, congestion is not considered to be major issue across the majority of Lincolnshire. However, in the three largest urban areas – Lincoln, Boston and Grantham – congestion levels have increased substantially in recent years and are therefore of increasing public concern. In each of these areas, peak hour congestion and delays (particularly in the AM peak) are an almost daily occurrence, and also during peak periods on Saturdays.
- 10.3 Chapters 11, 12 and 13 of the Local Transport Plan summarise the current position in Lincoln, Boston and Grantham respectively, where integrated transport studies are being progressed. The following sections of this chapter outline the various overarching strategies that are to be pursued to help tackle the growing congestion problem, not just in the three largest urban areas, but also across other parts of the county.

Traffic Management Act 2004

- 10.4 An important influence on transport authorities' approach to managing congestion has been the introduction of the Traffic Management Act 2004. One of the key duties imposed on local transport authorities by the Act is to minimise disruption to all traffic (including cyclists and pedestrians) on their network and ensure they are making the most efficient use of that network. Each authority must appoint a Traffic Manager to oversee the delivery of this duty and, should an authority be shown to be failing in its duty, then the Act also provides for the Secretary of State to appoint a traffic director for that authority.
- 10.5 The Section of the Act covering this duty came into effect in January 2005. To assist authorities in carrying out their duty, the Department for Transport issued "Network Management Duty Guidance" in November 2004. Further guidance on performance monitoring and, in particular, the criteria upon which the Secretary of State will base any decision to intervene are still awaited.
- 10.6 The Network Management Duty Guide highlights various broad objectives and approaches that will need to be considered as part of the effective management of the network. The County Council has appointed the Director for Development as Traffic Manager. The appointment has been made at a very senior level to ensure that the whole authority is engaged in the delivery of the requirements of the Act (and in particular, the Network Management Duty) by having a high level of authority to work with other Directorates, District Councils and surrounding authorities.

10.7 In order to progress the requirements of the Network Management Duty, the Traffic Manger has set up a steering group led by the Deputy Traffic Manager. This group has focussed on the following areas:

Co-ordination

10.8 A great deal of work has already been carried out in this area and is summarised below:

- Minimising disruption by carefully coordinating works on the highway both in the county and by dealing with contacts in surrounding authorities over potential cross border conflicts. Cross boundary contacts are all in place.
- Road space booking system to include all works on the highway on one database. Manual system currently operational.
- Developing systems to electronically record all works on the highway in a single system. Currently highway and utility works held in two separate systems. Electronic transfer of data between systems being trialled in one area.
- Setting up system to enable public and media to view all roadworks information via the internet using the EMPReSS website. System now live and accessible via hyperlink from County Council Website.

Managing Roadspace Demand

10.9 Roadspace is competed for by the following :

- County Council generated works (all groups)
- Utility works
- Private works (including S278,permits,skips,etc)
- Adjacent authorities works
- Temporary traffic signals
- Road closures and temporary orders

10.10 Systems are in place to ensure all works are roadspace booked, including diversion routes for road closures. Events are also incorporated to avoid roadworks in the proximity at the time of, or near to major events.

Working with Partners and Stakeholders

10.11 Work is on going to work closely with the following groups to minimise and manage disruption on the highway network:

- Other LCC directorates
- Highways Agency
- District Councils
- Bus Operators
- Police and other emergency services
- Other stakeholders and the public

Capacity

10.12 The following are examples of measures being investigated to maximise the capacity of the network:

- Review of Traffic Signal Timings
- Junction designs and layouts

- Use of bus lanes
- Traffic counts and projections

Unplanned Congestion

10.13 Working in this area has included :

- A hierarchy review to take account to the requirement of the Traffic Management Act has recently been completed and a review of Traffic Sensitive Streets is in progress
- Pairing roads (emergency diversions). The review of standard diversion routes for the strategic network, in case of unplanned incidents is almost completed. This will enable quicker and more effective signing of diversion routes for traffic to follow
- Severe weather (Winter Maintenance Plan). Public information on priority salting routes is published annually is circulated by leaflets, the internet, County News (delivered to every home in Lincolnshire) and the local press

Events Management

10.14 A draft major events database has been produced and these events have been incorporated in the roadspace booking system (see Managing Roadspace Demand above)

Performance Management

10.15 Performance management measures are being discussed at local and regional level. Some existing measures include:

- To reduce the rate of growth in peak periods entering into urban centres
- To increase the number of bus passenger journeys
- To improve the level of bus punctuality
- To decrease the proportion of school pupils being taken to school by car
- To increase the percentage of schools with adopted travel plans

10.16 Fulfilling the requirements of the Network Management Duty contributes to several major objectives for the 2nd LTP. Detailed below is Lincolnshire's progress in the key areas:

1. **Identifying and addressing the needs of different types of road users, including pedestrians.**

We have recently completed a hierarchy review of both roads and footways, which takes into account maintenance standards, levels of service and the demands of all road users.

We are in the process of developing a strategy and policy document for delivering the requirements of the Traffic Management Act in conjunction with the East Midlands Traffic Managers Forum.

2. **Working with other bodies, including other authorities and the Highways Agency**

Lincolnshire is liaising with adjacent authorities to share good practice and develop strategies and policies in dealing with duties under the Act. An East Midlands Traffic Managers Forum (including the Highways Agency) has been formed. We are also in discussions with Norfolk to form a link with the Eastern counties. Nationally we are actively engaged in developing and sharing good practice through the CSS.

On a local level we are engaging with other directorates in the council, other adjacent highway authorities and with district councils.

We also discuss Traffic Management Act matters formally with Utility Companies, locally through quarterly co-ordination meetings and regionally through East Midlands HAUC.

3. **Integrating the duty into our wider work, including all other policies, obligations and objectives**

We are working on the basis that the duties under the TMA should be given equal weighting to other duties carried out by the authority as stated in national guidance. It is important that duties under the TMA are embedded into county policies, obligations and objectives and this is being incorporated as further guidance is provided. The major issue is minimising disruption and congestion through works on the highway and further consideration is being given on the timing and period of works particularly on traffic sensitive streets; however the degree of disruption must be assessed against the additional costs and suitability of restricted or night time working.

4. **Development of different policies for different roads, using for example 'user hierarchies' to establish different regimes**

We have reviewed the carriageway and footway hierarchies as described in 1 above.

Following this initial phase there will be a need to develop policies for different road users for each carriageway/ footway type. This will be incorporated in the strategy and policy document for delivering the requirements of the Traffic Management Act, which will in turn stem from corporate plans and community strategies.

5. **Addressing the causes of congestion or disruption, both that which is occurring now and that which is likely to arise in the future**

Lincolnshire has no cities or towns with a population of 250,000; however urban transport studies for the 3 major centre of population Lincoln, Grantham and Boston, are being planned for the LTP2 period. The data from these studies will be valuable in assessing the impact of works on the highway at different times of the day, days of the week and times of the year.

6. **Consideration of both planned and unplanned works and events.**

In terms of planned works, timing and period of works have been discussed, but in addition the option of shorter contract by closing roads with suitable diversion routes will be considered on a case by case basis.

For unplanned works and events on principal roads, standard diversion routes are being developed to cover any eventuality and minimise disruption and congestion.

The roads in the vicinity of and during major events are booked as unavailable for works on the highway. Full details of restrictions for major annual events (e.g. Lincolnshire Show, Spalding Flower Parade and Lincoln Christmas Market) will be published in the strategy and policy document for delivering the requirements of the Traffic Management Act.

7. **Identifying trends in growth and demand management techniques**

The major areas of concern are the 3 major centres of population and this issue will be covered in the major transport studies discussed earlier.

8. Applying parity in the way in which both utility companies' and highway authority works are treated

All works on the highway are being incorporated in one computerised system and the management of roadspace is being managed by independent local staff, with conflicts (which are extremely rare) being resolved locally or by the Traffic Manager or his deputy.

We also discuss parity formally with Utility Companies, locally through quarterly co-ordination meetings and regionally through East Midlands HAUC.

9. Engagement with the rest of the authority in considering any activity that could affect the network.

The Traffic Manager is a member of the authority's Corporate Management Team and champions the principles of the Network Management Duty through that group.

The County Council's Corporate Plan provides the overall policy and strategy for the authority, and effective delivery of the Network Management Duty will help in meeting the corporate objectives outline in Chapter 3.

10. Keeping the effectiveness of the Network Management Duty under review.

We are currently undergoing a staff reorganisation throughout the authority and the corporate role of the Traffic Manager and the duties of the post will be reviewed as part of this process. Performance management monitoring, together with stakeholder and customer feedback will also lead to the review of strategy, policy and internal processes will ensure that the Duty is effectively carried out.

Public Transport

Current Position and Issues

10.17 Buses have a significant role to play in helping to reduce congestion in major urban areas. Coupled with bus priority measures, improvements to bus stops and better timetable information, they can provide an attractive alternative to the car.

10.18 During the 1st LTP period, the County Council has approached this through the adoption of voluntary Quality Bus Partnerships (QBPs) in both Lincoln and Grantham. For their part, the operators have invested in low floor buses, whilst the County Council has provided improvements to bus stops (such as raised kerbs and timetable displays), and on 2 routes, real time information. In Lincoln, QBPs have been implemented on 4 key routes into the city centre in partnership with Lincolnshire RoadCar. In Grantham, one QBP was introduced but subsequently ceased with the withdrawal of services by the operator in 2004.



10.19 The limited level of service on rail lines into the urban centres means that rail does not have capacity or attractiveness to make a significant contribution to tackling congestion. The situation is unlikely to change given the national priorities for rail and the large sums required to invest in rolling stock and infrastructure, The County Council's view is that buses offer a better means of tackling congestion and provide better value for money.

Proposals during 2nd LTP

- 10.20 During the 2nd LTP, it is proposed to continue to roll out QBPs as part of the development of a fully accessible bus network for the Lincoln area. In partnership with Lincolnshire RoadCar, it is planned to focus on the Branston – Washingborough – Lincoln Corridor, including the service to Lincoln County Hospital.
- 10.21 It is also recognised that greater priority needs to be given to buses on key sections of road if punctuality and reliability are to be improved. To this end, it is planned to enter into a Punctuality Improvement Partnership with Lincolnshire Roadcar with the aim of improving reliability on routes serving the southern part of Lincoln.
- 10.22 Further details of the above initiatives can be found in the Bus Strategy which accompanies the submitted version of this Plan.
- 10.23 Although the Council believes that rail cannot contribute greatly in tackling congestion, it does provide a vital role in enabling access to the national network. Rail also has an important role in enhancing Lincoln's role as a Principal Urban Area, and the County Council will continue to seek improvements to rail services to the Midlands and South East including a direct service to London.

Walking and Cycling

Current Position and Issues

- 10.24 Many journeys are relatively short, with just over two thirds of all trips being less than 5 miles and 42% less than 2 miles (National Travel Survey 2004). Of those trips under 2 miles, almost 40% are made by car either as a driver or passenger. Hence, an important part of any strategy to reduce congestion in urban areas will need to include measures to encourage greater use of more sustainable modes of travel, including walking and cycling.
- 10.25 During the 1st LTP period, much of this work was rolled out in the larger urban areas of the county through the Community Travel Zone (CTZ) initiative. This provided improved facilities such as footways, cycleways, crossing facilities, cycle parking, dropped kerbs with tactile paving, and street lighting. The CTZ initiative was very much consultation-led, with local organisations and the public being heavily involved in deciding the location and type of schemes which were eventually implemented. As a result, cycle flows as measured at some 23 locations across the larger urban areas in the county showed a 9% increase between 2001 and 2004.
- 10.26 In addition, the Public Rights of Way network has a role to play in reducing congestion. Improved networks within or on the edges of urban areas can encourage more people to walk or cycle rather than travel by car. Similarly, there may be opportunities to better link the PRoW network to bus and rail interchanges.
- 10.27 More recently, in August 2005, the County Council adopted a Cycling and Walking Strategy. The document, which was the subject of wide consultation with interested councils and organisations, outlines a range of objectives and aims for walking and cycling across Lincolnshire. It incorporates an Action Plan setting out a wide range of measures and initiatives



under the 4 headings of Planning and Development, Infrastructure, Safety and Security, and Health and Recreation. A copy of the Strategy accompanies the submitted 2nd Local Transport Plan.

Proposals during 2nd LTP

- 10.28 In Lincoln, Boston and Grantham, the proposals for encouraging walking and cycling will be developed from the outcomes of the ongoing transport studies. These are covered further in Chapters 11, 12 and 13.
- 10.29 The Community Zone Initiative will continue to be rolled out in the other larger urban areas in the County (Gainsborough, Louth, Sleaford, Skegness, Spalding and Stamford). However, the approach taken will be modified with increased emphasis on taking forward schemes which build on, and link together, those which were constructed during the 1st LTP period, thereby maximising benefits. In addition, the CTZ initiative will also be extended to Bourne in view of its classification within the Revised Structure Plan as a "Main Town".
- 10.30 The Actions identified in the Cycling and Walking Strategy will continue to be pursued during the 2nd LTP period. Opportunities to strengthen the role that the Public Rights of Way network has to play in reducing congestion will be considered through the ongoing development of the Rights of Way Improvement Plan (see Chapter 16 and Appendix B).

Motorcycling

Current Position and Issues

- 10.31 As highlighted in the Government's Motorcycling Strategy published in February 2005, the number of motorcycles licensed has risen substantially in recent years, particularly in the case of mopeds and scooters. These offer a relatively cheap and convenient alternative to the car for shorter trips.
- 10.32 Nationally, there continues to be much debate regarding the use of both bus lanes and advanced stop lines by motorcycles, with the Government continuing to review the merits of permitting this. In Lincolnshire, where the number of such facilities is very limited, the problem is not a particular concern, but pressure will build as more of these schemes are implemented.
- 10.33 A further issue is the vulnerability of motorcycles to theft when left parked. Revised Parking Standards for new developments now include guidance on the provision of parking for motorcycles.



Proposals during 2nd LTP

- 10.34 The County Council will consider whether to allow the use of bus lanes and advanced stop lines by motorcyclist in the light of further debate and experience nationally. In addition, the Council will look to develop a Motorcycling Strategy for Lincolnshire, building on the National Motorcycling Strategy and the IHIE Guidelines for Motorcycling.

Current Position and Issues

- 10.35 The report "Smarter Choices – Changing the Way We Travel" published in July 2004 highlighted the role that "soft" transport policy measures can play in addressing congestion by helping people to choose to reduce their car use while enhancing the attractiveness of alternatives. Among these measures is workplace or business travel planning.
- 10.36 With the appointment of a dedicated member of staff to promote Business Travel Plans in Lincolnshire, greater progress is now being made in this area. The main focus of current work is in the City of Lincoln where Travel Plans have been instigated with several large employers, including the County Hospital and Siemens. The formation of the Lincoln BID (Business Improvement District) means that the County Council is now working in partnership with this group in order to facilitate the development of a City Centre Travel Plan. The first stage will be to issue a survey to all the business within the BID area in order to inform how the Travel Plan develops. This will be completed in the spring of 2006.
- 10.37 The requirement to provide a Travel Plan as part of a Transport Assessment produced in support of planning applications is now set out clearly in the Council's guidance document "Transport and New Development Issues in Lincolnshire". As a result, a more consistent approach is now being taken in this area across the county. For example, a threshold has been set for developments with over 1500m² of floor space, or which employ 200 or more employees, whereby a Travel Plan is automatically required.
- 10.38 In order to demonstrate to businesses that the County Council is playing its part, greater emphasis is being placed on developing its own Travel Plan, focusing initially on the County Offices site in Lincoln. To establish a baseline of information in establishing how employees travel to work, a staff survey was carried out in summer 2003. A Corporate Working Group, consisting of representatives of all directorates has been established to facilitate the development of Travel Plan at a corporate level, and the Council's Corporate Management Team have also approved the Travel Plan, which was launched in March 2006. This includes a discounted ticketing scheme for employees who use the Roadcar bus service and a car share database, where employees can cut the cost of driving to work and share with a colleague. A range of further incentives aimed at promoting travel choice will be implemented throughout 2006. Another staff survey has also been carried out in early 2006 so that baseline of data on employee travel habits is accurate. This will be repeated on an annual basis to establish the success of the Travel Plan, and to identify how the Travel Plan will evolve in the coming years, through new initiatives and marketing campaigns.
- 10.39 The County Council is working in partnership with Boston Borough Council to implement a Travel Plan for the Municipal Buildings in Boston (which are also sub-let to the East Lincolnshire Primary Care Trust and the County Council's Divisional staff). A staff survey was carried out in March 2004 which identified employees travel patterns and a Travel Plan was adopted in the summer of 2005.
- 10.40 The County Council has also forged connections with Business Link (Lincolnshire and Rutland). This ensures that when Business Link offer advice to SME's (Small to Medium Enterprises), they consider the transport issues associated with the businesses concerned. If there are particular problems that could be remedied by the application of a Travel Plan, the County Council is contacted and the Business Travel Plan Officer offers site specific advice.

Proposals during 2nd LTP

- 10.41 The Council will continue to encourage local businesses and organisations to develop Travel Plans during the 2nd LTP period. Whilst the initial focus of this work will be in the Lincoln area,

it is proposed that the lessons learnt here will then be replicated to businesses located in Grantham, Boston, Spalding and Stamford. Where there are substantial cross-boundary movements, then Council will also work with adjacent authorities. At the same time, a stronger emphasis will be placed on the need for Travel Plans in support of new developments. The Council's own Travel Plan will continue to be further expanded through new initiatives.

- 10.42 The rurality of the County, combined with the large number of dispersed small/medium sized businesses, provides a challenge to the County Council in encouraging further take up of travel plans by employers. In many cases other LTP initiatives (InterConnect/Callconnect) may provide the most viable and sustainable travel options for employees.

School Travel Planning

Current Position and Issues

- 10.43 A further "soft" initiative identified in "Smarter Choices – Changing the Way We Travel" is School Travel Plans. Over the last two decades, the number of children travelling to school in cars has almost doubled nationally. This change has come about as a result of many factors including economic growth, changes in the working population and improved opportunities to exercise parental choice of school.
- 10.44 Lincolnshire's response to this challenge has been to develop an approach based on internal and external partnerships that deliver targeted outcomes. This approach has been recognised by both the DfT and DfES as an effective organisational model that provides value for money by ensuring that partners are complementing not duplicating the work of other agencies. Ongoing close co-operation between the Children's Services Directorate and the Development Directorate has enabled the County Council to take a pro-active role in enlisting other partners. For example, the Healthy Schools initiative has worked with the School Travel Team to provide joint training programmes for teachers.
- 10.45 During the 1st LTP period, revenue funding provided by the Education and Cultural Services Directorate and matching capital from the transport block allocation was used to encourage schools to develop travel plans. This funding was first made available in the financial year 2000/01 and has continued with an agreement to March 2006. In the period 2001/04, additional DfT bursary funding provided for a School Travel Co-ordinator post. The new DfT/DfES funding covering 2004/08 to develop school travel initiatives has been used to employ five School Travel Advisors. The availability of Capital Grants for schools with approved School Travel Plans has enabled the County Council to re-focus its capital funding on measures outside the school grounds designed to improve travel by non-car modes.

- 10.46 The additional ring fenced revenue funding from DfES/DfT has enabled a dramatic increase in the number of Travel Plans being achieved. The Travel Plan Advisor's work programme has been developed in conjunction with the Children's Services Directorate and local stakeholders, setting out the targets for the advisors to the end of the funding period

Table 12

School Travel Plan Programme

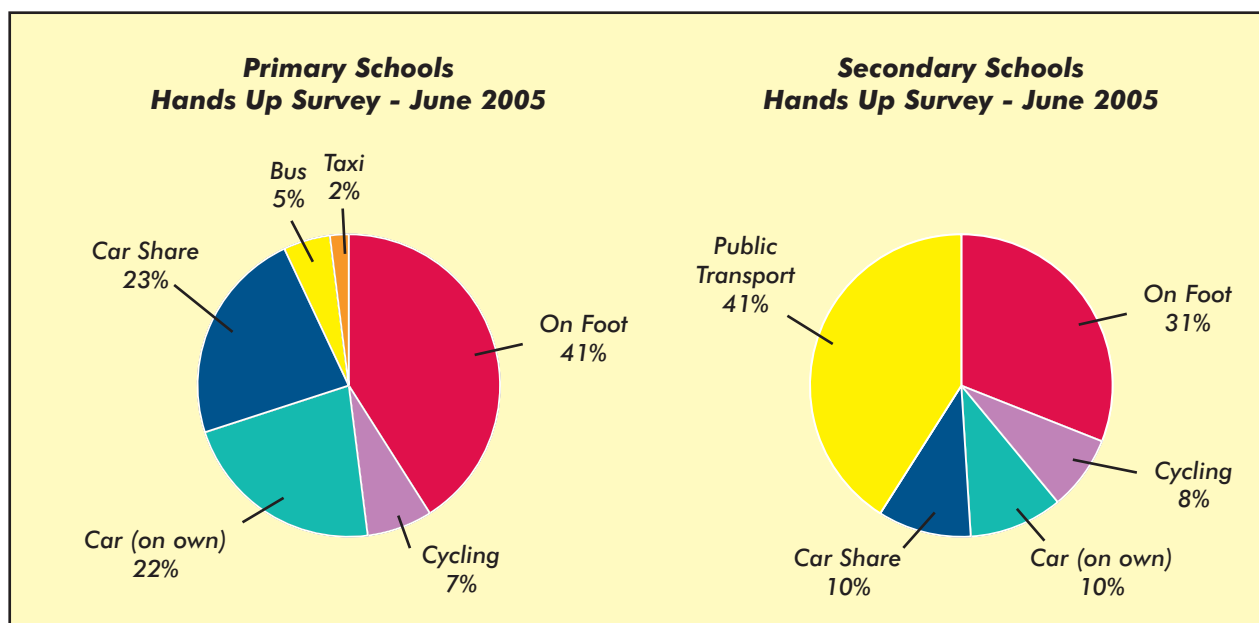
Date	Travel Plans To Be Completed During Year	Total Schools with Travel Plans
April 2006	90	226
April 2007	75	301
April 2008	75	376
April 2009	15	391
April 2010	10	401

(March 2008). These targets are ambitious and the aim is to ensure that 100% of Lincolnshire's schools have a Travel Plan in place by April 2010 as shown in Table 12.

- 10.47 The target of achieving total Travel Plan coverage is ambitious. The team's ability to achieve this will be dependent on both resources and developments in school organisation. The strategy has, to date, been based on identifying schools in an advantageous position to develop a Travel Plan. The DfES/DfT have responded to feedback from local authorities and have made a commitment to produce advice on how to engage schools in more challenging circumstances in the Travel Plan process. Schools are offered the opportunity to receive direct support from the School Travel Plan Advisors to develop their Travel Plan. In order to obtain this support, each school signs up to a Service Level Agreement outlining the commitment required for the school to develop a Travel Plan. The County Council will then provide up to five Advisor visits to support the school to complete its Travel Plan.
- 10.48 In addition, the County Council has provided training for 50 representatives from schools in the process of developing a Travel Plan. Opportunities to maximise the benefit to the County of national campaigns, such as WOW (Walk to school On Wednesday) have also been taken. The Golden Boot Challenge also continues to be successful.
- 10.49 Monitoring for School Travel Plans is currently carried out in both February and September through "hands up" surveys. The latest results from these are shown in Figure 27 below. Obviously, within the countywide figures there are wide variations. Whilst the countywide figure for pupils arriving at primary school by car (either own their own or car sharing) is 45%, this varies from 41% on average for urban schools to 47% for rural. Conversely, 48 of pupils at urban primary schools arrive on foot with 2% bus, whilst the figures for rural schools are 35% by foot and 8% by bus.

Figure 27

Current Mode of Travel to School in Lincolnshire



- 10.50 Park and Stride schemes have proved to be particularly successful in achieving a reduction in congestion around schools by encouraging walking for part of the journey to school. To date 49 Park and Stride sites have been established in partnership with Parish Councils, businesses and community groups.

10.51 Intervention to date has had positive results. For example, at Sir Francis Hill Primary School, the development of a Travel Plan in April 2004 has led to an increase in cycling to school from 11% in February 2004 to 21% in February 2006. At other schools trends are also positive with smaller increases in both cycling and walking.

Proposals for the 2nd LTP Period

10.52 Current revenue funding will enable the School Travel Plan programme to be delivered up to March 2008. The intention is to achieve 90% of all Schools having a Travel Plan by this date.

10.53 The focus of work has, to date, been with those schools that have shown a keen interest in developing a Travel Plan. It is likely to prove increasingly difficult to engage those schools who have little or no interest in working towards a Travel Plan. The confirmation of funding until 2008 has enabled this approach to be broadened. The team working directly with schools has been expanded to five Advisors. The excellent progress towards the 2008 target has enabled the Advisors to work with schools in more challenging circumstances hence the annual targets have been modified to reflect this position. The additional advice from DfES/DfT referred to in 10.47 will assist this process.



10.54 Whilst the main emphasis of School Travel Planning here is on reducing congestion, there are also strong links to the other Shared Priorities of safer roads, delivering accessibility and improving air quality.

Taxis and Private Hire Vehicles

Current Position and Issues

10.55 Within the larger urban areas, taxis and private hire vehicles have an important role to play, both as a means of transport for sections of the population who do not have access to a car and also as part of an overall integrated transport system, for example supporting the night time economy. In Lincolnshire, the responsibility for the licensing and operation of taxis and private hire vehicles rests with the seven District Councils, although the County Council is involved in its role as highway authority in the provision of on-street taxi ranks.

10.56 As Licensing Authority, the District Councils have all produced local policies and guidelines covering issues such as :

- how to apply for a licence, including medical examinations, criminal bureau checks, driver knowledge/english tests, etc.
- vehicle specifications and testing requirements
- fares
- meeting the needs of the disabled

10.57 Two of the seven District Councils (City of Lincoln and East Lindsey) have been operating a restriction on the number of licences permitted in their area. Following the publication of the

Government's "Action Plan for Taxis and Private Hire Vehicles" in March 2004, the District Councils involved have reviewed these restrictions in line with the DfT's letter of June 2004.

- 10.58 In Lincoln, the City Council commissioned independent transport consultants to address the issue. Following a detailed review involving taxi users, the taxi trade and other interested parties and stakeholders, the City Council is satisfied that maintaining the numerical limit on licences at the current level is justified and believes that the review confirms that it has the balance of interest between the taxi trade, the consumer and the wider public and business community at large about right. The outcome of the review was relayed to DfT in April 2005.
- 10.59 Following a review of its policy regarding hackney cabs, in September 2004 East Lindsey District Council resolved to remove the restriction on vehicle numbers, with the proviso that all hackney cab licences granted above the previous quality control policy should be for wheelchair and disabled access vehicles.

Proposals during 2nd LTP

- 10.60 During the 2nd LTP period, the County Council will continue to work closely with the District Councils to ensure that taxis and private hire vehicles play a full role in tackling congestion. In particular, the Council will look to learn from the DfT's Best Practice Guidance for taxis/private hire vehicles due to be published during 2006, although this is more likely to be of relevance to the District Council's in their role as Licensing Authorities.

Parking

Current Position and Issues

- 10.61 The availability of parking, together with its associated cost, has a significant influence on people's decision as to whether or not to drive to their destination, even for locations well served by public transport. As such, parking controls (either on the number of spaces, duration of stay or level of charge) can be a useful tool to encourage motorists to use alternative modes of transport. However it must also be recognised that in a large rural county such as Lincolnshire, whilst improvements continue to be made to public transport provision, there are limited opportunities for travel by other modes. Hence for many people the car will remain the only feasible option for travel.
- 10.62 In addition, parking can have an impact on the local economy with the availability of spaces affecting the relative attractiveness of a location or town. This is often raised as a concern by the local business community. Locations with a shortage of spaces may suffer economically, unless alternative means of access are in place. In order to maintain the retail competitiveness and viability of rural towns such as those across Lincolnshire, it is important to ensure that there is an adequate supply of short stay parking for shoppers and visitors. Similar issues arise where tourism is an important part of the local economy, such as on the Lincolnshire Coast and in historic Lincoln.
- 10.63 Since the 1st Local Transport Plan, the County Council has adopted revised maximum standards for parking provisional at new developments broadly in line with those set out in PPG13 and also in the Regional Transport Strategy contained in RSS8 Regional Spatial Strategy for the East Midlands. These have been incorporated into the revised Structure Plan. The standards also include minimum standards for cycle and motorcycle parking and provision for the disabled. Whilst the aim of these maximum standards is to encourage people to travel by means other than the car, the Council does have concerns over the extremely restrictive parking provision for new residential developments required by PPG3 when applied to a rural county such as Lincolnshire. There is growing evidence that rather than reducing car ownership, this is leading to increased problems of inappropriate parking on adjacent

highways and the replacement of front gardens with more parking spaces. The revised approach suggested in the Consultation Draft of PPS3, whereby local standards would be developed following consultation, is therefore welcomed.

10.64 Currently in Lincolnshire, the responsibility for parking is divided between the County Council (on-street provision), the seven District Councils (off-street provision and enforcement) and the Police (enforcement of on-street restrictions). However, under the Road Traffic Act 1991, it is possible for the highway authority to apply to the Secretary of State for the “decriminalisation” of various on-street offences including parking by creating a Special Parking Area. This results in the transfer of responsibility for on-street parking enforcement from the Police to the local highway authority, who in turn often enter into agreement with the District Councils to allow them to carry out both on-street and off-street enforcement.

10.65 Nationally, increasing numbers of authorities are taking up decriminalised parking. In Lincolnshire, there is a growing recognition that whilst there is currently no requirement for an authority to pursue this route, this is likely to change at some point in the future as a result of either :

- Home Office pressure on Chief Constables to give up their parking enforcement role, or
- the Government using the powers recently introduced in the Traffic Management Act to direct authorities to do so.

10.66 To stimulate a debate locally, in January 2005 the County Council organised a seminar on decriminalised parking to which representatives of the County and District Councils, along with Lincolnshire Police were invited. Presentations were given by consultants with expertise in this field and both a Shire and District authority who are already operating decriminalised parking. A major concern was the time required to prepare a Special Parking Area application (typically some 18 months to 2 years) and whether this may be available if either of the two scenarios outline in the above paragraph were to happen, leading to a hurried and inefficient introduction if no action is taken now.

10.67 Following consideration by the County Council’s Executive and the Lincolnshire Local Government Association, a steering group comprising representatives of the County Council, the District Council and Lincolnshire Police has been set up to take the initiative forward. As a first step, a jointly-funded feasibility study is to be carried out by consultants, looking particularly at the funding implications, both set up costs as well as longer term requirements. The study will also look at the options available for managing decriminalised parking enforcement in a large rural two-tier county.

10.68 A car parking strategy for Lincoln has been developed as part of the Lincoln Transport Strategy. It provides a review of existing parking stock and measures, recommends changes in policy and addresses the expectations of the future need of Greater Lincoln. Supply and demand has been assessed in two forms: public and private. For public parking, the assessment indicates that demand will outstrip supply between 2009 and 2012 depending on worst-case and best-case scenarios respectively and that private parking will need constant management in-line with changes to development usage. The recommendations from the study show a clear transparent methodology covering residential, retail, commuter, commercial and tourism parking strategies, along with a likely phasing strategy to help support a sustainable Greater Lincoln.



- 10.69 Short-term measures recommended in the strategy include smart signing to highlight alternative car parks that are under-utilised, new charging regime for long and short stay car parking, continue to develop security and safety to car parks and public transport support to the historic area for tourism. The main long-term measure is the introduction of remote park and ride. However this will be dependent on freeing up road space to dedicate to bus lanes, thus making park and ride attractive over conventional city centre parking. The recommendations have the agreement of the District Council partners within Greater Lincoln, who provide important support under their statutory role to advance the parking strategy during the 2nd LTP period through a number of implemented parking plans.
- 10.70 The development of a parking strategy will also form a key element of the proposed transport studies to be carried out in Boston and Grantham (see Chapters 12 and 13).

Proposals during 2nd LTP

- 10.71 During the 2nd LTP period, the following are proposed :
- further development of the case for decriminalised parking in Lincolnshire in partnership with the District Councils and the Police
 - the development of parking strategies for Lincoln, Boston and Grantham as part of the ongoing and proposed transport studies
 - review the parking standards for Lincolnshire in the light of the proposed review of standards to be carried out regionally through the Regional Spatial Strategy Review.

Intelligent Transport Systems

Current Position and Issues

- 10.72 The Government had indicated that they expect all authorities to demonstrate that they are looking to make best use of their existing transport infrastructure. One area where an important contribution to this aim can be made is through the use of innovative transport technologies such as Urban Traffic Management Control (UTMC) and Intelligent Transport System (ITS). Specific areas where benefits might be gained include :
- the demands placed on Local Authorities by the Traffic Management Act 2004 mean that the existing network must be managed more effectively
 - to continue to promote the use of Public Transport, which improves accessibility for all. GPS based bus location systems, which combine an intelligent bus priority system with real time passenger information, have been shown to help buses keep to their timetables and encourage more people to use public transport by providing passengers with accurate information about the arrival of their bus. This also potentially frees up road space via modal shift and compliment dedicated bus lanes
 - although by national comparison there are few problems of congestion or poor air quality in Lincolnshire, three centres in particular have problems that are locally significant: Lincoln, Boston and Grantham. Part of the solution for these places may be to build new road infrastructure. However, more active traffic control would be beneficial as it will be several years before any new major highway schemes might be implemented and even then, there will be a need to manage the urban highway network for people accessing the urban areas

- the e-government agenda is encouraging the Council to consider how it can best convey information, including travel information, to the public.

10.73 At present, the following systems are in operation in Lincolnshire :

- a small traffic control room using the SCOOT urban traffic signal control system to coordinate signal timings at adjacent junctions and pelican crossings in Lincoln, Boston, and Grantham
- the provision of rudimentary travel information to local radio stations
- resources available to monitor and arrange for repair of equipment faults
- the ability to carry out real time traffic control and to react to incidents but this is limited largely by insufficient and outdated CCTV, insufficient staff and the limitations of the existing SCOOT/UTC system
- real time bus information on some InterConnect and Quality Bus Partnership routes, with some buses in Lincoln being fitted with transponders to give them priority at a limited number of key signal junctions in Lincoln.

Proposals during 2nd LTP

10.74 The Council believes that there are substantial benefits to be gained by updating and extending the use of Intelligent Transport Systems in Lincolnshire and is therefore looking to develop a Traffic Control Centre based around the following elements :

- upgrade of SCOOT/UTC system to an Intelligent Transport System (e.g. COMET)
- signal and CCTV upgrading and installation of new CCTV cameras at key points in the network
- new signal controlled junctions where appropriate
- the possibility of air quality monitoring linked to SCOOT/UTC
- further development of real time passenger information for public transport users
- real time traffic information via internet
- variable message signing for car parking availability and general network information

10.75 The initial focus for the work would be in Lincoln, Boston and Grantham where the congestion problems are at their worst. Here there are opportunities to link the development of a Traffic Control Centre to the ongoing and proposed transport studies to maximise the benefits through closer links to proposed improvements to buses and the development of parking strategies. Longer term, there would be opportunities to extend the coverage to include other larger urban areas and key tourist routes/locations such as the coastal resorts


10.76 Work on developing the proposal is at an early stage. Unfortunately, a recent bid for pump-priming funding through the Department of Transport's Transport Innovation Fund was unsuccessful as insufficient emphasis was placed on demand restraint measures such as road charging or workplace parking levy. During the 2nd LTP period, the County Council will continue to explore ways of taking the project forwards.

10.77 As well as the more obvious transport benefits, there would also be the opportunity for wider community benefits from such a centre. For example, co-operation already takes place on

sharing CCTV camera facilities in Lincoln and Grantham and with other district councils on air quality issues relating to traffic congestion. It is proposed that this work will be extended in the next Local Transport Plan period and partnerships will be investigated involving the County Council, district councils and the police where better co-operation and sharing of resources will provide benefits to the management of the highway network, community safety, crime reduction and air quality. This may also open up further opportunities for funding. Similarly, there are opportunities for closer work with bus operators in respect of real time information and general provision of information to the public and these will be further explored.

Chapter 11: Tackling Congestion – Lincoln

Background

- 11.1 The City of Lincoln is the county town of Lincolnshire and, as such, its continued economic success is important not just in a local context but also countywide and, indeed, regionally. This latter point is highlighted in RSS8 Regional Spatial Strategy for the East Midlands published in March 2005, where Lincoln is identified as one of only 5 Principal Urban Areas in the East Midlands. As such, it has an important role to play in the future growth of the region and, in particular, the EMDA target of becoming a top 20 European region by 2010. In addition, the Eastern Sub-area objectives within the Regional Transport Strategy recognise the need to “develop the transport infrastructure and services needed to support Lincoln’s role as one of the Region’s five Principal Urban Areas”, with the Lincoln Eastern Bypass/Growth Corridor identified as one of the transport investment priorities for the Eastern Sub-Area.
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- 11.2 The City is already experiencing a certain degree of economic growth, stimulated by key developments such as the new University of Lincoln and the recent upgrading to dual carriageway of the A46 between the City and the A1 at Newark. In recent years, it has risen to 16th place in the list of the UK’s Most Profitable Cities (Dun and Bradstreet May 2002) from 114th in 2000. Similarly, the city was confirmed as one of the UK’s Top Ten favourite cities in a Guardian/Observer readers’ poll published in May 2004, rising from 25th to 9th in the space of one year. Over three million people visit the city every year, drawn by the wide range of attractions, in particular the historic uphill area with its cathedral and castle. These tourist attractions are joined by the new state-of-the-art City and County Museum in 2005. The importance of tourism not just locally but also regionally is recognised in the Regional Tourism Strategy “Destination East Midlands”, where the Vision includes the aim of “lifting Lincoln into the top rank of heritage city destinations in Britain, its magnificent cathedral and castle recognised as glories and a “must see”.”
- 11.3 The Regional Spatial Strategy RSS8 specifically refers to the need “to achieve the significant strengthening of the regional role of Lincoln as one of the region’s five Principal Urban Areas” and this is further emphasised by a requirement to develop a Sub-Regional Spatial Strategy for the Lincoln Policy Area as part of the ongoing review of Regional Spatial Strategy. The County Council is leading on the preparation of this strategy, on behalf of the Regional Assembly, in partnership with the three District Councils (City of Lincoln, North Kesteven and West Lindsey)

and other key stakeholders. The work is being co-ordinated through the Lincoln Area Strategic Planning Joint Advisory Committee. The Sub-Regional Strategy will ensure that the spatial planning of the area and the distribution of new development will complement the Lincoln Transport Study (see below) and seek to direct growth to the most sustainable locations.

- 11.4 In central Lincoln, the County and City Councils are working in partnership to ensure that key strategic outputs from the Lincoln Transport Study are embedded in the City Council's emerging Local Development Framework (LDF) and Area Action Plan. There is considerable development interest in the City centre and as part of the development of the LDF, a week-long "Planning For Real" masterplanning exercise organised by the Prince's Trust was recently held.

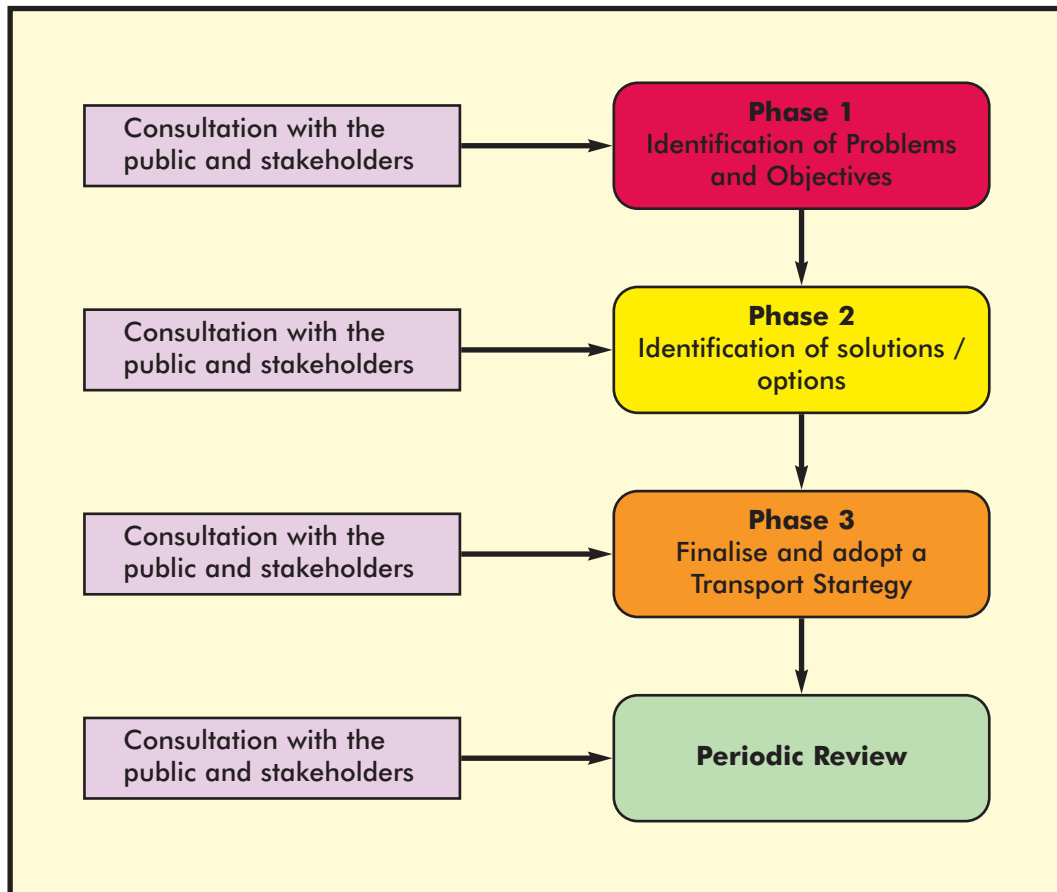
Lincoln Transport Study

- 11.5 In recognition of the importance of the role of transport supporting corporate initiatives at a local and regional level, the County Council and its partners, the District Councils of North Kesteven and West Lindsey and the City of Lincoln, recently undertook an 18 month Transport Study for the Lincoln area. The Study has resulted in the development of an integrated transport strategy that will be delivered through a variety of initiatives and funding sources over several future Local Transport Plan periods.
- 11.6 Building on the acknowledgement within the Regional Transport Strategy, the Lincoln Transport Study identified evidence of the need for investment in transport infrastructure to support the continued growth in Lincoln. The identified strategy places particular emphasis on the demand for housing, economic growth, social inclusion and environmental enhancement in determining the transport solution for the Lincoln area. The strategy has been developed to conform with the newly adopted Central and Local Government Shared Priorities and will be used as a basis to guide the development of the emerging Local Development Frameworks currently being produced by the City and District Councils.

Process

- 11.7 The strategy was developed in accordance with Central Government's best practice guidance with the study based on 'first principles' – the identification of problems, the setting of objectives and the generation of options.
- 11.8 The process has been supported by a thorough consultation exercise including interest groups, local and regional stakeholders and the public. The findings of these exercises have been central to the development of each phase of the study process. This has included various forms of communication including the media, workshops and questionnaires with a strong emphasis on the importance of feedback.
- 11.9 The development process culminated in the combination of a series of prioritised options into a well balanced and coherent transport strategy to be delivered over several Local Transport Plan periods. It is intended that the final strategy will be subjected to periodic review to allow for changes in transport policy and priorities at a local, regional and national level. It is expected that there will be an annual review, with a major review being undertaken every 5 years in line with the Local Transport Plan process. The flowchart shown by Figure 28 provides a simplistic guide to the key stages of the process.

Lincoln Transport Study Process



Phase 1

- 11.10 Phase 1 of the process involved the identification of the existing and future problems and issues facing the transport network within the Lincoln area and the formulation of objectives outlining areas of improvement the study would seek to achieve.
- 11.11 The main problems and issues (PI) that have been identified facing transport infrastructure within the Lincoln area can be summarised as:
- PI-1 The city provides a focal point for the provision of a range of key corporate services (e.g. health, education and social services) for the greater Lincoln area and the County of Lincolnshire. Thus an affective transportation system plays an important role in maintaining and improving each service delivery area.
 - PI-2 Maintaining the recent economic growth and prosperity in and around the city, stimulated by key developments such as the new University of Lincoln and the recent upgrading of the A46 between the city and the A1 at Newark to dual carriageway.
 - PI-3 The pressure for future development as recognised in Regional Planning Guidance RPG8. This identifies Lincoln as one of five Principal Urban Areas in the East Midlands and recognises the need to significantly strengthen its role, including the need to develop the transport infrastructure and services.

- PI-4 As a consequence of the levels of commuter and commercial travel demand for access to the city is high, particularly at peak times, with increasing congestion and pressures on non motorised user facilities and car parking provision.
- PI-5 To support the tourism of Lincoln's historic core, with the cathedral and castle, attracting visitors both nationally and internationally. Demand for access to the city is high, particularly at peak times, with increasing congestion and pressures on car parking provision.
- PI-6 Although the western relief road takes some through traffic out of the city, some key routes to the east and south, most notably the A15, still pass significant volumes of traffic through the urban area creating a negative environment that affects quality of life issues such as severance and connectivity.
- PI-7 The constraint to north-south movements for all modes due to limited crossings of the east-west barrier formed by the river / railway. This is particularly apparent on High Street and Brayford Wharf East where the rail barriers are closed for up to 15 minutes in the morning peak hour.
- PI-8 Investigations by the City of Lincoln Council have identified parts of the city as having air quality issues brought about by emissions from road transport. Accordingly an Air Quality Management Area has been declared. Further details can be found in Chapter 14.
- PI-9 Limited bus priority measures across the city, with bus operators experiencing increasing difficulty due to rising levels of congestion across the city. In addition, the city bus station falls well below the standards of that expected by public transport users today.
- PI-10 Low levels of services on lines into Lincoln and consultation with the Strategic Rail Authority mean that rail has a very limited role in reducing congestion: a low priority has been given nationally for any investment locally in rail.

11.12 The Study Objectives (SO) have been developed through a review of pertinent local, regional and national policies relevant to the Lincoln area. This enabled the process to identify common aspirations within the Lincoln area that require the support of improved transport infrastructure. Nine Study Objectives have been identified. These are:

- SO1 – To assist the sustainable economic growth of Lincolnshire through Infrastructure Improvements to the following:
 - The Strategic Road Network;
 - Non-Strategic Road Network; and
 - The Rail Network.
- SO2 – To remove strategic road-based freight from Lincoln and other adversely affected communities through:
 - Encouraging the use of alternative modes; and
 - Improving links to the Primary / Trans-European Road Network.
- SO3 – To ensure that the transport infrastructure meets the needs of existing and proposed developments especially:
 - In the regeneration priorities in the Lincoln area;
 - Including minimising congestion through the promotion of walking, cycling and public transport; and
 - Managing parking.

- SO4** – To reduce the number and severity of road traffic accidents by reducing the potential for conflict between different modes and improving the facilities for convenient and safe alternatives.
- SO5** – To maximise accessibility and reduce peripherality by improving the range of travel options especially for those without access to the private car.
- SO6** – To increase Public Transport usage by improving:
- Reliability, frequency and journey time of bus services;
 - Quality of vehicles and infrastructure; and
 - Bus / rail integration.
- SO7** – To improve overall air and noise quality within the Lincoln area, especially in the Air Quality Management Area in Lincoln by the removal of unsuitable traffic by:
- Removing through traffic;
 - Reducing local journeys in Community Travel Zones; and
 - Other traffic management measures.
- SO8** – Protect and enhance the built environment by reducing the adverse impacts from traffic, through improvements to the transport infrastructure.
- SO9** – Improve the attractiveness and liveability of central Lincoln for residents, workers and visitors by creating a safe, attractive and accessible environment for pedestrians.

11.13 A direct comparison of the Study Objectives with the Transport Shared Priority demonstrates the potential contribution that the Lincoln Transport Study will deliver towards local and national transport policy. This relationship is shown in Table 13.

Table 13

Transport Shared Priority Contribution Matrix

TRANSPORT SHARED PRIORITY	STUDY OBJECTIVES (SO)								
	SO1	SO2	SO3	SO4	SO5	SO6	SO7	SO8	SO9
Tackling Congestion	✓	✓	✓	✓	✗	✓	✓	✓	✓
Delivering Accessibility	✓	✓	✓	✓	✓	✓	✗	✗	✓
Safer Roads	✓	✓	✗	✓	✗	✗	✓	✗	✓
Better Air Quality	✗	✓	✓	✗	✓	✓	✓	✓	✓

11.14 Through delivering the Study Objectives, the final strategy has identified benefits within the Lincoln area within each of the Transport Shared priority sub categories, particularly congestion. Although these benefits have not yet been quantified, the matrix shown above provides a qualitative indication of benefits expected from implementation of the plan.

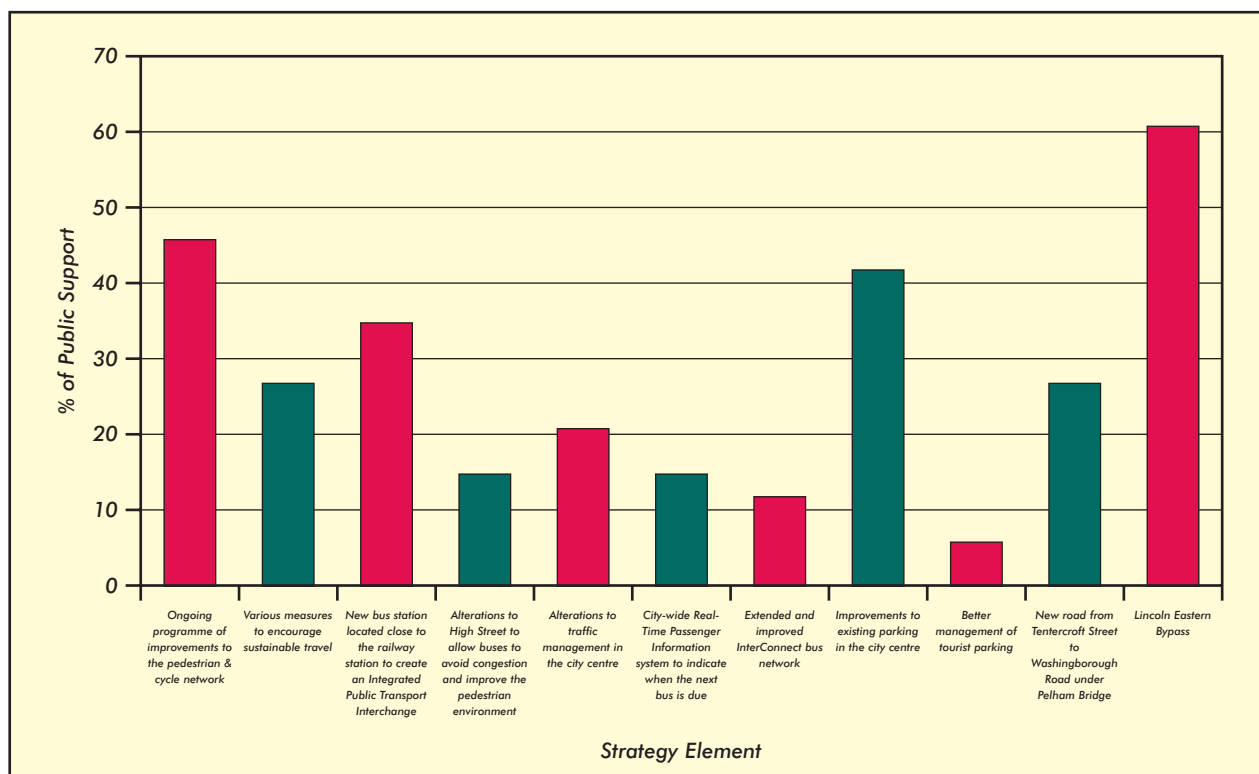
Phase 2

- 11.15 The second phase of the process involved the generation and appraisal of options which contribute to meeting the study objectives and solving the identified problems and issues. This has ensured that options taken forward for further consideration are, in accordance with best practice, problem as well as policy driven.
- 11.16 Potential options were tested against a variety of best practice criteria including central Governments key transport objectives. The transportation options that have been identified and assessed include:
- **Improvements to Public Transport** – including improved level of service, better bus stops and city centre public transport interchange, bus priority measures, better information and improved integration with other modes such as rail
 - **Bus Punctuality Improvement Partnerships** – working with bus operators to improve the reliability and punctuality of bus services through highway and operational measures
 - **Improvements to the Cycling and Walking Networks** – building on the work already carried out through the Community Travel Zone initiative to encourage more people to walk and cycle. This includes new cycle ways and pedestrian facilities
 - **Major Highway Improvements** – new bypasses, relief roads or distributor roads to remove traffic from areas which are currently congested and subsequent measures to ‘lock in’ the associated benefits
 - **Minor Highway Improvements** – smaller scale improvements at existing key locations to ensure that best use is being made of the existing road network
 - **Parking Strategy** – looking at the existing levels of parking provision and the balance between short and long stay car parking and whether there is a role for other parking initiatives such as Park and Ride and decriminalised parking
 - **Better Management of the Existing Network** – development of an intelligent transport system to manage the network efficiently (E.g. interactive car park signing)
 - **Travel Planning** – at both schools and businesses to encourage greater use of walking, cycling and public transport
- 11.17 The results from the assessment of these options show that higher levels of intervention do not necessary result in the most benefits and that a well-balanced and coherent multi-modal strategy is the preferable solution within the Lincoln area. The results have enabled the prioritisation of the transportation solutions to be considered for delivery during the 2nd Local Transport Plan period.

Phase 3

- 11.18 The final phase of the study has resulted in the development of a Transport Strategy for the Lincoln area, initially covering the period up to 2021. In order to inform the final decision making process an additional consultation exercise was undertaken. From those elements presented, the public were asked to identify their 5 key transport priorities for the Lincoln area. Phase 2 of the study has identified the elements to be considered for delivery during the 2nd Local Transport Plan period. Figure 29 shows the level of public support for these elements.

Lincoln Transport Strategy Consultation Responses



11.19 The consultation feedback provided evidence that the public supported the need for improvements to all areas of existing transport provision. Of the elements likely to be considered during this Local Transport Plan period the Lincoln Eastern Bypass (61%) received the most public support, followed by walking and cycling improvements (46%) and improvements to parking within the city centre (42%). A new bus station (35%) and sustainable travel initiatives (27%) were ranked 4th and 5th respectively by the public.

Funding

11.20 Not all elements of the Transport Strategy are expected to be funded through the Local Transport Plan process. A key issue for delivering the strategy therefore has been to identify potential sources and possible levels of other available funding sources. A range of possible sources have been considered and are explained in more detail within Chapter 16.

These are:

- **Capital funding** – used mainly for new infrastructure or major improvements and primarily from Government via the Local Transport Plan process, although the Council also uses its own capital resources as well
- **Revenue funding** – essentially for ongoing spending on transport (such as routine maintenance or support for bus services). The majority of this comes from Government grants, council tax, and business rates
- **Other funding sources** – including contributions from District and Parish Councils, European and Regional funding opportunities, private sector developer contributions and specific Government “Challenge Bids” or grants

2nd LTP Opportunities

11.21 The study has identified that the following elements should form the basis of the final strategy to be delivered over the short to medium term. Table 14 shows the Lincoln Transport Strategy elements identified for this Local Transport Plan paired together with possible funding sources. There is considerable developer interest in central Lincoln and every effort is being made to ensure that the outcome of the study and the development aspirations are compatible and mutually supportive and that appropriate transport improvements and/or funding contributions are secured. In particular, detailed feasibility work is being undertaken in relation to a new east-west link south of the city centre and the development of a new bus station/transport interchange. The City Council is also developing a Parking Strategy which will respond to the Transportation Study conclusions.

Table 14

Preliminary Lincoln Transport Strategy during 2nd LTP

Strategy Element	Description of Strategy Element	Primary Funding Source
<i>Pedestrian and Cycle Network Improvements</i>	<i>Ongoing programme of improvements building on the achievements of LTP1</i>	<i>LTP</i>
<i>Sustainable Travel</i>	<i>Programme of car-sharing, cycle training, education initiatives, Safer Routes to School and business and other integrated policies. Ongoing programme of improvements building on the achievements of LTP1</i>	<i>County Council</i>
<i>Public Transport Interchange</i>	<i>New Bus Station located close to the Railway Station to create an integrated Public Transport Interchange</i>	<i>Developer</i>
<i>High Street Improvements</i>	<i>Alterations to the High Street focused on providing bus priority measures, thus improving public transport and the pedestrian environment</i>	<i>LTP Developer</i>
<i>City Centre Traffic Management</i>	<i>Alterations to traffic management within the city centre resulting from the Local Development Framework</i>	<i>Developer</i>
<i>Real Time Passenger Information</i>	<i>City-Wide Real Time Passenger Information System to indicate when the next bus is due</i>	<i>Transport Innovation Fund Bid</i>
<i>InterConnect</i>	<i>Extended and improved InterConnect bus network</i>	<i>DST Kickstart Bid</i>
<i>City Centre Parking</i>	<i>Better management / alteration of existing parking in the city centre</i>	<i>City Council / Developer Contributions</i>
<i>Tourist Parking</i>	<i>Better management of tourist parking</i>	<i>City Council</i>
<i>Lincoln Eastern Bypass</i>	<i>New bypass scheme with combined footway/cycleway</i>	<i>LTP2 Major Scheme Submission</i>
<i>East / West Link Road Scheme</i>	<i>New relief road from Tentercroft Street to South Park and Washingborough Road</i>	<i>Developer/LTP</i>

Lincoln Eastern Bypass

- 11.22 A key element of the proposed Lincoln Transport Strategy is the proposed Lincoln Eastern Bypass. As well as reducing congestion by removing through traffic from key corridors in the city, the scheme would also release road space to provide opportunities for improvements for buses, walking and cycling. At the same time, it would substantially improve air quality within the declared Air Quality Management Area.
- 11.23 It had originally been hoped to submit a bid for funding for the scheme during the 2nd LTP period. However, following the recent Regional Funding Allocations exercise (see paragraph 17.6 for further details), the Eastern Bypass has been prioritised by the East Midlands Region with a start identified during the 3rd LTP period i.e. during the 5 year period 2011/12 onwards. Hence the scope for some introducing of the improvements highlighted in the above paragraph during the 2nd LTP period will be reduced.
- 11.24 However, the County Council and partners still believe that the Eastern Bypass is fundamental to the future of Lincoln. Hence, work on the development of the proposed Lincoln Eastern Bypass will continue during the 2nd LTP period to ensure that when the regional priorities for transport funding are reviewed in due course, or additional sources of funding become available, then the scheme is at a good state of readiness and a strong case can be argued.

Western Growth Corridor

- 11.25 The Western Growth Corridor is a major development proposal on the western side of the city inside the existing A46 Relief Road. Current proposals comprise some 4,500 dwellings, 50 hectares of employment land, together with mixed use development and potential for a Park and Ride site.
- 11.26 Having overcoming concerns in respect of flooding through the preparation of a Flood Risk assessment, a Masterplan is currently being developed for the proposal. Part of this work includes the preparation of a Transport Assessment and discussions are ongoing regarding the scope of this Assessment. The County and District Council will seek to ensure that the development accords with the strategies and objectives of the Lincoln Transport Study and that appropriate provision is made for all forms of transport by the development.

Chapter 12: Tackling Congestion – Boston

Issues and Problems

12.1 Boston is an important commercial centre for the southeast of Lincolnshire, providing a range of key services (employment, shopping, education and leisure) for a wide surrounding area. This role is recognised by its designation as a Sub-Regional Centre within RSS8 Regional Spatial Strategy for the East Midlands. There continues to be pressure for further development across the town, including housing, retail and employment. The Borough Council's Local Area Masterplan anticipates increased visitor numbers as a result of the initiatives being promoted, of which tourism is a priority. The Borough Council are in the process of producing a new Local Development Framework.



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12.2 The town lies at the junction of the A16 and A52 principal roads. The local road network has been developed over a number of years, in particular from the late 1960s through to the early 1990s. During this time, various schemes were carried out by the Department of Transport (under various former names) who were responsible for the A16 Trunk Road (since detrunked). Whilst the strategy adopted (which included schemes such as Haven Bridge, John Adams Way and South of Haven Bridge) was successful in removing traffic from the heart of the shopping centre, traffic still passes through the town on both the A16 and A52, which converge on Haven Bridge and John Adams Way where traffic flows are in the region of 40,000 vehicles per day. This leads to congestion, particularly in the morning and evening peaks when the majority of traffic is seeking to access Boston rather than pass through it; and also at weekends during the summer months when the A52 is busy with traffic heading to and from the Lincolnshire coastal resorts. In addition, the dual carriageway John Adams Way (and its high traffic volumes) creates a major barrier to local traffic from the residential areas to the east of the town looking to access to town centre. Similarly, incidents such as vehicle breakdowns, traffic accidents or unscheduled repairs quickly produce substantial delays and disruption.

12.3 Boston is also bisected by the River Witham (which is known as the Haven within the tidal reaches of the river). Road crossings of the river within the town are limited to just three, one of which is one-way and situated in the historic town centre and consequently is not on a through route. The town also lies on the Nottingham-Skegness rail line, although the level of service is relatively poor and limited by single line working over long lengths.

12.4 Whilst bus services into and out of Boston are relatively good (see paragraph 12.11 below), there is a very limited town bus service operating only in the off-peak period. The service faces

increasing reliability and punctuality problems due to the increasing traffic disruption around the town.

- 12.5 The Port of Boston is one of only two ports in the East Midlands region (the other being Port Sutton Bridge). During 2004, it handled some 942,000 tonnes with the main imports being steel, timber products, paper and containers, with grain and containers as the key exports. It also benefits from a direct rail link, with imported steel moved by rail to the West Midlands. The Port is important to the local economy, not just through direct employment at the docks, but also supporting a wide range of local businesses such as haulage and service industries. It also serves both regional and European markets, making it significant in economic development terms as recognised by the East Midlands Development Agency.
- 12.6 As a result of assessments carried out by the Borough Council, two areas of the town have been identified as having air quality issues brought about by emissions from road transport. Accordingly two Air Quality Management Areas have been declared - one based around Haven Bridge and the other at Bargate Bridge. Further details can be found in Chapter 14.

Recent and Ongoing Initiatives

Boston Southern Economic Corridor

- 12.7 Included in the 1st Local Transport Plan was the Boston Southern Economic Corridor. This initiative is aimed at enabling sustainable economic growth, whilst supporting existing industries and businesses, particularly in the south and west of the town where the main industrial and employment areas are situated. The overall project is being considered in partnership with Boston Borough Council and East Midlands Development Agency, with additional European support in the form of Objective 2 funding. The original driver for the scheme was the economic regeneration of the Port and surrounding area. This has now been matched with the need to improve the road network.
- 12.8 The proposed Docks Link Road could provide a new crossing of the Haven, linking the A16 Spalding Road through to Skirbeck Road. This would provide relief to the existing Haven Bridge and improve access to the Port of Boston and other industries situated on the north-eastern side of the Haven. As part of the scheme, improvements to A16 Spalding Road and some key junctions would be carried out to aid traffic movement. A public inquiry was held in Summer 2005 and a decision is still awaited. However, costs have risen to such an extent that the scheme is now being reviewed in both economic development benefits and transport terms. The County Council remains committed to the future development of Boston and will explore with Boston Borough Council and others the best way forward. This will include a review of the Dock Link Road as part of the transport study in developing an integrated transport strategy for Boston.
- 12.9 The Southern Link Road was the other key highway element of the Southern Economic Corridor. Planned in two phases, the completed scheme would have linked the A52 and A1121 to the west of Boston with the A16 and B1397 to the south of the town. The primary aim was to assist in the development of the south-west quadrant of Boston, which had been identified as the key area for the further growth of the town. In addition, the scheme would improve access to key employment areas (such as Riverside Industrial Estate) from the west, thereby helping to relieve traffic problems on existing routes such as Sleaford Road. However, one section of this road went through an active business site. The compensation payments would have amounted to £7m. Furthermore, escalating construction costs within the industry and the allocation of funds to East Midlands' projects absorbing all the available funding for the next 10 years meant that for the time being the scheme is unaffordable. The Southern Link Road will now be considered as part of the transport study in developing an integrated transport strategy for Boston.

Community Travel Zones

- 12.10 During the first LTP period, the **Community Travel Zone** initiative has been implemented across the town through 3 CTZ areas. This public-consultation driven initiative has led to the construction of a wide range of cycling measures, pedestrian crossings, footways, traffic signals and traffic calming, all aimed at encouraging alternatives to the car for shorter trips. The final schemes are due to be completed by March 2006. Further schemes will be identified through the Transport Study and which will be delivered through this LTP.

Public Transport

- 12.11 Bus services into and out of Boston have been improved with the introduction of **InterConnect** services on the primary routes to Lincoln and Skegness. These provide high quality, accessible services into Boston from the surrounding area, with both routes also serving the Pilgrim Hospital.
- 12.12 Within the town, a new all-day **IntoTown** town service is planned along the lines of that successfully introduced in Spalding and Sleaford. This will use low floor buses, with improved bus stop infrastructure and publicity.

Rail

- 12.13 The Skegness – Grantham rail line, which passes through Boston, has recently been designated as a Community Rail Line and is one of six pilots trialling the concept. This provides the opportunity to reassess the role and contribution of rail in the Boston area

Proposals for the 2nd Local Transport Plan

- 12.14 As part of the development of an integrated transport strategy for Boston, a transport study is currently being undertaken. The first element of the study was the collection of transport/traffic data to ensure that the travel demands of the area are fully understood. Origin and destination surveys were carried out during 2005 and used to update the existing SATURN transport model of the town. The study is broadly following the process carried out to produce the Lincoln Transport Study.
- 12.15 The strategy is being developed in partnership with Boston Borough Council who are in the process of developing their Local Development Framework. In addition, a wide range of interested bodies and organisations are being consulted as part of the process.
- 12.16 The agreed Strategy Outcomes are summarised as follows:-:-
- Outcome A – To have less traffic on inappropriate routes
 - Outcome B – A reduction in the number and severity of crashes (all modes)
 - Outcome C – Reduced delays for traffic on A52/A16 corridor with safe facilities for vulnerable users
 - Outcome D – Improved access to facilities, especially for those who are mobility impaired and those without access to a car
 - Outcome E – Improved road safety for non-motorised users, especially in the vicinity of schools

- Outcome F – Improved cycling and pedestrian management in the town Centre
- Outcome G – Greater clarity and consistency of priority within the highway for all users
- Outcome H – Improved connectivity between shopping areas and public transport facilities
- Outcome I – Priority for Public Transport into and within the town centre
- Outcome J – Increased public transport access and provision
- Outcome K – Improved air quality in the Air Quality Management Areas
- Outcome L – Reduced car usage for trips wholly within Boston
- Outcome M – Effective management of car parking
- Outcome N – Limiting the impact of development
- Outcome O – Improved cross-town movements

12.17 The study will consider a full range of possible transport solutions, which may include, for example, identifying the need for :

- smaller scale improvement measures (such as additional lanes or re-phasing) to key junctions on the A16, A52 and A1137 corridors to make the most efficient use of the existing network.
- measures to remove traffic from main roads by new major highway improvements such as a bypass or distributor roads
- further improvements to encourage local journeys on foot or by bicycle, building on the current Community Travel Zone initiative
- further improvements to public transport such as improved levels of service, better bus stops and interchanges, bus priority measures, improved punctuality, better information and improved integration with other modes such as rail
- a review of existing levels of parking provision and the balance between short and long stay parking, and whether there is a role for other parking initiatives such as park and ride and decriminalised parking
- better management of the existing transport network in line with the requirements of the recent Traffic Management Act 2004, including Intelligent Transport Systems (e.g. car park signing indicating available spaces)
- travel planning at both schools and businesses to encourage greater use of walking, cycling and public transport

12.18 The study is expected to be completed in Summer 2006 and it is envisaged that it will identify some initial works that could be undertaken with funding from both within the Authority and through the LTP that will deliver some immediate improvements. Other more major solutions identified will need to be developed further, both in terms of detail and future funding.

12.19 In developing the final strategy, consideration will also need to be given to the levels of funding that are likely to be available from a wide range of sources (e.g. through the Local Transport Plan, local authorities own funds, developer contributions, etc), together with the timescales required to implement any major proposals. Hence, a longer term view will be taken of what is achievable across not just the 2nd LTP but also subsequent LTPs as well.

Chapter 13: Tackling Congestion – Grantham

Issues and Problems

13.1 Lying on the western edge of the county, the town of Grantham plays an important role in the economy of Lincolnshire, providing a range of key services such as employment, shopping, education and leisure for a wide surrounding area. This role is recognised by its designation as a Sub-Regional Centre within RSS8 Regional Spatial Strategy for the East Midlands. RSS8 also recognises the need to consolidate and strengthen the role of sub-regional centres such as Grantham. Its position adjacent to the A1 and the East Coast Main Line provide excellent north-south links and result in increasing pressure for further development, including housing, retail and employment. The local planning authority, South Kesteven District Council, is in the process of preparing a new Local Development Framework.



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- 13.2 Although the A1 skirts round the western edge of the town, both the A52 (linking Nottingham to Boston and Skegness) and the A607 (which links Leicester with Lincoln) pass through the town. The A52 in particular carries large volumes of HGVs associated with the food industry in south-east Lincolnshire. In the summer months, traffic flows increase considerably at the weekends, with visitors attracted to the Lincolnshire east coast resorts. Increasingly the period of these high flows is extending as Skegness in particular successfully markets itself as a year round resort. As a sub-regional centre, the town itself also generates significant traffic, resulting in congestion, both in the usual morning and evening peaks and increasingly at the weekends.
- 13.3 Data from the SATURN traffic model for the town shows that disruption is increasing. Since 2000, overall average speeds on the town's network have fallen by 2kph in the morning peak, with average delays in the town centre increasing by 28% in the evening peak over the same period.
- 13.4 Although the proximity of the East Coast Main Line helps to provide good communication links, it is also a barrier with all the key road routes through the town being obstructed by Network Rail owned bridges of restricted height. Despite various improvements to signing and bridge protection over the years, this still results in numerous bridge strikes by large HGVs. A recently published report showed that the bridge on A52 Barrowby Road was the most struck bridge on the whole of the national rail network, with the bridges on Springfield Road and Harlaxton Road also being in the top eleven. Not only do these strikes result in delays and disruption both to train services and traffic in the town but they also pose significant risks to road and rail users.

- 13.5 Following a recent change of bus operator in Grantham, bus services in the town are operating at reduced levels. The resulting instability together with the previous poor performance led to a fifty per cent loss of passengers in 2004/05. In addition, congestion during the peak hours results in bus punctuality problems. With the exception of InterConnect 1 from Lincoln, most rural and interurban bus routes serving Grantham have limited service levels and are heavily underpinned by the carriage of school children. Although well served by the Inter City East Coast rail service, connections with the local Skegness-Nottingham service are poor.
- 13.6 As required by the Environment Act 1995, South Kesteven District Council have carried out an assessment of air quality and the Wharf Road area has been identified as having emissions above the threshold and they have therefore declared it as an Air Quality Management Area. On-site monitoring is being carried out and an Action Plan has been prepared. Further details can be found in Chapter 14.

Recent and Ongoing Initiatives

Grantham Town Centre Improvements

- 13.7 These proposals were developed jointly with South Kesteven District Council with the objective of improving conditions in the town centre. A fundamental element of the original proposals was an extension of the existing inner relief road along Station Road. Unfortunately this was opposed by the railway industry and despite protracted negotiations, that element of the scheme had to be abandoned. A complete reassessment of the proposals was then undertaken to produce a revised package of measures that would meet the original objectives. It was concluded that improvements that would assist traffic flows and pedestrians were possible, but that the overall result would not be as beneficial as the original scheme. The proposals identified were: -



would assist traffic flows and pedestrians were possible, but that the overall result would not be as beneficial as the original scheme. The proposals identified were: -

- Premier Court Gyratory – this scheme to improve both traffic flow and pedestrian movement at the northern end of the town centre was completed in summer 2005.
- Wharf Road/Great Northern Terrace – this scheme, funded mainly by developers, will improve both traffic flows and pedestrian movement at the southern end of the Inner Relief Road. The first phase of this scheme was completed late in 2005 with the next phase, the replacement of the existing roundabout with signals, programmed to commence in Spring 2006.
- Market Place Pedestrianisation – this proposal is being developed jointly with South Kesteven District Council and is currently programmed for 2007
- Widening of Footways on High Street – to be carried out in conjunction with Market Place Pedestrianisation.

Grantham East-West Bypass

- 13.8 A major scheme bid for an A52 East-West Bypass was submitted to government through the first Local Transport Plan in 2001. This was intended to provide a route for through traffic

bound for the “food hub” to the east and also to the east coast resorts. It would have also provided a route unobstructed by low bridges. Unfortunately, this bid was rejected due to its poor economic performance in relation to other schemes across the country. Discussions are taking place with a major landowner who may be willing to offer a significant financial contribution towards the scheme, in association with the development of a large brownfield site.

Community Travel Zones

- 13.9 Three CTZ zones have been promoted during the first Local Transport Plan covering the whole of Grantham. The aim has been to encourage alternatives to the car for shorter trips by providing cycling measures, pedestrian crossings, footways and lorry bans.

Bus Services

- 13.10 Bus services to and from the north of Grantham have been improved with the introduction of **InterConnect** services on the primary route to Lincoln. This has provided low floor buses on a service increased from hourly to half-hourly together with improved bus stops and real time information. Passenger ridership has increased by over fifty per cent since its introduction.
- 13.11 Within the town, a Quality Bus Partnership was introduced on the Alma Park route with low floor buses, new bus stop infrastructure and real time information. Regrettably, the original operator has withdrawn from operating town services and the County Council is seeking to develop a similar partnership with the new operator.

Community Transport

- 13.12 Introduced in 2003 in partnership with South Kesteven District Council through the Rural Transport Partnership, a Dial-a-Ride service now serves the town and the surrounding area.

Rail

- 13.13 The Allington Chord rail improvement has recently been completed. This provides a new section of track that will allow greater flexibility on timings on the Skegness – Nottingham service. As a consequence, two additional calls at Grantham have been introduced but the County Council believes that the service is underperforming in terms of its contribution to travel to and from Grantham. The Council’s aspiration is for a regular hourly service calling at Grantham and this is being pursued as part of the Community Rail Partnership for the Grantham – Skegness service.

Canal Basin

- 13.14 The Grantham Canal links Grantham to Nottingham although sections are currently not serviceable. The Canal Basin in the town has been filled for a number of years and is largely occupied by low density and derelict employment land. Lincolnshire County Council have joined with South Kesteven District Council, British Waterways and Lincolnshire Enterprise to look at ways to realise the development potential of the site which is seen as a catalyst for reopening the whole length of the canal.

Proposals for the 2nd Local Transport Plan

- 13.15 The County Council is carrying out the Grantham Transport Study which will produce an integrated transport strategy for Grantham. This will include the collection of transport/traffic data to ensure that the travel demands of the area are fully understood.
- 13.16 The strategy is being developed in partnership with officers from South Kesteven District Council who are in the process of developing their new Local Development Framework. In addition, a wide range stakeholders and members of the public will be involved in the process.
- 13.17 The study will consider a range of possible transport solutions and this may include, for example, identifying the need for:
- smaller scale improvements to key junctions in the town to make the most efficient use of the existing network.
 - new major highway improvements such as bypasses/distributor roads to remove traffic from the town
 - further improvements to encourage local journeys on foot or by bicycle, building on the current Community Travel Zone initiative
 - improvements to public transport such as including improved levels of service, better bus stops and interchanges, bus priority measures, improved punctuality, better information and improved integration with other modes such as rail
 - consideration of existing levels of parking provision and the balance between short and long stay parking, and whether there is a role for other parking initiatives such as park and ride
 - provision of a park and ride facility adjacent to the A1 at Gonerby Moor that could make use of the Nottingham-Grantham rail line
 - better management of the existing network in line with the requirements of the recent Traffic Management Act 2004, including Intelligent Transport Systems (e.g. car park signing indicating available spaces)
 - travel planning at both schools and businesses to encourage greater use of walking, cycling and public transport
- 13.18 The study has started and it will broadly follow the process carried out to produce the Lincoln Transport Study. The first phase includes an analysis of problems and issues and consideration of possible options. An initial meeting has been held to allow all stakeholders to put forward their views. The objectives of the strategy, which have been developed from a review of all relevant policy documents are:
- To improve sustainable transport in order to reduce dependence on the private car
 - To improve traffic management and reduce congestion in Grantham
 - To improve accessibility for all
 - To improve safety and security for all transport users
 - To improve air quality and reduce noise impact
 - To encourage sustainable inward investment in Grantham

- To support the regeneration of Grantham as a Sub-Regional Centre
- To protect and enhance the built and natural environment
- To improve traffic management and reduce congestion in Grantham

13.19 Data collection needed to update the SATURN traffic model will take place in autumn 2006, following which the assessment of all of the options will be carried out. Consultation on the draft strategy is scheduled to take place early in 2007.

13.20 In developing the final strategy, consideration will also be given to the levels of funding that are likely to be available from a wide range of sources (e.g. through the Local Transport Plan, local authorities own funds, developer contributions, etc), together with the timescales required to implement major proposals. Hence, the strategy will take a longer term view of what is achievable across not just the 2nd LTP but also subsequent LTPs as well.

Chapter 14: Better Air Quality

Background

- 14.1 Poor air quality can have a serious effect on people's health. Some population groups, particularly those with existing medical conditions such as lung diseases and heart problems, are particularly vulnerable to short term increases in pollution levels. This can often result in hospitalisation or even premature death. There is also increasing scientific evidence that longer-term exposure to air pollution can itself have a detrimental effect on health leading to reduced life-expectancy.
- 14.2 Under the Environment Act 1995, local authorities have a statutory duty to review and assess air quality within their area with the purpose of determining compliance against health-based standards and objectives. Where pollution levels are predicted to exceed the thresholds set down in the national Air Quality Strategy by the required date, then an Air Quality Management Area (AQMA) must be declared and an Action Plan prepared setting out proposals to tackle the problems. Under the regime, there is also an ongoing process of monitoring, updating and re-assessment. Thus, some authorities that may not have declared an AQMA within the initial stages of the regime, may find themselves having to declare an AQMA at a later stage, where results of the updated assessments show that there is a need to.
- 14.3 In two-tier authorities such as Lincolnshire, the responsibility to carry out these assessments rests with the District Councils. However, there is also a duty on the County Councils to participate in the process, particularly in their role as local transport authority if pollution from traffic is shown to be an issue. To date, the assessments have been carried out by consultants working through the Lincolnshire Pollution Liaison Group comprising the seven Lincolnshire District Authorities, with the County Council providing traffic data where available. The assessments have involved the use of computerised air quality modelling software, which were carried out in those districts where possible problems were identified in the earlier assessments.
- 14.4 As a result of the work outline above, Area Quality Management Areas have been declared in the 3 largest urban areas in the county, namely Lincoln, Boston and Grantham. In each case the pollutant exceeding the threshold was nitrogen dioxide (NO₂) arising from road traffic pollution. Specifically, levels of NO₂ have been monitored and predicted to exceed the annual mean objective of 40µg/m³. Accordingly, the County Council has been working with the appropriate District Council on the development of Action Plans through the Lincolnshire Strategic Air Quality Partnership.
- 14.5 The current situation in Lincoln, Boston and South Kesteven (Grantham) are detailed below, followed by a summary of air quality issues elsewhere in the county. It should be noted that in the three urban areas where AQMA have been declared, Integrated Transport Studies have either been recently completed (in the case of Lincoln) or are ongoing (in the cases on Boston and Grantham). All of these studies have identified improving air quality as a key objective and many of the proposals which result from these studies will contribute to this aim.

Background

- 14.6 Between 1998 and 2002, City of Lincoln Council undertook its first round of review and assessment of air quality (the 'First Round'), including Stage 1, 2, 3 and 4 reports. The results of the first round of review and assessment concluded that it is road traffic emissions emanating from vehicles on main arterial routes, notably the A15, into the City Centre that are the main issues with respect to local air quality and it was necessary to declare an Air Quality Management Area (AQMA) for nitrogen dioxide.
- 14.7 The first phase of the Second Round, the Updating and Screening Assessment (USA), was completed in October 2003 and this provided an update with respect to air quality issues within the City of Lincoln. The USA concluded that the only likely exceedences of air quality objectives were in locations within the existing AQMA. As such, no Detailed Assessment was required within the City with respect to air quality. The USA was submitted to DEFRA and its conclusions were accepted.
- 14.8 Monitoring is currently undertaken at twenty-two nitrogen dioxide (NO₂) diffusion sites within the City of Lincoln. The results for 2004, when compared with the Air Quality Objective, indicate that there are eleven predicted exceedences of the NO₂ annual mean Objective. However, all but one of these are at roadside sites within the current AQMA and therefore no further assessment is required. One site, which lies just outside the AQMA, showed a likely exceedence of the annual objective and as such will require further investigation. Further monitoring is therefore proposed in that area to clarify whether the air quality objective is likely to be breached. In addition, the Council has also installed a continuous analyser within the existing AQMA to monitor NO₂ levels.
- 14.9 No recent or forthcoming development change has been highlighted as likely to have a significant impact on local air quality.

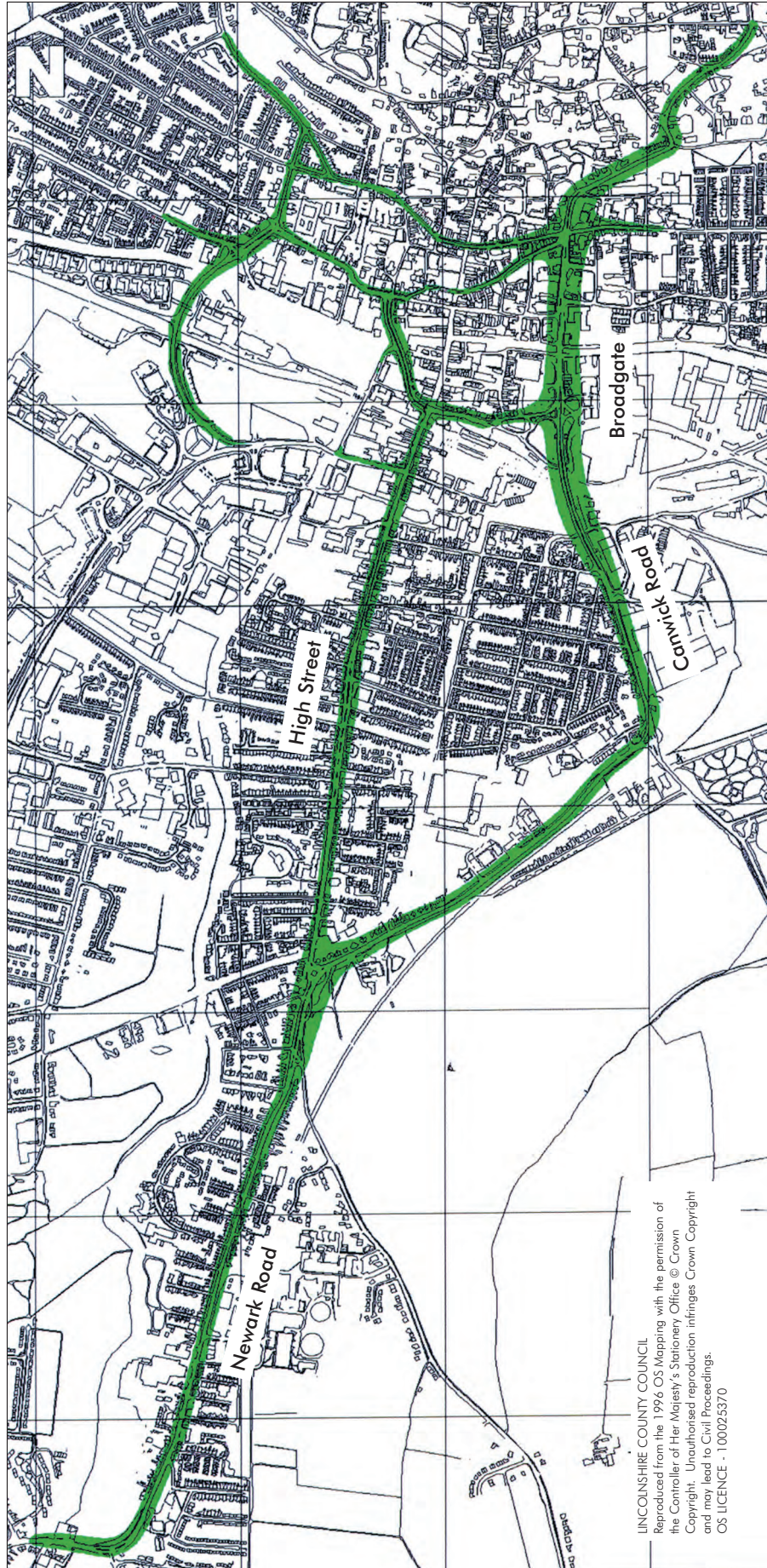
Air Quality Management Area

- 14.10 Lincoln City Council declared an AQMA in December 2001 which covers a large part of the City centre road network (see Figure 30), including Canwick Road and Broadgate where the highest concentrations are experienced. The declaration was made in relation to potential exceedences of the NO₂ annual mean Objective due to local road traffic emissions.
- 14.11 The Further Assessment (2002) for the Lincoln AQMA confirmed that local road traffic emissions were the main contributor to NO_x emissions in the area, and subsequent exceedences of the NO₂ air quality Objective. The results of the source apportionment indicated that road traffic emissions are the main source of NO_x concentrations in the AQMA, with HGV traffic emissions being the most significant contributor (>56%) and contributing disproportionately to emissions (HGVs being 3 – 7% of the vehicle fleet). The maximum NO_x reduction required in the AQMA was calculated as 77.3µg/m³ at the façade of a receptor on Canwick Road. The maximum modelled concentration (on Canwick Road) was predicted to be 53.3µg/m³.

Air Quality Action Plan

- 14.12 The Draft Air Quality Action Plan for the Lincoln AQMA was drawn up in February 2005. This was the subject of consultation with a wide range of organisations including :
- Secretary of State
 - Members of the Public

Air Quality Management Area in Lincoln



- Internal Departments within the City of Lincoln Council
- Lincolnshire Environmental Protection Liaison Group
- Lincoln Local Strategic Partnership
- Primary Care Trust (West Lincolnshire)
- Lincolnshire County Council
- Neighbouring District Councils
- Business and Commerce groups
- Relevant Community Groups
- Educational Establishments within the City.

14.13 The Action Plan was incorporated into the provisional 2nd LTP submitted in July 2005 and a copy of the current Plan is included in Appendix C to the submitted final 2nd LTP.

14.14 The Action Plan considers, in a qualitative way only, the air quality impacts of proposed action plan measures, including major traffic infrastructure development through the Eastern Relief Road, from A158 to A15, to provide alternative route for north/south through traffic, and a number of smarter measures (and other local intervention measures) which could potentially be delivered within the lifetime of the 2nd LTP. The Eastern Relief Road is predicted to have the highest impact on local air quality and an early air quality assessment undertaken has indicated that the scheme would result in the annual mean NO₂ Objective being met at all receptors. Unfortunately, under the new regional funding allocations, this major bid scheme has not been prioritised until the 3rd LTP period. Other measures proposed, such as Community Travel Zones and improvements to public transport, are considered to have a low to medium impact on air quality within the AQMA. The Action Plan does not provide a quantitative assessment of the broad categories used in the air quality impact assessment. However, in following the approach to the use of such categories used in Boston Borough Council's Action Plan, established through professional judgement, the implementation of the smarter measures which would be expected to have a negligible to reasonable impact on air quality would equate to an improvement of >0.2 - 1µg/m³ NO₂ on the annual mean. It is considered that although the smarter measures may individually have a small impact on air quality, cumulatively they may achieve a 'reasonable' to 'moderate' positive impact on local air quality i.e. up to 2µg/m³.

14.15 The Lincoln Transport Study has identified a number of strategy elements that will be delivered within the 2nd LTP period, including public transport improvements, pedestrian and cycle network improvements, and sustainable travel initiatives with schools and businesses. Over the longer term, the Strategy has identified the Lincoln Eastern and Southern Bypass Schemes and Park and Ride Schemes as strategy elements that will deliver the necessary improvements in transport in the Lincoln area.

Baseline and Target Setting

14.16 In setting the baseline and target for Lincoln AQMA, consideration has been made to recent roadside (but near façade) monitoring results. The Further Assessment was undertaken in 2002 and therefore model verification was based on 2001 data. As such, the recent monitoring data presents the most realistic baseline for the AQMA. A continuous NO₂ monitoring station has been installed in the Lincoln AQMA in 2005, and this is supported by an extensive passive NO₂ diffusion tube network. These monitoring sites provide a useful means of monitoring progress with the achievement of the Objective, although it should be noted that with respect to mandatory indicator LTP8, annual trajectories should be based on intermediate outcome indicators and not monitoring data (due to the meteorological variability influence on pollutant concentrations). For the purposes of establishing the baseline, the continuous monitoring station has insufficient data to date to utilise this, and therefore the long-term diffusion tube sites within the AQMA have been used.

14.17 The maximum concentrations of annual mean NO₂ monitored in the AQMA are shown in Table 15, with projections to 2010 taking into account reductions in NO₂ concentrations expected

through national policies. The target set for Lincoln AQMA, takes into account the national policies in addition to what could realistically be achieved in the 2nd LTP period through the Lincoln Transport Strategy and action plan measures proposed with the implementation of the smarter measures and other local intervention measures.

Table 15

Lincoln AQMA Baselines and Targets

Location	Modelled/ Monitored	NO₂ annual mean 2004 (in µg/m³) Baseline	NO₂ annual mean 2010 (in µg/m³) Baseline^a	NO₂ annual mean 2010 (in µg/m³) Target
Canwick Road/ Dunford Road	Monitored	54.4	44.5	42.5
Drill Hall, Broadgate	Monitored	53.0	43.3	41.3
Dixon Street/ High Street	Monitored	44.4	36.3	34.3
St Catherines	Monitored	44.2	36.1	34.1
Monks Road, Broadgate	Monitored	48.0	39.2	37.2
The Avenue	Monitored	46.7	38.2	36.2
Newark Road, Rookery Lane	Monitored	41.6	34.0	32.0
High Street/ St Mary's Street	Monitored	42.8	35.0	33.0

Notes: a - Reductions through national policies included

- 14.18 The headline LTP8 indicator for the Lincoln AQMA has therefore been set as reducing the levels of NO₂ from 54.4 µg/m³ (2004 base) to 42.5 µg/m³ by 2010 on Canwick Road. Whilst this does not achieve the national Objective of 40 µg/m³ in this location, the Authority believes this is a realistic but stretching target for the 2nd LTP period in the absence of funding for the Lincoln Eastern Bypass (see paragraph 17.27). The recent Lincoln Transport Study (see Chapter 11) has identified this scheme as fundamental to resolving the air quality issues on the A15 Broadgate/Canwick Road corridor through the city.
- 14.19 Whilst the Objective will not be achieved on the A15 Broadgate/Canwick Road corridor, it is anticipated that the extent of the current AQMA will be substantially reduce over the life of the 2nd LTP.
- 14.20 Government guidance is that to monitor progress on an annual basis, intermediate outcomes should be used rather than pollution concentration to avoid the influence of meteorological conditions. In the case of Lincoln, traffic flow levels are being monitored on Canwick Road with a corresponding target of restricting the growth of vehicles to 1.5% per annum. This is detailed further in Chapter 19.

Boston Borough

Background

- 14.21 Between 1998 and 2001, Boston Borough Council undertook its first round of review and assessment of air quality. The first round assessments (Stages 1, 2 and 3) concluded that road traffic emissions from vehicles in the Haven Bridge Area of Boston were the main issues with respect to local air quality, and it was necessary to declare an Air Quality Management Area (AQMA) for nitrogen dioxide.

- 14.22 The first phase of the second round of review and assessment, the Updating and Screening Assessment (USA), was completed in August 2003 and this provided an update with respect to air quality issues within the borough of Boston. The USA concluded that a Detailed Assessment was required for nitrogen dioxide (NO₂) due to road traffic emissions from junction 14: A16 Spilsby Road/ Freiston Road/ Willoughby Road and junction 15: Horncastle Road/Bargate/A16 Spilsby Road/A16 John Adams Way.
- 14.23 The Detailed Assessment completed in May 2004 concluded that there was a risk of exceedences of the NO₂ annual mean Objective at the nearest receptors to these junctions and it was recommended that the Council consider declaration of an Air Quality Management Area (AQMA), where exposure criteria were fulfilled. Boston Borough Council declared the Bargate Bridge AQMA, on 1st March 2005. New monitoring sites were installed within the Bargate Bridge AQMA in November 2004 and further assessment work has been completed. A joint Air Quality Action Plan is being drawn up for the two AQMA areas.

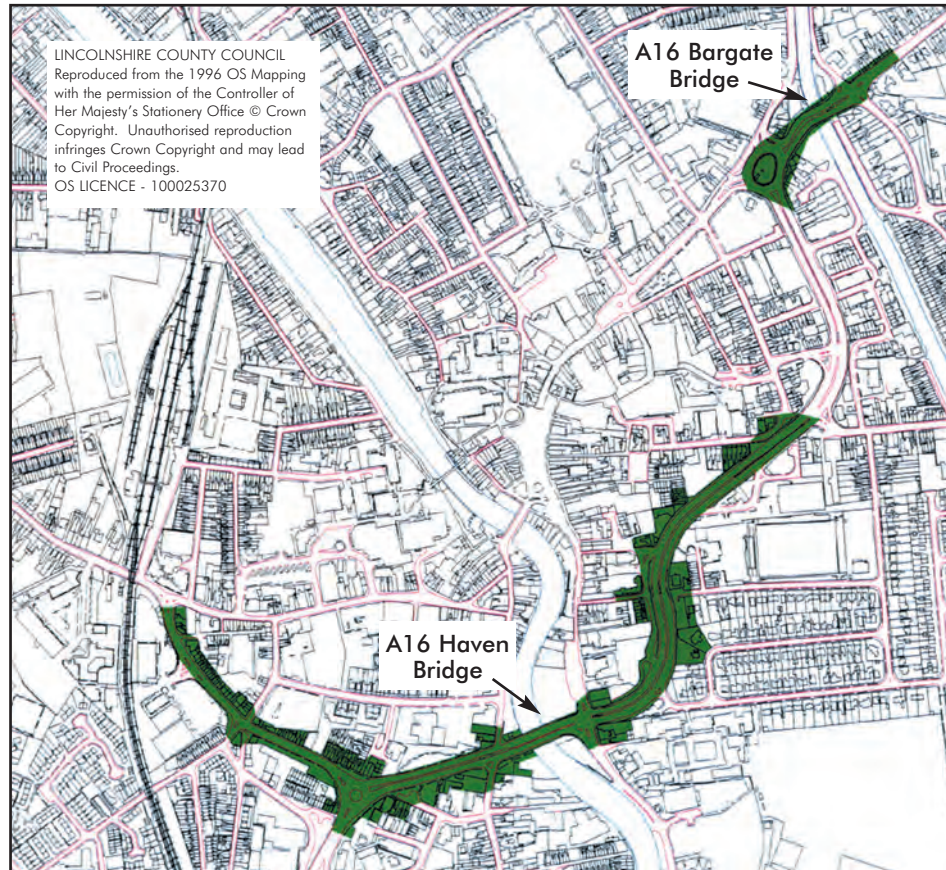
Air Quality Management Areas

- 14.24 Boston Borough Council has declared two AQMA areas in relation to exceedences of the annual mean NO₂ Objective due to local road traffic emissions: the Haven Bridge AQMA and the Bargate Bridge AQMA. These are shown on Figure 31.
- 14.25 The Further Assessment work (October 2005) for these two AQMA areas confirmed that local road traffic emissions were the main contributor to NO_x emissions in the area, and subsequent exceedences of the NO₂ air quality Objective. The results of the source apportionment indicated that road traffic emissions are the main source of NO_x concentrations in the AQMAs (>80%). The HDV class vehicles are contributing disproportionately to NO_x concentrations in the AQMA areas; contributing almost half of the NO_x concentrations (41 - 45%) from road traffic but being a relatively small proportion (~9%) of the vehicle fleet.
- 14.26 The required reduction in NO_x/NO₂ emissions in the AQMA areas was assessed in the Further Assessment to establish what levels of improvements are required through the Action Plan measures :
- a) **Haven Bridge AQMA**
The maximum NO_x reduction required within the Haven Bridge AQMA at the façade (x=532559, y=343695) is 19.2mg/m³ (equivalent to a 12.4% improvement in NO_x) in 2005 and NO₂ reduction is 1.3mg/m³ (equivalent to a 3% improvement in NO₂).
- b) **Bargate Bridge AQMA**
The maximum NO_x reduction required within the Bargate Bridge AQMA at the façade (x=533111, y=344473) is 26.5mg/m³ (equivalent to a 16.4% improvement in NO_x) in 2005 and NO₂ reduction is 2.1mg/m³ (equivalent to a 5.1% improvement in NO₂).

Air Quality Action Plan

- 14.27 A Draft Air Quality Action Plan for the Haven Bridge AQMA was drawn up in 2005 and incorporated into the provisional LTP. Since the declaration of the Bargate Bridge AQMA, Boston Borough Council is amending their Action Plan to incorporate the second AQMA area and a final draft has been incorporated into the final 2nd LTP (see Appendix C).
- 14.28 The Action Plan considers the air quality impacts of potential major infrastructure development, in addition to additional smarter measures to be achieved through ongoing and proposed LTP Schemes e.g. Community Travel Zones and Sustainable Travel Plans, and measures that the Borough Council intends to implement e.g. through green procurement of Council vehicles and use of planning conditions to secure air quality benefits.

Air Quality Management Areas in Boston



14.29 The Action Plan proposes that the major infrastructure development (Boston Docks Link Road and Southern Link Road) would have the highest impact on air quality and lead to significant air quality improvements of $>2\mu\text{g}/\text{m}^3$ NO_2 on the annual mean. However, since the Plan was drafted, the Southern Link Road is now not being pursued (see paragraph 12.9). The Docks Link Road is also being reviewed (see paragraph 12.8) and the Secretary of State's decision following the public inquiry into the statutory orders necessary to construct the scheme is still awaited (see Chapter 12), so consideration needs to be made to any smarter measures which may lead to air quality improvements in the lifetime of the 2nd LTP. The introduction of Community Travel Zones, which aim to reduce the number of car journeys of less than two miles through the promotion of walking, cycling and use of public transport, is predicted to have a 'reasonable' air quality impact, with a potential improvement of $0.2 - 1\mu\text{g}/\text{m}^3$ NO_2 on the annual mean. All other measures proposed in the action plan are expected to have negligible air quality impacts of $<0.2\mu\text{g}/\text{m}^3$ NO_2 on the annual mean, but cumulatively may result in a 'reasonable' positive impact on local air quality.

Baseline and Target Setting

14.30 In setting the baseline and target for Boston AQMA areas, consideration has been made to the modelled worst case receptors in the area from the most recent Further Assessment (2005), in addition to recent monitoring results. Continuous monitoring of NO_2 concentrations is undertaken in the Haven Bridge AQMA, supported by 5 passive diffusion tube sites, and there are 6 diffusion tube sites within the Bargate Bridge AQMA. These monitoring sites provide a useful means of monitoring progress against the achievement of the Objective, although it should be noted that with respect to mandatory indicator LTP8, annual trajectories should be based on intermediate outcome indicators and not monitoring data (due to the meteorological variability influence on pollutant concentrations).

14.31 The maximum concentrations of annual mean NO₂ monitored and modelled in the AQMA areas are shown below in Table 16, with projections to 2010 taking into account reductions in NO₂ concentrations expected through national policies. The target set for Boston, takes into account the national policies in addition to what could realistically be achieved through the action plan measures proposed (which combined are expected to have a 'reasonable' impact) without the implementation of major infrastructure development. With the development of the Docks Link Road, this target could be more stretching.

Table 16

Boston AQMAs Baselines and Targets

AQMA Area	Location	Modelled/ Monitored	NO ₂ annual mean 2004 (in µg/m ³) Baseline	NO ₂ annual mean 2010 (in µg/m ³) Baseline ^a	NO ₂ annual mean 2010 (in µg/m ³) Target
Haven Bridge	Haven Bridge continuous monitoring station	Monitored	40.8	33.3	32.3
Haven Bridge	John Adams Way (South) Roadside Diffusion Tube	Monitored	47.3	38.7	37.7
Haven Bridge	Receptor, Liquorpond Street	Modelled	42.4	34.7	33.7
Bargate Bridge ^b	Receptor, Bargate End	Modelled	43.3	35.4	34.4

Notes: a - Reductions through national policies included;
b - Monitoring sites at Bargate End not included as short term data only currently.

14.32 The headline LTP8 indicator for the Haven Bridge AQMA has therefore been set as reducing the levels of NO₂ from 47.3 µg/m³ (2004 base) to below the national Objective of 40.0 µg/m³ by 2010. Similarly, for the Bargate Bridge AQMA, the target is to reduce the levels of NO₂ from 43.3 µg/m³ (2004 base) to below the national Objective of 40.0 µg/m³ by 2010.

14.33 Government guidance is that to monitor progress on an annual basis, intermediate outcomes should be used rather than pollution concentration to avoid the influence of meteorological conditions. In the case of Boston, traffic flow levels are being monitored both on Haven Bridge and Bargate Bridge with a corresponding target of restricting the growth of vehicles to 1.5% per annum. This is detailed further in Chapter 19.

South Kesteven (Grantham)

Background

14.34 Between 1998 and 2002, South Kesteven District Council undertook its first round of review and assessment of air quality (the 'First Round'), including Stage 1, 2, 3 and 4 reports. The conclusions of the First Round were that road traffic emissions (notably NO₂ and PM₁₀) from vehicles are the main issue with respect to local air quality and an Air Quality Management Area (AQMA) has been declared in Grantham in the vicinity of Wharf Road.

14.35 The first phase of the Second Round, the Updating and Screening Assessment (USA) was completed in October 2003 and this provided an update with respect to air quality issues within South Kesteven District Council's area. The USA concluded that no Detailed Assessment was required within the District with respect to air quality. The Department for Environment, Food and Rural Affairs (DEFRA) accepted the USA conclusions.

- 14.36 Monitoring is undertaken in the District at twenty-eight nitrogen dioxide diffusion sites. A continuous analyser has been commissioned in April 2005 in the Wharf Road AQMA and this will be co-located with triplicate diffusion tubes. The results for 2004, when compared with the Air Quality Objectives, show that there are no predicted exceedences of the NO₂ annual mean Objective at relevant receptors outside the current AQMA, with the exception of Manthorpe Road (Texaco diffusion tube site). A Detailed Assessment is currently being undertaken in the vicinity of Brook Street/Manthorpe Road where potential exceedences occur.
- 14.37 With regard to recent or forthcoming development changes, which may have an impact on local air quality, four large-scale developments have been identified. These include the Springfield Road residential development identified in the Progress Report 2004, and three retail developments in the vicinity of Dysart Road, to the west of the Wharf Road AQMA. Monitoring is underway adjacent to the Springfield Road site to assess the baseline air quality and this will be continued to assess any changes that may occur as a result of this development, once completed. Road improvements will be undertaken in the vicinity of Dysart Road, funded by the developers, with the aim of minimising the impact of the development proposals and improving traffic flows in the area.

Air Quality Management Area

- 14.38 South Kesteven District Council has declared an AQMA along Wharf Road in Grantham in relation to exceedences of the annual mean NO₂ Objective due to local road traffic emissions. This is shown on Figure 32.

Figure 32

Air Quality Management Area in Grantham



- 14.39 The Further Assessment (2003) for the Wharf Road AQMA confirmed that local road traffic emissions were the main contributor to NO_x emissions in the area, and subsequent exceedences of the NO₂ air quality Objective. The results of the source apportionment indicated that road traffic emissions are the main source of NO_x concentrations in the AQMA, with HGV traffic emissions being the most significant contributor (>50%).

Air Quality Action Plan

- 14.40 The Final Air Quality Action Plan for the Wharf Road AQMA was drawn up in June 2005 and incorporated into the provisional LTP. A copy of is included in Appendix C of this Plan.
- 14.41 The Action Plan considers, in a qualitative way only, the air quality impacts of recent (Northern Gyratory Scheme) and ongoing (Southern Gyratory Scheme to include a relief road to the south of Wharf Road AQMA) traffic infrastructure developments, local intervention measures to be achieved through ongoing and proposed LTP Schemes e.g. Community Travel Zones and Sustainable Travel Plans, and measures the Borough Council intend to implement e.g. through cleaner fuel technology in the Council fleet and use of planning conditions to secure air quality benefits.
- 14.42 The Action Plan qualitative cost-benefit analysis proposes that the most significant air quality benefits will be achieved through the traffic infrastructure developments, notably the Southern Gyratory Scheme which commenced in 2005, and through the implementation of the Community Strategy. Consideration to air quality in Planning considerations is expected to have a moderate impact on local air quality, while other proposals are unlikely to have significant benefits. The Action Plan does not provide a quantitative assessment of the broad categories used in the cost-benefit analysis. However, in following the approach to the use of such categories used in Boston Borough Council's Action Plan, established through professional judgement, the implementation of the traffic infrastructure developments which are expected to have a high impact on air quality would equate to an improvement of 2µg/m³ NO₂ on the annual mean or more (where major infrastructure is implemented). Other measures which are expected to have a negligible impact on air quality, would potentially cumulatively secure additional air quality benefits.
- 14.43 In support of the impact assessment of the Gyratory schemes, an early assessment was undertaken as part of the Further Assessment (formerly 'Stage 4') in January 2003. This indicated that potentially significant reductions in NO_x emissions, and consequently NO₂ concentrations, would occur at receptors along Wharf Road as a result of these developments. The early assessment predicted that the annual mean NO₂ Objective would be met at receptors in Wharf Road with the Gyratory Systems in operation.

Baseline and Target Setting

- 14.44 In setting the baseline and target for Grantham Wharf Road AQMA, consideration has been made to recent roadside (but near façade) monitoring results. The Further Assessment was undertaken in 2003 and therefore model verification was based on 2001/2 data. As such, the recent monitoring data presents the most realistic baseline for the AQMA. A continuous NO₂ monitoring station has been installed in the Wharf Road AQMA in 2005, and this is supported by passive NO₂ diffusion tubes. These monitoring sites provide a useful means of monitoring progress with the achievement of the Objective, although it should be noted that with respect to mandatory indicator LTP8, annual trajectories should be based on intermediate outcome indicators and not monitoring data (due to the meteorological variability influence on pollutant concentrations). For the purposes of establishing the baseline, the continuous monitoring station has insufficient data to date to utilise this, and therefore the long-term triplicate diffusion tube site on Wharf Road has been used.

14.45 The maximum concentrations of annual mean NO₂ monitored in the AQMA are shown below in Table 17, with projections to 2010 taking into account reductions in NO₂ concentrations expected through national policies. The target set for Grantham Wharf Road AQMA, takes into account the national policies in addition to what could realistically be achieved through the action plan measures proposed with the implementation of the traffic infrastructure development and other action plan measures.

Table 17

Grantham AQMA Baselines and Targets

Location	Modelled/ Monitored	NO₂ annual mean 2004 (in µg/m³) Baseline	NO₂ annual mean 2010 (in µg/m³) Baseline^a	NO₂ annual mean 2010 (in µg/m³) Target
Wharf Road diffusion tube monitoring site	Monitored	45.6	37.3	35.3

Notes: a - Reductions through national policies included

14.46 The headline LTP8 indicator for the Wharf Road AQMA has therefore been set as reducing the levels of NO₂ from 45.6 µg/m³ (2004 base) to below the national Objective of 40.0 µg/m³ by 2010.

14.47 Government guidance is that to monitor progress on an annual basis, intermediate outcomes should be used rather than pollution concentration to avoid the influence of meteorological conditions. In the case of Grantham, traffic flow levels are being monitored on Wharf Road with a corresponding target of restricting the growth of vehicles to 1.5% per annum. This is detailed further in Chapter 19.

Air Quality Issues in Other Districts in Lincolnshire

14.48 Although AQMAs have not been declared in the other four District Councils in Lincolnshire, the LTP is required to include an update as to the air quality situation. The following paragraphs outline the review and assessment work carried out to date and highlights the associated transport issues.

East Lindsey District Council

14.49 Between 1998 and 2000, East Lindsey District Council undertook its first round of review and assessment of air quality. The first round assessments (Stages 1 and 2) concluded that all Air Quality Objectives were expected to be met by the target years and it was not necessary to declare an Air Quality Management Area (AQMA) for any pollutant.

14.50 The first phase of the second round of review and assessment, the USA, was completed in October 2003 and this provided an update with respect to air quality issues within East Lindsey District Council. The USA concluded that a Detailed Assessment was required for nitrogen dioxide (NO₂) at the Berry Way Gyratory in Skegness due to road traffic emissions and for NO₂ and a further non-transport relate problem was identified due to benzene emissions from the Part A1 industrial process at the Conoco Phillips Ltd Theddlethorpe Plant. The Department for Environment, Food and Rural Affairs (DEFRA) accepted the USA conclusions. The Detailed Assessment concluded that at Berry Way, the NO₂ Objectives were likely to be met and no AQMA declaration was warranted.

North Kesteven District Council

- 14.51 Between 1998 and 2001, North Kesteven District Council undertook its first round of review and assessment of air quality (the 'First Round'), including Stage 1, 2 and 3 reports. The results of the first round of review and assessment concluded that it was road traffic emissions from vehicles on main arterial routes, in particular the A46, that are the main issues with respect to local air quality but it was not necessary to declare any Air Quality Management Areas (AQMA) for any pollutant.
- 14.52 The first phase of the Second Round, the Updating and Screening Assessment (USA) was completed in October 2003 and this provided an update with respect to air quality issues within North Kesteven District Council's area. The USA concluded that no Detailed Assessment was required within the District with respect to air quality. The Department for Environment, Food and Rural Affairs (DEFRA) has accepted the USA conclusions.
- 14.53 Monitoring is currently undertaken in the District at nine nitrogen dioxide diffusion sites. The results for 2004, when compared with the Air Quality Objectives show that there are no predicted exceedences of NO₂ annual mean Objective, even at the busiest roadside locations, and therefore no Detailed Assessment was required.
- 14.54 No recent or forthcoming development changes have been highlighted as likely to have an impact on local air quality. In the Progress Report 2004, the A46 dualling completed in June 2003 was highlighted as a potential impact on local air quality. Monitoring undertaken at two (triplicate) roadside A46 NO₂ diffusion tube sites indicates that although measured levels have increased, there is still clear compliance with the NO₂ annual mean Objective.

South Holland District Council

- 14.55 Between 1998 and 2001, South Holland District Council undertook its first round of review and assessment of air quality (the 'First Round'), including Stages 1, 2 and 3, which concluded that it was not necessary to declare any Air Quality Management Areas (AQMA) for any pollutant.
- 14.56 The first phase of the Second Round, the Updating and Screening Assessment (USA) was completed in August 2003 and this provided an update with respect to air quality issues within South Holland District Council's area. The USA concluded that no Detailed Assessment was required within the District with respect to air quality. The Progress Report 2004 assessed the 2003 monitoring results and similarly concluded that there were no predicted exceedences and no requirement to undertake a Detailed Assessment.
- 14.57 The monitoring network within the District has been increased since the First Round. There are currently two real-time continuous monitoring stations operating within the District to monitor NO₂ and PM₁₀ concentrations, and the nitrogen dioxide diffusion tube monitoring network has been expanded to nine sites, to include busy roadside locations identified in the previous round and co-location of triplicate tubes with the Westmere School Air Quality Station for NO₂ tube bias adjustment purposes. The results for 2004, when compared with the Air Quality Objectives show there are no predicted exceedences of any Objectives.

West Lindsey District Council

- 14.58 Between 1998 and 2000, West Lindsey District Council undertook its first round of review and assessment of air quality (the 'First Round'), including Stage 1 and Stage 2 reports, which concluded that it was not necessary to declare any Air Quality Management Areas (AQMA).
- 14.59 The first phase of the Second Round, the Updating and Screening Assessment (USA) was completed in October 2003 and this provided an update with respect to air quality issues within West Lindsey District Council's area. The USA concluded that no Detailed Assessment was

required within the District with respect to air quality. The Department for Environment, Food and Rural Affairs (DEFRA) accepted the USA conclusions.

14.60 Monitoring was undertaken at six nitrogen dioxide diffusion sites in Gainsborough up to 2002. Nine new sites were commenced in September 2004 to provide air quality data for future review and assessment reports and assess the impact of traffic at the worst case location and forthcoming development proposals.

Impact of 2nd LTP Measures on Air Quality in General

14.61 The earlier sections of this chapter have highlighted the strategies and measures in the 2nd LTP which will have an impact on air quality within the declared AQMAs in Lincolnshire. However, many of the measures proposed for the 2nd LTP period will assist in improving air quality across the county. These include :

- improved public transport and hence increased bus patronage and a modal shift from car to public transport. Specific initiatives here are the InterConnect and CallConnect rural services (see Chapter 8), the IntoTown town services in the smaller urban market towns (Chapter 8) and the voluntary Quality Bus Partnerships in the larger urban areas (Chapter 10)
- measures to encourage cycling and walking as an alternative mode of travel as delivered through the Community Travel Zones in the larger urban areas (Chapter 10) and Rural Priorities Initiative (Chapter 8)
- business and school travel plans, again to encourage greater use of walking, cycling and public transport (Chapter 10)
- parking strategies, which also have a role to play in reducing car dependency (Chapter 10).

Chapter 15: Other Quality of Life Issues

Other Quality of Life Issues

- 15.1 As well as delivering a programme of schemes to help achieve the four Shared Priorities as highlighted in the previous sections, the Government also expects to see local authorities take every reasonable opportunity to improve other aspects of quality of life in communities across their area. This covers a wide range of issues, with differing levels of importance for varying groups of people. The following paragraphs highlight some of the important quality of life issues in Lincolnshire, together with some of the measures which will be pursued as part of the second Local Transport Plan.

Quality of Public Spaces and Better Streetscapes

Current Position and Issues

- 15.2 There is a growing recognition that the highway is not just about moving vehicles but is also where people live, walk, play and generally interact socially. It is therefore important that local transport polices recognise this wider “liveability” role and contribute wherever possible to improving the quality of public spaces. This in turn can help to promote walking, cycling and public transport. The recent “Streets For All” manual published jointly by English Heritage and the Department for Transport highlights many of the design issues and provides examples of good practice.
- 15.3 In Lincolnshire, the importance of these issues are already recognised through :
- careful design of highway, maintenance and traffic management schemes, particularly within Conservation Areas and other historic settings
 - a programme of town and village centre environmental enhancements, normally in partnership with others such as District Councils, and utilising external funding opportunities such as European funding
 - a review of safety audit policies in line with national initiatives to give greater emphasis to improved design for the pedestrian environment

Proposals for the 2nd LTP

- 15.4 In response to the “Streets for All” initiative, the County Council is pursuing its own “Every Street Matters” project. This will pull together existing legislation and procedures at the national and local level, together with the views of professionals across the varied organisations involved in this area and the views of the public. The initial aim is to produce best practice guidance which seeks to achieve a high standard of design whilst maintaining local distinctiveness. Issues covered will include surfacing, signs and marking, street furniture design, lighting trees and planting.

15.5 In addition, within the 2nd LTP, liveability issues will also be addressed through :

- continued attention to detail during the design of transport schemes, especially within Conservation Areas and other historic settings. Particular emphasis will be given to the impact of signage and the opportunity will be taken to review existing signage with a view to reducing excessive clutter that is having a detrimental impact on the streetscene, both in urban and rural areas. In South Kesteven, a pilot scheme to reduce signage is already being carried out in partnership with the Local Strategic Partnership
- a continuing programme of town and village centre environmental enhancements in partnership with others
- the completion of the review of the Lincolnshire Residential Design Guide in partnership with the District Councils with the emphasis being on encouraging developers to consider more innovative design for residential areas taking into account national guidance such as that for Home Zones.

Landscape and Biodiversity

Current Position and Issues

15.6 The impact of transport schemes on the natural landscape also needs to be carefully considered, along with the impacts on biodiversity. The County Council already works carefully in this area including :

- sensitive design of all transport schemes, particularly in sensitive areas such as the Lincolnshire Wolds Area of Outstanding Natural Beauty, including measures to mitigate any adverse landscape impacts through appropriate planting, etc.
- ensuring maintenance methods are geared towards enhancing biodiversity e.g. through the use of non-residual weedkillers and appropriate timing of verge cutting. The Council already operates a Protected Verges scheme in partnership with the Lincolnshire Wildlife Trust which uses management regimes which seek to protect and encourage a wide range of flora and fauna
- considering, and where necessary, mitigating the impact of highway schemes on wildlife. For example, the A16/A158 Partney Bypass completed in August 2005 includes measures to support badgers, water voles and bats, along with the creation of a new beck.



Proposals for the 2nd LTP

15.7 Through initiatives such as those outlines above, the Council will continue to ensure that the impact of transport and transport initiatives on the natural landscape and on biodiversity are appropriately considered and, where possible, opportunities for improvement and enhancement are taken on board.

Community Safety and Personal Safety

Current Position and Issues

- 15.8 Crime and fear of crime can have a major effect on people's willingness to travel, particularly walking, cycling or public transport, and hence their ability to reach key services. Measures to improve personal safety implemented during the 1st LTP period have included :
- improved streetlighting as part of the Community Travel Zone and Rural Priorities Initiatives to encourage walking, cycling, etc.
 - enhancements to public transport, including CCTV on board InterConnect buses and also at the interchange hubs, coupled with good quality lighting
 - secure cycle parking provided through the Community Travel Zone initiative to help prevent cycle theft

Proposals for the 2nd LTP

- 15.9 Within the 2nd LTP period, the Council will ensure that transport schemes continue to contribute to reducing crime and the fear of crime. As well as the schemes outlined above, the possibility of improving safety at rail stations, through initiatives such as CCTV and better lighting, will be considered in partnership with Network Rail.

Healthy Communities

Current Position and Issues

- 15.10 Nationally there is increasing concern about the health of the nation. Locally, this has also been highlighted by the consultation work carried out by the district-based Local Strategic Partnerships. Transport can impact both positively and adversely on the health of local communities and it is therefore important that the 2nd Lincolnshire LTP seeks to maximise the positive contributions and minimise any adverse impacts.

Proposals for the 2nd LTP

- 15.11 Along with the obvious impacts arising from the two Shared Priorities relating to Air Quality (see Chapter 14) and Road Safety (see Chapter 9), initiatives will include :
- encouraging walking and cycling through the Community Travel Zones and Rural Priorities Initiative to increase levels of physical activity. It is also proposed to trial the Quiet Lane initiative during the 2nd LTP period. Similarly, the Rights of Way Improvement Plan (see Chapter 16 and Appendix B) has as one of its objectives the aim to increase access to the countryside and other green spaces, thereby encouraging people to take more physical exercise
 - improving access to healthcare and leisure facilities, to ensure that people have ready access to doctors, hospitals, clinics, etc.
 - continuing to work with schools on travel plans as part of the Healthy Schools Initiative

Noise

Current Position and Issues

- 15.12 Transport-related noise can be a problem for some communities. Being a predominantly rural county, ambient noise levels are general low and hence new sources of noise can be very noticeable locally. The County Council is already working in various ways to look at how it can help to resolve existing problems and ensure that the adverse noise impacts of any new proposals are minimised. This includes :
- the use of thin-surface materials in major maintenance schemes. These produce a substantial reduction in road noise
 - full consideration of the noise impacts of new highway proposals, with appropriate mitigation measures as required e.g. noise bunds, fencing
 - working closely with the local planning authorities to ensure that the noise impacts of development proposals, particularly those which will generate HGVs, are fully considered and appropriate conditions applied (e.g. restrictions on times of operation).

Proposals for the 2nd LTP

- 15.13 During the 2nd LTP, the Council will continue to ensure that, where possible, transport related noise is reduced through initiatives such as those outline above. In addition, the cumulative effects of implementing such measures (e.g. the potential impacts of providing noise bunds/fencing) will also be considered.

Climate Change

Current Position and Issues

- 15.14 There is international concern about the impact that rising levels of greenhouse gases are having on the environment. The most significant of these gases is carbon dioxide and nationally, the Government's target is to reduce carbon dioxide emissions by 20% below 1990 levels by 2010. Since road transport is a major contributor to CO₂ emissions nationally and the fastest growing CO₂ source, it is therefore important that the 2nd LTPs contribute to the reduction of these emissions where possible. With large parts of the county below sea-level, the County Council is very conscious of the long-term threat that global warming posed for Lincolnshire.

Proposals for the 2nd LTP

- 15.15 Lincolnshire's main contribution towards the reduction of carbon dioxide during the 2nd LTP period will be through the various initiatives which seek to encourage more people to use alternative forms of transport to the car. This will include :
- enhancements to the footway/cycle network through the Community Travel Zone and Rural Priority Initiatives
 - improvements to public transport services through InterConnect and CallConnect Plus, together with associated infrastructure improvements such as raised kerbs and improved timetable information

- the further roll out of school and business travel plans to encourage greater use of non-car travel

15.16 In addition, the Council will continue to minimise the energy used for street lighting across the county through the use of more energy efficient bulbs and new technologies.

Reducing the Impact of Traffic

Current Position and Issues

15.17 Increasing levels of traffic flow and vehicle speed are having a detrimental effect upon the quality of life of local communities, both urban and rural. Particular concerns centre around :

- the speed of vehicles and associated safety fears
- the size and weight of vehicles, particularly in rural areas where the economically important agriculture and food processing industries are heavily reliant on road haulage to move their products, as are the quarrying and aggregates businesses.
- the conflict of traffic with other road users

Proposals for the 2nd LTP

15.18 Reducing the impact of traffic has been a key element of the 1st LTP and this will continue through to the 2nd LTP. Initiatives will include :

- speed management measures, such as traffic calming and improved signing to be carried out as part of the Community Travel Zones (for urban areas) and Rural Priority Initiatives (for rural areas). As highlighted in paragraph 9.50, revised national guidance on setting local speed limits is imminent, and once this has been received, a major speed limit review will be carried out
- routeing HGVs away from communities. This can only be done through appropriate weight restrictions where there is a more appropriate route, as well as through negotiation with businesses and operators. The County Council will look to learn from the experiences of other authorities as part of its involvement in the implementation of the Regional Freight Strategy published in July 2005
- using the Council's development control role within the planning process to seek to influence the location of new developments which are likely to generate large numbers of HGVs.



Chapter 16: Asset Management

Background

- 16.1 Due to the geographical size of Lincolnshire, the County Council manages one of the largest highway assets in the country which includes :
- 9,018 km of carriageway
 - 3,300 km of footway/cycleway
 - 4,000 km of drainage network
 - 1,464 bridges and 1,946 culverts, 131 footbridges and other structures
 - 57,000 street lighting columns and 10,000 illuminated signs
 - 141 traffic signal junction and 125 signalised pedestrian crossing facilities
 - 4,000 km of Public Rights of Way
 - 3,000km of priority winter maintenance network
- 16.2 Following the recent programme of de-trunking when some 250 km of roads were handed over to the County Council by the Highways Agency, there remains just 58 km of Trunk Road in Lincolnshire, comprising the A1, the A52 west of the A1 and the A46 from the county boundary to the A57 west of Lincoln.
- 16.3 Management of the county network is carried out under five main headings as set out in Table 18 below.

Table 18

Maintenance Management Structure

Delivery Programme	Initiatives/Schemes
<i>Structural Maintenance</i>	Carriageways Footways & cycleways Bridges & other structures Drainage Safety fencing
<i>Environmental Maintenance</i>	Grass cutting Weed control Public rights of way Tree and shrub maintenance Protected roadside verge maintenance
<i>Safety Maintenance</i>	Street lighting Traffic signals Traffic signs & road markings Road gulley drain cleaning
<i>Other Maintenance</i>	Bridge and other detailed inspections Machine and visual surveys Inventory surveys
<i>Winter Maintenance</i>	Precautionary salting Snow clearing Weather forecasting

16.4 This work is funded both through revenue and capital funding. During 2004/05, the total expenditure for such work was some £47.1m as shown in Table 19.

Table 19

Maintenance Expenditure 2004/05

Area	Expenditure (£000s)
LTP capital – structural maintenance	15300
LTP capital – structures maintenance	2098
LTP capital – detrunking	7009
Other capital – structural maintenance	5000
Revenue – structural maintenance	4427
Revenue – environmental maintenance	1861
Revenue – safety maintenance	7433
Revenue – other maintenance	631
Revenue – winter maintenance	3327
Total	47086

Efficiency in Highway Maintenance

- 16.5 All construction and service maintenance work is externalised and subject to competitive tendering. The current Highway Works Term Contract was awarded in September 2003 for a minimum of 3 years, with a provision for annual extensions up to September 2009. This contract includes all maintenance and highway improvement works up to a value of £100,000 (except Traffic Signal installations and traffic signal computer systems, which are maintained under two separate contracts) and has an annual turnover in the region of £33M.
- 16.6 However, the County Council has been looking at alternative ways of delivering the maintenance service and in July 2003, a PFI (Private Finance Initiative) bid for highway maintenance across the whole network was submitted to the Department for Transport (DfT). The Outline Business Case (OBC) bid was for over £400 million of credits over a 25 year period. This level of investment would have brought the network up to standard within 5 years and maintained it at that standard for a further 20 years.
- 16.7 This bid was put on hold by DfT pending a review of the approved Portsmouth and Birmingham City Council bids. More recently the DfT have announced a further round of bidding for PFI projects. However, as the original Lincolnshire bid would represent some three quarters of the total PFI credits available nationally, it is been decided not to resubmit a full Highways Maintenance bid.
- 16.8 Efficiency in maintenance is high on the authority’s agenda and it is actively investigating innovative solutions to contribute to overall authority efficiency gains (Gershon) targets including:
- partnership working with current term contractor
 - development of corporate procurement strategy

- working with regional Centre of Excellence for procurement
- collaboration with Highways Agency and adjacent authorities

Transport Asset Management Plan (TAMP)

- 16.9 A key initiative in achieving improved highway maintenance during the 2nd Local Transport Plan period will be the development of a Transport Asset Management Plan (TAMP). All authorities are being encouraged by Central Government to develop these plans which will provide a consistently applied valuation of the network and allow improved decision-making as to the most effective maintenance procedures based on life cycle planning.
- 16.10 National guidance on producing a TAMP has been produced in the form of the CSS document "Framework for Highway Asset Management" and the County Council, in partnership with other local authorities in the Midlands, has engaged consultants to develop a more detailed generic framework to assist each authority in developing their own full TAMP. In addition, early work is in hand to collate the information required at the local level with the aim of producing a Lincolnshire TAMP by Spring 2006. The current progress is detailed below.

TAMP Progress Report

- 16.11 Lincolnshire chose to work in collaboration with a group of other authorities to concurrently develop its TAMP. This process will enable development of a common understanding, to share best practice and to benchmark processes, procedures and results within the peer group. The group, the Midland Service Improvement Group, comprises 13 shire authorities broadly based in the Midlands.
- 16.12 A staged process is being employed to develop the plan:
- a. Opus International Consultants (worldwide experts in the Asset Management field) worked with the 13 authorities to produce a set of detailed instructions that each council will follow to develop and populate their own TAMPs.
 - b. Following completion of this detailed guide Lincolnshire is developing its plan to a consistent structure with a number of agreed base contents. The group are sharing and comparing output during the detailed production phase.
- 16.13 The production of the TAMP is developed from the County Surveyors Society Framework for Highways Asset Management guidance document. The group has completed a series of workshops with Opus, covering the principals of the CSS Asset Management approach in detail. In addition to this, a structured programme is being developed to ensure production and implementation of the first edition TAMP by Spring 2006. This includes the following key targets:-
- Review of current practice
 - Review of existing data
 - Implementation of data collection surveys
 - Development of an Asset Information Strategy
 - Lifecycle Planning and Whole Life Costing
 - Development of Levels of Service
 - Risk Management
 - Development of an Integrated Forward Works Programme
 - Asset Valuation
 - Improvement Action Plans
 - Collation and Production of TAMP

What has already been achieved?

16.14 The following steps have already been achieved :

- A review of current practice within each organisation has been completed and key areas for improvement have been identified as necessary to align processes with an Asset Management approach. Lincolnshire's strengths were found to be alignment with goals, objectives and policies, inventory, and physical works and services. The main area of weakness was found to be life cycle planning, which was in common with all other authorities
- A review of the extent and reliability of existing data has commenced, the outcome of which will be used to develop a data collection strategy for implementation. Some areas of data are known to be weak (e.g. drainage systems)
- A generic content and detailed structure of the Midlands TAMP has been developed within the group and production of individual plans commenced.

Progress in developing a Lincolnshire TAMP

16.15 The following progress has been made:

- Asset Information Strategy (data collection) drafted
- Asset Lifecycle Plans for each individual asset group produced in draft form
- Development of Level of Service & Performance Measures for individual asset group, including regional benchmarking in progress
- Draft Risk Management system and register established and aligned with corporate processes and procedures
- Integrated Forward Works Programme to be developed. Programmes are well developed for major assets (e.g. Principal Road carriageways, bridges, street lighting and traffic signals)
- Asset Valuation, in accordance with CSS document "Guidance for Highway Infrastructure Asset Valuation" is being developed through the Midland Service Improvement Group
- An Improvement Action Plan will be produced when the draft plan is completed
- Collation and Production of a Transport Asset Management Plan will follow internal and external consultation on the draft plan.

Ambition and realism of LTP Asset Management targets

16.16 Lincolnshire is progressing towards an Asset Management Approach and has clearly shown commitment to achieving this goal. The workshops facilitated by Opus and the programme under development set out clear target dates for completion of elements of the plan to allow implementation of the draft Transport Asset Management Plans by Spring 2006.

Whole-life maintenance resource implications of the major and other integrated transport schemes proposed in local transport plans

- 16.17 Whole life cost assessment is a key process in the development of lifecycle plans. These are being developed for each asset as the TAMP progresses through the development of lifecycle plans that detail how the rationale for creation of new assets will incorporate the assessment of long term maintenance implications.
- 16.18 The whole life maintenance impact of new proposals for transport schemes will be fully considered and these will be documented and included within the TAMP.

The implications of any LTP proposals to delay or bring forward maintenance work

- 16.19 The TAMP will define current and desired levels of service and the corporate risks associated with these. Once these have been established, an integrated renewal and maintenance programme can be developed.
- 16.20 Long term plan for maintenance will facilitate the analysis of the timing of maintenance interventions and the programming of preventive maintenance treatment thus leading to better whole life cost solutions.
- 16.21 An integrated forward work programme will also facilitate the coordination of planned maintenance schemes with major and other integrated transport schemes. Once long term programme have been developed for all assets (as a result of the development of lifecycle plans for each asset) and for each service area (as an output from other LTP strategy developments) it will be possible to identify conflicts and the possibility for developing hybrid schemes (i.e. schemes that meet two or more purposes concurrently).

Maintenance Issues for the Second LTP Period

- 16.22 Despite increased funding and more cost effective works contracts in recent years, the following key areas of maintenance continue to be under considerable budget pressures to meet the demands of a large maintenance backlog:
- principal and non-principal carriageways
 - footways
 - drainage
 - routine road maintenance
 - structures
 - street lighting
 - traffic signals
 - public rights of way
 - winter maintenance
- 16.23 The following sections highlight some of the issues and proposed strategies during the 2nd LTP period.

Principal Roads

Current Position and Issues

- 16.24 During the last 5 years, the principal road structural maintenance programme has targeted the removal of those stretches of road with zero residual life. This strategy has been very successful

and has reduced the percentage of the network with zero residual life from 11.81% in 2001/02 to 6.34% in 2004/05. This strategy fits in well with asset management plans and whole life costing, but unfortunately conflicts with the deterioration of surface condition as measured by Coarse Visual Inspections, although this has been replaced by SCANNER machine-based surveys in 2004/05.



- 16.25 Coarse Visual Inspections (CVIs) have shown a reverse trend with BVPI96 results having deteriorated from 1.06% in 2001/02 to 14.18% in 2004/05. Part of the problem may be caused by inconsistent and coarser inspections in early years, but all inspectors have now been fully accredited and recent figures are more consistent and auditable.
- 16.26 The introduction of SCANNER machine based surveys have replaced CVI in 2004/05. The initial results for Lincolnshire shows that 32.07% (34.20% county roads and 16.26% detrunked roads) of the network is in substandard condition. This survey should provide a more consistent measure of surface condition, but deflectograph surveys will continue to be used as a local indicator to evaluate structural condition.
- 16.27 The other major issue on principal roads is skidding resistance. SCRIM surveys are carried out on a 3 year cycle and a proportion of the maintenance budget is allocated specifically to treat the highest priority sites. The figures over the last 5 years show an improving trend for the percentage of the network with skidding resistance worse than the investigatory level down from 18.9% in 2001/02 to 9.4% in 2004/05.

Proposals for 2nd LTP

- 16.28 In order to seek best value from the budget available, an asset management approach will be taken with a balanced approach between structural, surface and skidding condition to secure the long term future of the network by carrying out the correct treatment at the optimum time in the future.
- 16.29 In structural terms, Lincolnshire will continue to carry out deflectograph surveys on a more targeted basis to assist in maintenance scheme designs, but will still monitor the overall structural condition as a local performance indicator. With the use of the HANSEN and MARCH asset management systems, a longer term forward programme of structural maintenance schemes will be developed. This programme will be reviewed when SCANNER data has been loaded into the MARCH system.
- 16.30 For surface condition, SCANNER surveys will be carried out in accordance with BVPI 223 guidance. With the inclusion of SCANNER data, more cost effective programmes of surfacing and surface dressing will be developed. Initial targets will be to improve the condition of A roads by 1% per annum.
- 16.31 For skidding resistance, the processes and procedures for the SCRIM testing will be reviewed in line with new national guidance and treatment priorities will be aligned with road safety programmes to provide a safer network surface to assist in meeting accident reduction targets.
- 16.32 It is anticipated that this strategy will lead to a long term improvement of the Principal Road network beyond 2011.

Current Position and Issues

- 16.33 The condition of the non-principal network is predominantly measured by CVI surveys by fully accredited inspectors in accordance with BVPI97, although routine deflectograph surveys are carried out on the strategic network which includes most B class roads. From the analysis of results over the period of the first LTP, there is no clear evidence to establish a condition trend, part of the problem may be caused by inconsistent and coarser inspections in early years, but all inspectors have now been fully accredited and recent figures are more consistent and auditable. Taking this conclusion, there is evidence of an improvement in condition in the last year as there has been consistency in surveys over the last 2 years.
- 16.34 The introduction of SCANNER surveys on B and C roads will require a rebasing of condition with the introduction of BVPI 224a. Guidance for 2005/06 surveys indicate a strong bias towards B roads which are generally in better condition than C roads, therefore until a consistent survey regime is introduced, it will be difficult to set meaningful condition targets.
- 16.35 On the unclassified network, the condition trend has also been difficult to establish as 4 year rolling programme of surveys have been carried out (25% per annum), therefore the 2004/05 survey covers the same network as 2000/01. Again the consistency of surveys is at issue as quality and accreditation has considerably improved over the last 4 years. However this survey programme continues to be preferred as it gives full network coverage every 4 years, and provides vital data for operational staff in forward planning.
- 16.36 A major issue for Lincolnshire over the last 2 years has been drought damage, particularly on the low lying fenland areas, where severe deformation and longitudinal cracking on carriageways has resulted in over £7 million being spent on repairing these roads. This was helped by additional funding of over £5 million. However. there are concerns that this will continue to be a long term problem.

Proposals for 2nd LTP

- 16.37 In order to seek best value from the budget available, an asset management approach will be taken with a balanced approach between structural, surface and skidding condition to secure the long term future of the network by carrying out the correct treatment at the optimum time in the future.
- 16.38 In structural terms, Lincolnshire will continue to carry out Deflectograph surveys on B roads to assist in maintenance scheme designs. With the use of the Hansen and March asset management systems a longer term forward programme of structural maintenance schemes will be developed.
- 16.39 For surface condition, SCANNER surveys will be carried out in accordance with BVPI 224a guidance. With the inclusion of SCANNER data more cost effective programmes of surfacing and surface dressing will be developed. On the unclassified roads CVI surveys will be carried out in accordance with BVPI 224b guidance
- 16.40 For skidding resistance, the processes and procedures for the SCRIM testing will continue to be carried out on B roads and procedures will be reviewed in line with new national guidance. Treatment priorities will be aligned with road safety programmes to provide a safer network surface to assist in meeting accident reduction targets.
- 16.41 Initial targets will be to improve the condition of non principal classified roads (B and C class) by 1 % per annum and on unclassified roads prevent any deterioration in overall condition. It

is anticipated that this strategy will lead to a long term improvement of the Non Principal Road network beyond 2011.

Footways

Current Position and Issues

- 16.42 For the last 3 years, Detailed Visual Inspection Surveys have been carried out on Type 1 and 2 footways in accordance with BVPI 187 guidance. The results have been variable, but there is evidence of an improvement in condition. However, it is felt that the 2004/05 figure of 25.15% is high compared with the perceived condition of the footway network, which indicates that the threshold for the BVPI indicators should be reviewed.
- 16.43 The level of third party claims continues to be an issue in common with most highway authorities, however to address this problem a number of initiatives have been put into place to improve the condition of footways:
- Replacement of non central urban flagged surfaces with flexible paving
 - Specific additional allocation to fund refurbishment of central urban footways
- 16.44 Another major issue has been the transfer of additional footways in housing estate areas (generally in substandard condition) following the Gullikson case in Pembrokeshire. As there is no national indicator for the condition of Type 3 and 4, programmes of work are established from safety inspections and annual general condition surveys.

Proposals for 2nd LTP

- 16.45 In order to seek best value from the budget available, an asset management approach will be taken to secure the long term future of the footway network by carrying out the correct treatment at the optimum time in the future. For surface condition, Detailed Visual Inspection surveys will continue to be carried out in accordance with BVPI 187 guidance.
- 16.46 Initial targets will be to improve the condition of type 1 and 2 footways by 1 % per annum and on type 3 and 4 footways to prevent any deterioration in overall condition. It is anticipated that this strategy will lead to a long term improvement of the footway network beyond 2011.

Routine Road Maintenance

Current Position and Issues

- 16.47 This section covers ongoing routine maintenance of the highway and includes areas such as grass cutting, sign cleaning, safety fencing, tree and shrub maintenance, etc. The service continues to be developed in response to changing demands. Recent issues that have arisen include :
- increasing public concern regarding flooding problems after heavy rainfall. In recent years, frequency of these events has increased, possibly due to climate change
 - safety issues associated with condition of trees adjacent to the highways
 - public complaints regarding the standard of grass cutting

16.48 In the above examples, these are being addressed by the following :

- drainage records to be improved and surveys, cleaning and refurbishment programmes are to be established. In rural areas, the verge grip cutting programme is to be enhanced to reduce ponding and subsequent structural edge deterioration
- a programme of tree inventory and inspection has been started and a follow-up programmed maintenance established
- to improve the safety of all highway users, the frequency of rural grass cutting has been increased to 3 cuts each year

Proposals for 2nd LTP

16.49 The routine highways maintenance service will continue to be developed to provide an efficient, cost effective service to meet public demands.

Bridges and Other Structures

Background

16.50 There are some 3631 structures in Lincolnshire that are the responsibility of the County Council including 1464 bridges (over 1.5m span), 1946 culverts, 131 footbridges and 90 recorded retaining walls (with a total length of 7.1 km). In addition, there are a further 231 privately owned structures, including 165 bridges, 39 culverts and 17 footbridges, carrying county roads. The main owners of these are Network Rail, Rail Property, the Environment Agency and various Internal Drainage Boards.



16.51 Some two-thirds (66%) of the county's bridges are situated on minor (C class or unclassified) roads, with 22% on Principal Roads (A class) and the remaining 12% on B roads. Approximately 60% of the bridge stock was built prior to 1922. A high proportion of the bridges and culverts in Lincolnshire consist of brick arches, many in excess of 100 years old.

Bridge Assessments

a) Current Position and Issues

16.52 All eligible bridges with spans greater than 1.8m have now been assessed. There are approximately a further 86 eligible bridges with spans 1.5m - 1.8m that still require assessment. None of these are on A or B class roads. All detrunked bridges have been assessed and strengthened/reconstructed.

16.53 At April 2005, there was a backlog of 40 assessment failures. In addition, based on the failure rate from the assessment programme to date (21%), it is projected that there will be a further 16 assessment failures from the outstanding assessments within the span range 1.5m - 1.8m. The position with regard to the assessment programme is summarised in Table 20.

b) Proposals for the 2nd LTP

16.54 The 86 outstanding bridge assessments (for bridges with spans less than 1.8m) will be completed by the end of the first year of the 2nd LTP. If the current bridge assessment failure rate of 21% is continued then a further 16 failures can be expected. In addition, a 12 year continual cyclic bridge assessment programme will be initiated in accordance with the recommendations of the National Code of Practice.

Bridge Assessment Programme at 1 April 2005

Passed Assessment	789
Strengthened / Reconstructed	168
Permanent Weight Restriction	8
Temporary Weight Restriction	10
Other Failures Awaiting Funds	30*
Assessment Results Awaited	5
Outstanding Assessments	86
Total	1096

Bridge Strengthening

a) Current Position and Issues

* Includes three structures where temporary schemes to install single way working with traffic signals have been carried out.

16.55 All the bridge assessment failures on the Primary Route Network (PRN) and other County Strategic Roads have been addressed. Across the county, the number of bridges capable of carrying 40 tonne vehicles has passed the initial target contained in the 1st LTP of 93% (the starting point being 88%) and a stretched target of 97% is now likely to be achieved by April 2006. Since 1991/92, 168 bridges have been strengthened/ reconstructed. Three of these schemes involved temporary traffic signal restrictions limiting traffic to single way working on Class B roads i.e. Langrick Bridge, Bardney Bridge and Mumby Road Rail Bridge.

16.56 In the 1st LTP, five bridges Network Rail bridges were identified for reconstruction/ strengthening. The cost of each of these sites was originally estimated at £400,000. A scheme was prepared for the re-decking of Network Rail Bridge No. 20 at Metheringham in 2001 but when the costs escalated beyond £1m the scheme was curtailed. An alternative road solution was then pursued on the basis that it offered better value for money. However, this solution has also not proved cost effective and it is proposed to revert to the original scheme.

b) Proposals for the 2nd LTP

16.57 It is anticipated that there will be a backlog of around 37 assessment failures with spans greater than 1.8m by April 2006 (excluding bridges with permanent weight restrictions) The estimated cost of removing this backlog is £12m. In addition, the projected cost of replacement of the projected failures for the bridges with spans less than 1.8m is £0.56m.

16.58 The above outstanding assessment failures include the three structures on B roads highlighted in paragraph 16.55 above. It is proposed to revisit these sites and provide permanent solutions.

16.59 The reconstruction backlog includes five Network Rail bridges where the liability for increasing the capacity to 40 tonnes rests with the County Council. The limit of legal liability for Network Rail bridges is 24 tons as determined by a BE4 assessment or any weight restriction imposed under Bridgeguard 1 in 1969. Network Rail will be the Technical Approval Authority. Four of these bridges include cast iron elements and consequently have a high priority for replacement. These bridges are likely to be high cost schemes with programmes dictated by Network track possessions and large elements of the costs dictated by Network Rail due to track possessions and methods of working. The proposal is to reconstruct/ strengthen Br. No. 20 at Metheringham followed by Bridge No. 30 at Stainton by Langworth commencing 2006/07. Programming of the remaining Network Rail Bridge will then depend upon the progress of these initial two bridges. The estimated cost of these Network Rail bridges is £5.3M

16.60 The County Council have been extremely vigilant in ensuring that the bridge assessment failure rate is kept as low as possible by reviewing all assessments at regular intervals and carrying

out more rigorous / refined analysis wherever possible. The consequence of this policy is that some of the bridges originally certified as capable of sustaining the 40 tonne vehicle up to 12 years ago have now deteriorated causing the condition factors to reduce, particularly with brick arches. Recent inspections of some of these structures have occasionally required the re-classification as maintenance failures and processed as latent bridge assessment failures.

Weight Restrictions

a) Current Position and Issues

- 16.61 There are currently 18 bridges on C class and unclassified road in the county that have a weight restriction in place. The County Council does not consider that weight restrictions are an acceptable long-term solution on 12 of these structures.
- 16.62 There are a certain bridges where weight restrictions are considered acceptable. These include 'listed' or historic structures, and cases where the costs of strengthening / reconstruction are extremely high compared with the benefits provided or where there is a convenient suitable alternative route which is acceptable.
- 16.63 Some of these bridges are currently weight restricted or restricted to single way working with traffic signals. It is intended to leave 8 permanent weight restrictions in place (listed or of historic value) etc and reconstruct three of the bridges with traffic signal restrictions. In addition, it is projected that there will be a further 18 assessment failures from the outstanding assessments within the span range 1.5m - 1.8m. The estimated cost of removing this backlog is £15m.

b) Proposals for the 2nd LTP

- 16.64 During the 2nd LTP period, it is proposed to remove all outstanding temporary weight restrictions, leaving just the 8 permanent weight restrictions in place.



Bridge Inspections

a) Current Position and Issues

- 16.65 The County Council currently carry out General, Principal, Diving and Special Inspections in accordance with a Lincolnshire County Council Code of Practice for County Highway Structures, using dedicated bridge inspectors. All structures that carry County Maintainable Highway receive a General Inspection, regardless of owner. The Code of Practice includes inspection cycles and a Severity Defect Table.
- 16.66 A severity factor is assigned to each structure following an inspection, in accordance with the Severity Defect Table. The data is then entered into the Structures Inventory, an in-house developed Microsoft Access Database.
- 16.67 Since July 2003, all principal inspections have been carried out using the new Bridge Condition Indicators (BCI) in accordance with the National Code of Practice issued in September 2005.

b) Proposals for the 2nd LTP

- 16.68 The intention is to adopt the inspection regimes recommended by the new National Code of Practice during the life of the 2nd LTP. Initially, Principal Inspections will be carried out on a 6

yearly cycle for all bridges with a span greater than 5m. The County Council are currently sourcing alternative Highways Management Systems which could potentially replace the current Hermis Bridge Inventory Management System. This would enable the authority to collate data for the new Bridge Condition Indicators into a Bridge Management System within the Highway Management System.

Bridge Maintenance

a) Current Position and Issues

- 16.69 Since 1991, the scarce financial resources available have been focused on addressing the bridge assessment failures and only a small amount of the capitalised maintenance funds (approximately £300,000 per year) has been used for the maintenance of bridges. The use of maintenance funds has tended to be reactive and targeted towards essential maintenance. There have been no funds for routine and preventative maintenance and consequently a maintenance backlog has developed.
- 16.70 However, in the last few years, a larger number of maintenance schemes have been carried out, sometimes in conjunction with parapet edge strengthening/ replacement schemes, on A and B roads. Many of these schemes have been funded from additional resources committed by the County Council. In addition, a successful supplementary LTP bid has allowed the major re-painting of Cross Keys Swing Bridge to proceed at a cost of £650,000.

b) Proposals for the 2nd LTP

- 16.71 The asset value of the 1464 County owned bridges is estimated at some £256m and it is important that the future of the important asset is protected through timely and appropriate maintenance.
- 16.72 During the 2nd LTP, increased funding will be directed at the maintenance of structure using the outcome of the routine inspections as a basis for prioritisation. In particular, there are 47 council-owned bridges and footbridges with spans greater than 15m which are essentially steel structures that have paint protection systems which require maintenance. Twelve of these structures were recently transferred from the Highways Agency under the de-trunking agreements with no assumed maintenance backlog. This leaves 35 steel structures with a painting backlog that require an estimated £2.75m to address. The intention is to address this backlog during the 2nd LTP period.

Culvert/ Footbridge/ Retaining Wall Maintenance

a) Current Position and Issues

- 16.73 There are over 2167 structures in this category owned by the County Council and the list increases every year, as additional culverts are uncovered, often as a result of a failure or a problem with flooding. It is not unusual to uncover long brick culverts up to 100m in length. The majority of these culverts (less than 1.5m diameter but greater than 0.6m) are over 100 years old and due to access restrictions and health and safety requirements, do not lend themselves to repair. The only option is the complete replacement when significant defects occur that threaten the safety of the road user.
- 16.74 All walls greater than 0.6m in height are classified as retaining walls. Retaining walls that support the highway are the responsibility of the County Council. The records of retaining walls are sparse, since no resources have been allocated to collecting the data and it is believed that only a small percentage of the retaining wall stock is currently recorded on the inventory.

16.75 The maintenance/replacement of these structures is funded from County Council revenue sources and the budget is currently around £486,000 annually.

b) **Proposals for the 2nd LTP**

16.76 During the 2nd LTP, the maintenance/replacement of these structures will continue and resources have been identified to collate the outstanding information on retaining walls, which will be added to the structures inventory.

Safety at Bridge Sites

a) **Current Position and Issues**

16.77 In a rural county such as Lincolnshire, where there are few overbridges over roads, the most visible part of any bridge is the parapet. The single most common area of complaints from Parish Councils, pedestrians and road users is the condition of the parapets. Vehicular impact damage on parapets in Lincolnshire is a major problem, with the main cause being the substandard approach roads in terms of both width and horizontal alignment. The latter problem relates to the roads that run parallel to watercourses with crossings at 90 degrees.

16.78 The ongoing Assessment Programme included the assessment of parapets. The majority of bridges do not have parapets that comply with current containment standards. The bridge strengthening/ reconstruction programme has not specifically targeted parapet failures in isolation but parapets have been upgraded where there has been an edge slab failure or other strengthening works have been required on the bridge. In addition, there are many bridges which were not required to be assessed (those built after 1974 were deemed to have complied with current standards) which are now substandard in terms of the absence of safety fencing or inadequate safety fencing on the approach and departure from parapets. This represents a safety problem and could lead to litigation claims in the event of an accident.

b) **Proposals for the 2nd LTP**

16.79 During the 2nd LTP, it is intended to address the safety problems on all A and B roads. There are 107 bridge sites on A roads and 40 B roads where parapets do not conform to current standards.

Traffic Signals

a) **Current Position and Issues**

16.80 There are currently some 268 traffic signal installations across the county comprising 142 signalised junctions and 125 signalised crossings. The number continues to grow each year as further signals are installed, mainly as a result of County Council improvement schemes (such as new pedestrian crossing facilities) or access proposals for new private developments.

16.81 Typically, traffic signal installations have a design life of 15 years. There are currently some 53 installations over 15 years old and this is predicted to rise to 80 installations by 2011 if additional funding is not found. Some installations critical to the safe and efficient operation of the highway network require major investment. In addition to pressures to replace the older installations, the increasing number of signals across the county is also placing increased pressure on the routine maintenance budget (e.g. lamp changing, cleaning, routine repairs).

b) Proposals for the 2nd LTP

16.82 During the 2nd LTP it is proposed to carry out improvements to the County Council Traffic Signals installations and systems in line with the objectives of the Traffic Management Act 2004. This will include the following:

- a traffic signal installation replacement programme that limits the age of any traffic signal installation to no more than 20 years by 2011
- upgrade and improve the following strategic traffic signal control installations and facilities:
 - Lindum Road/Broadgate/Clasketgate/Silver Street junction complex.
 - Canwick Road Tidal Flow above Lane Control Signs
- improve maintenance and network management systems and operations as part of the County Council's Asset Management Plan. This process will include allocating revenue budgets in a progressive system that reflects the number of assets being added to Lincolnshire highway network
- as part of the upgrade of the County Council's GIS, add information showing the location and type of the traffic signal equipment including details of cabling. This will enable electronic exchange of information with organisations promoting street works.

16.83 As highlighted in Chapter 10, the Council is looking to develop in Integrated Traffic Control Centre for the county, although this is at an early stage and funding opportunities are still being explored. If taken forward, this could also provide the following benefits :

- a new UTMC system (e.g. Siemens Comet) to facilitate improved control of traffic signal installations and to provide improved information to road users
- a new system of interactive car park variable message signs to give accurate, live information on location of available parking spaces for car parks in Lincoln, Boston and Grantham
- Upgraded traffic control CCTV cameras including communications, control systems and an increase in the parts of the network covered.

Public Rights of Way

a) Current Position and Issues

16.84 The Public Rights of Way network in Lincolnshire is very extensive with some 4000 km of routes spread across 550 Parishes – an average of just over 7km for each parish area in the county.

16.85 Public Rights of Way form a significant means of gaining access to the countryside, and in addition can provide good transport links in and around towns. The promotion, development and improvement of rights of way within a rural setting can add significantly to the social and economic vitality of the countryside, and in a county like Lincolnshire where the vast majority of the land is given over to intensive agricultural production, rights of way are often the only means available for local people and visitors to enjoy the natural beauty that the countryside offers. There is a lack of other opportunities for informal countryside recreation, for example country parks and open country, although there are some opportunities along the coast, and within woods open to the public by the Forest Authority. This places a key responsibility on the highway authority to keep the rights of way network open.

16.86 Developing rights of way within an urban setting can assist as part of an overall strategy to bring about a modal shift by improving the surface condition, lighting and amenity of urban routes and by promoting and providing information walking and cycling. Routes close to schools offer a real opportunity to reduce the school run, and walking buses can utilise the rights of way network. Green corridors linking towns with adjoining countryside can also help in bringing people in to towns, but also enable people to move in the opposite direction into the countryside.



16.87 In addition to the social and economic benefits of having a vibrant rights of way network are the important health benefits that can accrue from using the network; both physical health and mental health. Public Rights of Way are also a mechanism for improved social cohesiveness and social inclusion.

16.88 In order to effectively manage this large network which is extensively spread across the County the following priority system is in place :

Priority 1 routes; recreational routes promoted by the County Council or entire paths included in a Parish Paths Partnership agreement.

Priority 2 routes; recreational routes published by other bodies and endorsed by the County Council or paths which serve (or which would serve) regularly as a communication between centres of population or an important local route.

Priority 3 routes; paths less vital than those in 2 above or paths used seldom, or if at all, where there is no indication that there would be any significantly greater use if improvement works were carried out.

16.89 The County Council aims to survey the network every three years according to the following priority, with Priority 1 routes being surveyed every year, Priority 2 routes every two years, and Priority 3 routes every 3 years.

16.90 The County Council has invested in the computerised Countryside Access Management System (CAMS) to give precise information on number of structures and their relative condition, the length of routes that require regular programmed clearance, the number of signposts and the number or routes that require reinstating after ploughing. However this data will only be fully available in 2009, when the next cycle of full surveys is complete, and the data can be systematically analysed.

16.91 Significant proportions of public rights of way in Lincolnshire are affected by arable farming. It is estimated that some 17% of the network runs across arable land which is regularly cultivated, with a further 10.5% passing alongside arable land (anecdotal evidence suggests that this 10% figure is more likely to be between 20% and 25%). Field edge maintenance is a significant drain on resources as routes need to be cut back at least three times a year, in order to keep routes open for public enjoyment.

16.92 The Milestones Statement was funded as part of a National Initiative by the Countryside Agency to encourage Highway Authorities to build effective business plans to fulfil their statutory duties. However the Lincolnshire Milestones statement does not identify any costings for the vegetation clearance, construction of countryside furniture such as stiles, gates and bridges and for signposting and waymarking.

- 16.93 Since the Milestones Statement was prepared in 1999, the County Council has invested significantly in its rights of way network, with additional budgets being made available for the maintenance of rights of way and additional officers employed to keep the network open and available for use.
- 16.94 In 2002 the County Council signed a Public Service Agreement (PSA) with Government to increase the percentage by length of rights of way that are open and available to use by the public from 57.8% to 77.8% by 2006. Additional resources were made available during the lifetime of the project to ensure that more routes became, and remained open for use by the public. Following the surveys carried out in 2005, the percentage of paths open and available to use had risen to 75.02%

b) Proposals for the 2nd LTP

- 16.95 Under the Countryside and Rights of Way Act, the Government requires the County Council to produce a new document, the Rights of Way Improvement Plan (RoWIP) which will eventually be incorporated within the LTP. The Improvement Plan is concerned with identifying need and demand for different activities now and in the future and will focus on deficiencies and inadequacies for different classes of user. The intention of Government is that Improvement Plans should be market led, visionary, imaginative, and make the network more relevant to more people. They are intended to be the prime means by which local highway authorities will identify the changes to be made to the management and improvement to their local rights of way network.
- 16.96 In 2003 the County Council began making preparations to produce the Rights of Way Improvement Plan, with the establishment of Local Access Forums and the establishment of a new Access Development Section. A more detailed progress report on the Lincolnshire Rights of Way Improvement Plan can be found in Appendix B.
- 16.97 The rights of way network can help assist in the delivery of other key themes within the Local transport plan, namely 'accessibility', 'tackling congestion' and 'safer roads', but can also help deliver other council priorities, for example safer communities, a healthier population and a vibrant rural economy.

Street Lighting

a) Current Position and Issues

- 16.98 In addition to the 57,834 street lights and 10,200 illuminated signs, the County Council is responsible other highway electrical equipment, including electricity feeder pillar supply points, pedestrian subway lights, real time bus information signs, reactive signs, variable message signs and navigation lights. The inventory is growing at an average rate of approximately 3% per annum, and the growth in the number of street lighting units comes from various sources, including estate road adoptions, new lighting schemes and traffic calming schemes.
- 16.99 In accordance with current national practice, the County Council operates a planned maintenance regime, where each unit is cleaned, has the lamp replaced, is tested electrically and has a visual structural inspection at prescribed intervals according to type, risk and lamp burning hours. Where the remedy is within their control, the Council's Maintenance Contractor repairs all lighting unit faults within seven days.
- 16.100 The County Council operate a computerised lighting management system which is underpinned by the lighting inventory. During 2003/04 a survey of all illuminated signs in the county was completed. This was followed in 2004/05 with a survey of street lighting columns to fulfil the requirements of the DfT risk assessment programme and to provide the inventory with grid references for each streetlight. The project is currently 70% completed.

b) Proposals for the 2nd LTP

16.101 The future management of the lighting stock will be addressed as part of the ongoing development of the Transport Asset Management Plan. Key issues to be addressed include :

- completion of the collection of inventory
- a need to ensure that a backlog of repairs/replacements does not build up
- specific issues associated with the need to extend the life of galvanised steel columns and the replacement of concrete columns
- the need to review policies particularly in respect of sustainability, green energy and light pollution

Winter Maintenance

Current Position and Issues

16.102 Lincolnshire is at the leading edge of precautionary salting of highways using pre-wetted technology and GPS based data recording of treatment times, spread rates, vehicle speed, etc. However, only 2 depots currently have covered salt storage. Covered storage at the remaining depots needs to be investigated. One issue emerging from the pre-wetting process is that white salt is used in the pre-wet treatment, which is difficult to detect particularly in snow conditions.

16.103 One of the major issues for highway authorities is the treatment of footways. Difficult decisions have to be made, with regard to the practicalities involved in delivering precautionary salting to designated sections of footway. Lincolnshire are currently working with other county authorities (through the Midlands Service Improvement Group) to achieve a practical solution that is both achievable, affordable and meets the requirements of current legislation.

Proposals for 2nd LTP

16.104 During the 2nd LTP period, the Winter Maintenance service will continue to be improved. Initiatives will include :

- the establishment of a new policy for the policy for treating footways and cycleways
- a feasibility study into storage of all salt undercover (currently being progressed)
- the use of brown salt in snow conditions to raise public awareness
- continuing to take an active role in the National salting trials project

Chapter 17: Supporting the Economy

Background

- 17.1 Good transport links are an essential driver of economic growth. Businesses depend on them to compete and to serve customers efficiently and effectively. The importance of transport to the Lincolnshire economy has been highlighted in Chapter 5 of this document. Surveys of businesses have repeatedly shown poor transport infrastructure to be one of the main reasons cited as a major barrier to investment by both existing Lincolnshire businesses and companies looking to relocate.
- 17.2 Whilst a key element of the 2nd Local Transport Plan will be centred around making the most of the existing transport networks, it is obvious that this approach alone will be insufficient to keep up with the economic growth expected in the county, particularly if the contribution to the Regional Economic Strategy target for the East Midlands to become a top 20 European region by 2010 is to be achieved. Many of the strategies outlined in the early chapters of this Plan will have a role to play. For example, reducing congestion in the main urban areas will help to stimulate economic growth, as will improving access to employment across the county. The following paragraphs outline some of the current and future major transport initiatives that will help to encourage economic growth across the county.

Improving the Strategic Road Network

- 17.3 As has already been highlighted earlier in this document, poor accessibility is often cited as a major deterrent to encouraging businesses to locate or expand within Lincolnshire. The problem is recognised in Policy 8 of the Regional Spatial Strategy for the East Midlands RSS8:

Policy 8 – Overcoming Peripherality in the Eastern Sub-Area

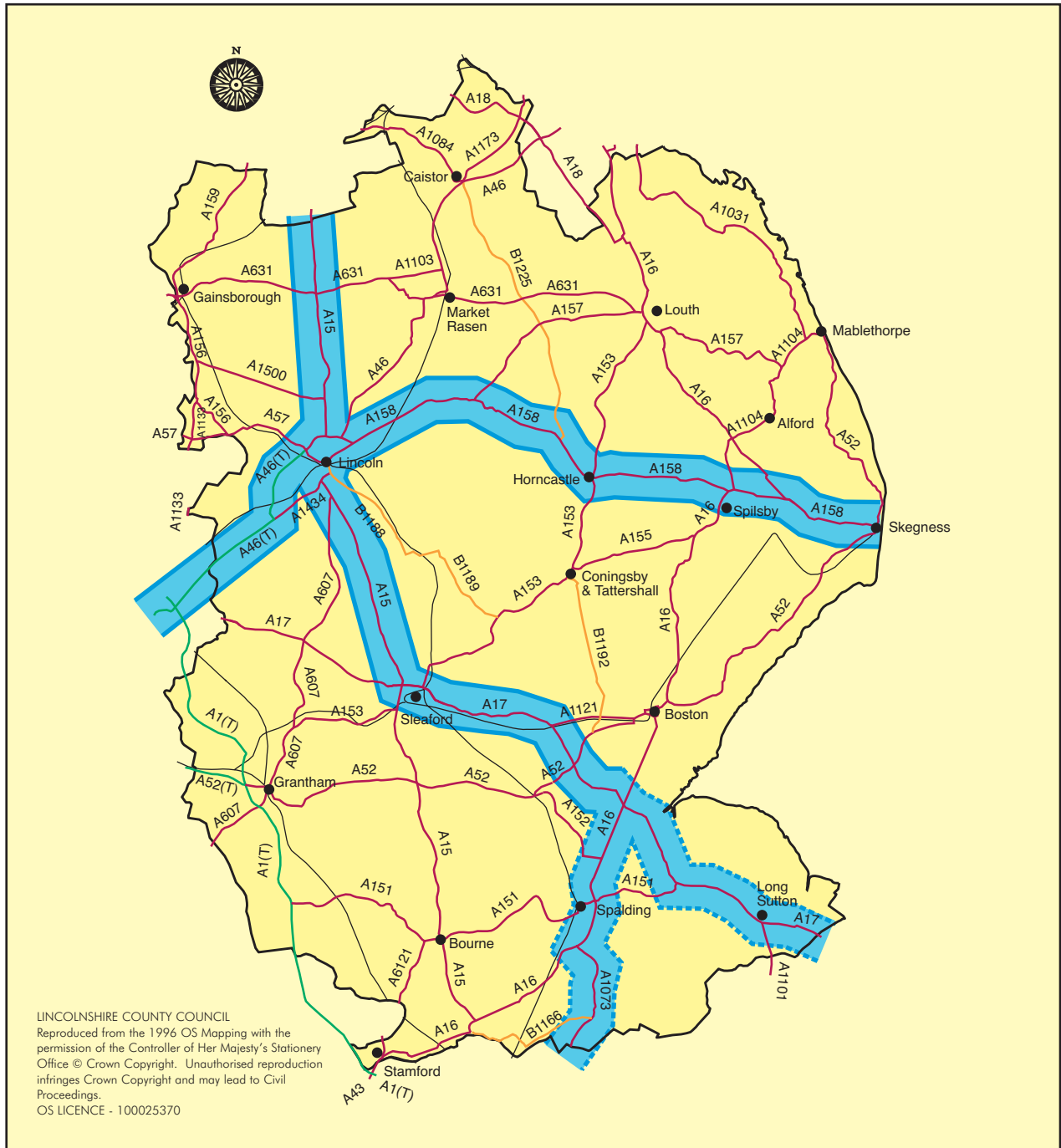
Peripherality and lack of accessibility in the central and eastern part of the sub-area should be addressed through:

- *a programme of infrastructure improvements that concentrate on public transport and road improvements in existing key corridors*
- *improved connections between the region and its ports and between its ports and mainland Europe;*

- 17.4 The longer term aim is to focus improvement on the two key corridors shown in the Figure 33 - one north-south and one east-west. This approach is supported by the Policy M1 in the deposit draft Structure Plan.

- 17.5 The economic benefits of an improved strategic road network across the county are many and varied (for example, an improved road network will help to support the InterConnect inter-urban services through improved journey times, punctuality, etc). However, there are several key areas where enhancements would be particularly beneficial :

- improving the ease of movement of goods into, out of and around the County for the road haulage industry. Whilst the County Council encourages the movement of freight by



other, more sustainable modes where this is possible, it must be recognised that road haulage will remain the predominant mode for the foreseeable future. This is perhaps most important in the south of the County, where the agriculture and food industries are heavily reliant on “just in time” deliveries and are pivotal to the economy of that part of Lincolnshire. Some progress has been made in recent years through schemes such as the A151 Weston Bypass and the provisionally accepted A1073 Spalding to Eye Improvement (see paragraph 17.13 below), but much remains to be done.

- Lincolnshire contains the only ports in the East Midlands – Boston and Sutton Bridge. During 2004, these handled 942,000 and 746,000 tonnes of cargo respectively. The ports are important economically not just locally, but also regionally. Good transport links (including rail in the case of Boston) are the key to their longer term future.

- supporting the tourism industry, particularly on the East Coast. With attractions such as Butlins at Skegness and Fantasy Island at Ingoldmells, the holiday industry on the Lincolnshire coast attracts substantial numbers of visitors every year, both day-trippers and those staying overnight. This contributes substantially to the local economy. If these visitors are to be encouraged to return, then it is important that poor transport is not a deterrent, particularly at a time when air fares to foreign resorts have never been cheaper. The importance of this issue not just to Lincolnshire, but also to the East Midlands, is recognised in the Regional Spatial Strategy, the Regional Economic Strategy and the Regional Tourism Strategy. Whilst initiatives such as InterConnect and Community Rail will help encourage visitors to use other modes of travel, the car will remain the predominant means of access to the coast. Again, some progress has made through the C541 Addlethorpe Bypass and Bends Improvement and the first stage of the A158/C541 Coastal Access Improvement, the A16/A158 Partney Bypass, which opened in August 2005.

Impact of Regional Funding Allocations for Transport

- 17.6 Following consultation in December 2004, the Government announced proposals to implement Regional Funding Allocations (RFA) to enable regions to better align their transport, housing and economic development strategies and to inform Government spending decisions. Under this process, the Government have provided each region with firm funding allocations for each of the three themes through to 2007/08 and indicative allocations thereafter to 2015/16. They have then asked each region to provide advice on their regional priorities for the three themes to enhance regional input into national policy development.
- 17.7 Whilst regional allocations for housing and economic development have previously been provided in the past, this is a new process for transport. In the East Midlands, the process has been led by the Government Office for the East Midlands and the East Midlands Regional Assembly, in partnership with the local authorities and other regional stakeholders, such as the East Midlands Development Agency.
- 17.8 Not only did the process have to consider the priority to be given to major transport schemes being proposed by the local authorities, but also those being promoted by the Highways Agency on those parts of the Trunk Road network not deemed to be of "Strategic National Importance". As a result, local authority schemes in the East Midlands have found themselves competing for funding against Trunk Road schemes on the A1, A46 and A453. At a very early stage of the process, it became evident that the level of funding available from Government over the 10 year period was vastly exceeded by the level of demand from just the existing scheme proposals in the region, without considering other schemes which may come forward over the next 10 years.
- 17.9 In general, the transport priorities finally adopted for the East Midlands primarily reflect two key factors :
- the contribution likely to be made towards core regional policies and objectives
 - current status i.e. schemes where preparation work is well advanced and which would be abortive if cancelled. This has particularly influenced the priorities in the early years.
- 17.10 The regional advice was submitted to Government at the end of January 2006. The timetable for a response from the Government is currently unclear. The situation as set down in the submitted regional advice for schemes in Lincolnshire is as follows :

A1073 Spalding to Eye Improvement	Start 2007/08
A158 Burgh Le Marsh Bypass	Start 2008/9

- 17.11 The resulting impact on these schemes is discussed in the following paragraphs. However, the key lessons which are highlighted as a result of the new process are :
- securing funding for major schemes has become more difficult as a result of the regional funding priorities
 - in order to do so, schemes will need to demonstrate a strong case at the regional, as well as local, level.

Major Schemes for Construction During the 2nd LTP Period

- 17.12 The following paragraphs outline the current position on major schemes which are expected to be constructed during the 2nd Local Transport Plan period.

A1073 Spalding to Eye Improvement (Joint scheme with Peterborough City Council)

- 17.13 This scheme was Provisionally Accepted for funding in the 1st LTP and has an important role to play in supporting the local economy, particularly the agricultural and food processing industries, in the south-east of the county. The Preferred Route was approved in January 2002 and a planning application was submitted to both Lincolnshire County Council and Peterborough City Council in July 2002. Planning Permission, with conditions, was granted for the Peterborough section in March 2004. Planning Permission, also with conditions, was granted for the Lincolnshire section in September 2003. Secondary planning applications for additional works which arose as a result of discussion with landowners were approved in early 2005.
- 17.14 Draft Compulsory Purchase Orders and Side Roads Orders were published in March 2004 and the Public Inquiry relating to those Orders was held in November 2004. Supplementary Orders also were published in November 2004, as a result of discussions with objectors to the main Orders. The Secretary of States decision on the Orders was published in August 2005. Whilst the Secretary of State was generally satisfied with the orders, he was unable to come to a view as to whether or not the scheme would be assigned funding. Accordingly, he deferred a decision pending the outcome of the regional funding advice.
- 17.15 The cost of the proposed A1073 scheme has risen from £44.6m to £71.4m. This is due to a number of reasons, in particular :
- Delayed start – Change in the assumed construction start date from June 2005 to April 2006 (at the earliest).
 - Increased costs in construction materials, labour and plant, and purchasing land.
 - Public Inquiry – Held in November 2004 has contributed to cost increases, with a significant number of objections received and additional work required by the Inspector.
 - Geotechnical issues – More expensive material needs to be imported from other sources.
 - Third Party Consent – Discussions with third parties such as the Highways Agency and the Internal Drainage Boards have resulted in additions to the scope of the works.
 - Construction Rates – A number of construction materials rates used for the cost estimate have proved to be too low. Market forces have driven up the cost of certain materials,

which have also proved generally more expensive than nationally due to the geographical location of the site, and haulage costs have risen due to increased.

- Preliminaries – Preliminaries, insurance and contractor's fees are linked to the overall works cost and have therefore experienced similar increases.
- Errors and omissions – An element of risk value, particularly contractor's risk, some of the paving materials, environmental ponds, fixed price allowances, adjustment items.

17.16 Of the overall cost of the scheme, approximately £48m will fall to the East Midlands and £23m to the East of England. The cost to Lincolnshire is much the same as the provisional acceptance, and the scheme still represents good value for money. The increase is in line with Highways Agency and other LTP schemes. As a general point, recent studies on the cost of road schemes have found that of 80 national road schemes, costs have risen in over half of them, and of 71 local road schemes, costs have risen by 77%. There are 16 national trunk road and motorway schemes where costs have doubled from the original estimate.

17.17 Once Orders have been confirmed, final negotiations with the Major Schemes Framework Contractor can commence regarding the construction contract, and the process of purchasing land can commence. It is expected that the construction duration will be 26 months.

17.18 As indicated in paragraph 17.10 above, the recent East Midlands advice to the government proposed a start date of 2007/08. However, the East of England Region has indicated that due to substantial competing demand, it is difficult for them to fund their element of the scheme within this timescale, but that funding might be available in 2011 at the earliest. For the purposes of this 2nd LTP, a start date in line with that proposed in the East Midlands regional advice to government has been assumed. In the meantime, the County Council will work with Peterborough City Council and the two Regional Assemblies to examine possible solutions to this problem.

A158/C541 Coastal Access Improvement

17.19 Again, this scheme was Provisionally Accepted for funding in the 1st Local Transport Plan and will help to support the important tourism economy on the East Lincolnshire coast by improving access for visitors, whilst at the same time improving the quality of life for local residents. The first phase of the Coastal Access Improvement, to provide A16 and A158 bypasses around Partney was opened to traffic on 3rd August 2005. Despite extremely high rainfall in August and October 2004, the scheme was completed 3 months early and within budget. The scheme has been well received, with a substantial improvement in the quality of life for the residents of Partney and the improved journey times for the bypassed traffic.



17.20 The second phase, the A158 Burgh-le-Marsh bypass, was granted planning permission in September 2004. The Side Roads Orders and the Compulsory Purchase Orders were published in October 2004 and a Public Inquiry was held in July 2005. The Secretary of State confirmed the orders in November 2005. The Major Schemes Business Case was presented to the Department for Transport and the Government Office of the East Midlands in December 2005, for £14.15m. This cost increase is a combination of increased construction, land and inflation costs, together with risk allowances. It is based on a start in 2006.

- 17.21 However, as indicated in paragraph 17.10 above, the scheme has been prioritised within the East Midlands regional funding process with a start date of 2008/09. Because of the advanced state of the scheme, the County Council is hopeful that it could be delivered earlier, should there be the opportunity to secure funding in advance of this date. Discussions are continuing with both the Department of Transport and the Government Office.
- 17.22 The third and final phase of the Coastal Access Improvement is the proposed C541 Orby Bypass. Progress in developing the scheme has been delayed due to the ongoing discussions with the National Trust on the preferred northern route around the village and the conclusion of the Burgh-le-Marsh Bypass construction. As a result, the scheme was not well enough advanced to feature in the regional priorities assessment outlined in paragraph 17.6 above. Hence, the prospects for securing funding to constructing the scheme in the short to medium term are not high.
- 17.23 To alleviate this delay, a feasibility report to investigate the issues through Orby has been completed, and possible remedial works have been presented to Orby Parish Council, who approved the proposed works in May 2005. The signing, lining and resurfacing works are programmed for Spring 2006. Phase 1 of the footpath extension from the western end of the village core to Chalk Lane was completed in November 2005. Phase 2 from Chalk Lane to Welton Lane is presently being considered. Phases 3 and 4 from Welton Lane to the Gunby dual carriageway are postponed for the foreseeable future.
- 17.24 Other elements of the Coastal Access Improvement are being pursued outside of the LTP funding system. The improvement of the C541 to upgrade the carriageway to 7.3m from the east of Orby to tie-in with the Addlethorpe bypass at Skegness Stadium was completed in November 2005 at a cost of £1m. Detailed designs on the A16 at West Keal and A16 at Spilsby have been completed. The Spilsby junction improvement is programmed for February 2006 with a construction cost of £85,000. The West Keal improvements are to be constructed at a later date.

Boston Dock Link Road

- 17.25 This project is being considered through a partnership formed between Boston Borough Council, Lincolnshire County Council and East Midlands Development Agency, with additional funding from the European Union. The current estimated cost is £14.5m. No funding is being sought through the 2nd LTP.
- 17.26 The Dock Link Road includes a new major crossing of the Haven. It will improve transport links to the Port of Boston and to other important employment areas on the northern-east bank of the Haven. The scheme has received planning permission and has received a full endorsement by English Heritage, especially with its interface with historic areas of Boston. A Public Inquiry into the Compulsory Purchase Orders and Side Road Orders, along with the S106 Navigation Orders, was held in July 2005. The outcome of the Inquiry is still awaited. However, as mentioned in Chapter 12, the scheme is being reviewed as part of the ongoing transport study developing an integrated transport strategy for the town.

Major Schemes in Preparation for 3rd LTP

Lincoln Eastern Bypass

- 17.27 As highlighted in Chapter 11, the recently completed Lincoln Transport Study has identified the Lincoln Eastern Bypass as a key element of the future transport strategy for the city and surrounding area, by relieving congestion, improving air quality and releasing road space for improvements for non-car modes. In the Provisional 2nd LTP, it was suggested that a Major Scheme Business Case would be submitted during the 2nd LTP period. However, as mentioned

in paragraph 17.10 earlier in this chapter, whilst the scheme has been prioritised by the region as part of the Regional Funding Allocation process, it has only been identified for a possible start during the 3rd LTP period i.e. during the 5 year period starting 2011/12.

- 17.28 This is a disappointing outcome. The County Council and its partners still believe that the proposed Eastern Bypass has a major role to play in the future development of the Lincoln urban area. It is anticipated that the revision of Regional Spatial Strategy (Regional Plan) RSS8 (when revised housing allocations for Lincolnshire and the Greater Lincoln area are expected to show a substantial increase) and the completion of the associated Sub-regional Spatial Strategy for the Greater Lincoln Area will only serve to further strengthen the case for such a scheme, both in the local and regional context.
- 17.29 Hence, work on the development of the proposed Lincoln Eastern Bypass will continue during the 2nd LTP period to ensure that when the regional priorities for transport funding are reviewed in due course, then the scheme is at a good state of readiness and a strong case can be argued.

Other Major Schemes Under Investigation

- 17.30 As in most authorities, there is no shortage of potential major schemes in Lincolnshire with considerable lobbying from District, Town and Parish Councils, local action groups and other organisations such as Chambers of Trade and Commerce. Obviously, it would not be feasible or affordable to commit large amounts of funding to the detailed investigation of all of these in the full knowledge that funding constraints mean that very few will come to fruition in the medium to long term. Conversely, it is important that the Council does have some schemes sufficiently well advanced to take advantage of any future funding that may become available for major schemes in the next 15 years or so.
- 17.31 In deciding where best to focus limited resources for feasibility investigations, there are several key issues that have had to be taken into account including:
- the realities of the funding levels which are likely to be available from central government for such schemes. The guidance for the 2nd Local Transport Plans makes it clear that nationally pressure for funding for major schemes is increasing and therefore competition will be strong. Major schemes which offer positive but relatively weak (in a national context) benefits are unlikely to be supported. The chance of getting more than one major scheme accepted within a single LTP period are remote, and even this will depend on issues such as affordability and value for money
 - the new regional prioritisation process for major schemes outlined above has emphasised the problem of securing funding. Any future scheme proposed will need to be able to make a strong case for funding at the regional level, bearing in mind that each will be competing not just against other local authority transport schemes but also against schemes on the regional trunk road network
 - experience across the country shows that delivery of major schemes can typically take a minimum of 5 years from initial feasibility study through to actual construction on site. Any major scheme proposals promoted will need to recognise this and ensure that they are realistic and deliverable in terms of timescale
 - in view of the funding issues highlighted above, schemes which attract funding from other sources (for example, developer funding) are likely to be viewed more favourably at a regional and national level.

17.32 With this in mind, the County Council will be focussing feasibility work during the 2nd LTP period on the following schemes :

- Boston Transport Study Outcomes
- Grantham Transport Study Outcomes, including an East-West Bypass
- Lincoln Southern Bypass
- A15 Improvements
- A17 Improvements
- Skegness Relief Road
- Stamford Bypass/Relief Road

Longer Term Major Scheme Proposals

17.33 Taking the above into account, this leaves many candidate major schemes which, whilst having merit locally, are unlikely to be in a position to be constructed through the current LTP funding system before 2021, even assuming that a strong enough case could be made to the region to secure such funding.

17.34 As such, no further development work will take place on these schemes during the 2nd LTP period unless there is a major change in national funding arrangements or opportunities to secure other funding sources arise (e.g. European funding or developer funding). Schemes originally included in the Provisional 2nd LTP which come into this category include :

- A52 Benington/Leverton Bypass
- A15/A151 Bourne Bypass
- A1084 Caistor Western Bypass
- A16 East Keal Bypass
- A46 Faldingworth Bypass
- A158 Horncastle Bypass
- A158 Lincoln To Skegness – Selective Upgrading
- A631 Market Rasen Bypass
- A156 Marton Bypass & Knaith Bends Improvement
- A46 Middle Rasen Bypass
- A158/C541 Orby Bypass
- A159 Scotter Bypass
- A151 Spalding Western Link
- A16 South of Boston Upgrading
- A16 Tallington Bypass
- A156 Torksey Bypass
- A151 Whaplode/Moulton Bypass
- A52 Wrangle Bypass

Supporting the Large Market Towns

17.35 These are the remaining large market towns (defined as Main Towns in the Structure Plan), namely Bourne, Gainsborough, Louth, Skegness, Sleaford, Spalding and Stamford. They each provide a range of local services for the residents, visitors and communities in the surrounding area. It is important that the viability and vitality of these towns are not undermined by poor

transport. Whilst the pressures are not perhaps as great as those being experienced in Lincoln, Boston and Grantham, these towns are all experiencing to some degree the following problems :

- continued presence of through traffic, particularly in Stamford, Gainsborough, Bourne and Skegness
- increasing demand for access to the town centre, with congestion and parking problems at peak periods
- limited town bus services (except in Spalding and Sleaford - where the IntoTown initiative has been introduced - and in Skegness)
- continuing pressure for further new development, which is likely to increase with the anticipated higher levels of housing allocations arising from the ongoing review of the Regional Spatial Strategy
- in the case of Skegness, highly seasonal demand

17.36 It is important to ensure that conditions in these towns do not become so bad as to affect their economic viability. During the 2nd Local Transport Plan period, the County Council will aim to:

- further develop the walking and cycling networks, building on the Community Travel Zones of the 1st LTP by revisiting the large market towns and consulting on current pressures with a view to looking more strategically at further improvements
- introduce IntoTown in Gainsborough and explore with the town bus operators the scope for improving bus services elsewhere
- ensure that the transport implications of new developments are taken into account and appropriate works/contributions are secured through the planning process
- work closely with the District Councils and other partners to take advantage of opportunities for matched funding.

17.37 The following paragraphs highlight some of the recent and ongoing initiatives in the large market towns :

Bourne

17.38 The town of Bourne is under strong development pressure due to its proximity to the growing city of Peterborough. A S106 Agreement required the developer of a major residential development to the south west of the town to construct a new road link linking the A15 and the A151. The original agreement would have resulted in the new road link being built in sections, based on house completions, but the County Council and South Kesteven District Council have provided short term loans to the developer to enable the complete road link to be provided early.

17.39 There continues to be pressure for development of all types in Bourne and the County Council will work closely with the District Council to secure appropriate improvements to transport in the area.

Gainsborough

17.40 In Gainsborough, the County Council is working closely with the District Council, looking at regeneration issues and how access into and around the town can be improved. The initiative

is co-ordinate through a working group and the first stage is a town traffic study. The aim is to identify and manage improvements to the existing, and projected bottlenecks on the key junctions in Gainsborough.

- 17.41 The completed traffic study has identified the key pressure points on the existing road network. Preliminary design on these junctions looked at increasing traffic capacity by the provision of medium term improvements. Transport longer-term options are being considered in the District Master Planning exercise. Funding (£2.1m) from The County Council and West Lindsey District Council has been agreed and an extensive public consultation exercise was undertaken in December 2005. In addition, the outcome from the detailed VISSIM traffic modelling and option considerations was shared with, and well received, by the Town's business interests. Currently negotiations for additional land are ongoing and work progressing on the detailed highway improvements planned to start on site later this year.
- 17.42 As a result of the successful "Kickstart" bid in 2005, a new IntoTown bus service will be introduced in the town in April 2006. Two new low floor buses will be introduced to provide a more frequent and extended service, together with improve stop infrastructure including information displays and raised kerbs. It is anticipated that the service will be commercially viable after 3 years of operation.

Louth

- 17.43 In Louth, the County Council will now build upon the projects which have been implemented following detailed public consultation as part of the Community Travel Zone Initiative. The measures introduced compliment not only the aims to increase walking, cycling and public transport usage, they are also linked to safety and maintenance improvements. In working closely with East Lindsey District Council, the measures that have been introduced have also assisted in moving forward the District Council's Transport Strategy and have resulted in joint funding in respect to additional provision for cyclists. The County Council and District Council will continue to work closely in ensuring that improvements are assessed to provide the most appropriate developments for the area of Historic Louth.

Skegness

- 17.44 Whilst the Coastal Access Improvements outlined earlier in this Chapter will improve links to the holiday facilities offered on the Lincolnshire Coast Line, there is growing pressure to alleviate the traffic issues brought about during the peak of the season. To this end, the County Council is currently working with local land owners and developers in seeking to provide what would be a direct link between the A158 & A52 (South) and form the first phase of a Skegness Relief Road. During the 2nd LTP period, feasibility works on the remaining sections of this Relief Road are likely to enable funding to be secured should the opportunity arise. Elsewhere in the town, CTZ work will continue to be rolled out during the life of the 2nd Plan and it is envisaged that the partnering arrangements that existed within the initial programme can be built upon.

Sleaford

- 17.45 The former Bass Maltings in Sleaford are a Grade 2* complex of 500,000 sq ft of Edwardian maltings and ancillary buildings. They are the largest single complex of industrial maltings in the UK. They are currently in private ownership.
- 17.46 In 2003 Lincolnshire County Council joined with North Kesteven District Council, Lincolnshire Enterprise and the owners to support the Prince of Wales's Phoenix Trust to commission a feasibility study as to future uses of the Maltings. Access is a major issue and it is likely that a new bridge over the railway will be required. This may provide opportunities to reduce the use of the existing level crossing.

Spalding

- 17.47 In Spalding, Hall Place in the town centre was pedestrianised and environmental enhancements made as part of the Community Travel Zone initiative. The work was carried out in partnership with South Holland District Council, Lincolnshire Enterprise and the Countryside Agency.
- 17.48 In partnership with the District Council, the current SATURN traffic model for the town is being updated. This will enable the transport impacts of proposed major developments (such as the additional 1000 homes and new Community Hospital) to be fully understood, together with other development planned by the District Council through the revised Local Plan. Appropriate transport improvements, or contributions, will be sought from developers.
- 17.49 It is planned to expand the successful IntoTown bus service to cover a larger part of the town, including proposed new housing areas, subject to developer funding.

Stamford

- 17.50 In Stamford, the County Council is working closely with Stamford Vision, a group made up of representatives of the public and private sector, to enhance two historic areas of the town. The Council are working closely with architects, selected after a competition arranged by CABI, to produce a high quality and publicly supported solution. Funding is being provided by the County and District Councils, as well as the Welland Partnership, East Midlands Tourism and Arts East Midlands. Work is programmed to be carried out during 2006.

Chapter 18: Programmes and Funding

Introduction

- 18.1 As briefly outlined in Chapter 1 of this Plan, there has been a fundamental change in the role of the 2nd Local Transport Plans when compared to that of the 1st LTPs in respect of funding. Whereas the 1st LTPs were a bidding document to secure Government funding for all capital transport schemes, this is not the case with the 2nd LTPs, other than for major schemes (over £5m total cost).
- 18.2 Instead, the Government is providing each authority with an indication as to the level of capital funding (known as Planning Guidelines) it might expect to receive for major maintenance schemes and for integrated transport schemes (including walking, cycling, measures to support public transport such as bus stop improvements, local safety schemes, etc.). The 2nd Local Transport Plans should then set out how this funding is to be spent and what this will achieve in terms of targets to be set for appropriate indicators.
- 18.3 The Provisional 2nd Local Transport Plans were based upon Provisional Planning Guidelines issued to all authorities by Government in December 2004. For the Final 2nd LTPs, revised Planning Guidelines have been issued for the Integrated Transport block based upon a formulaic approach taking into consideration a range of issues linked to the Shared Priorities (for example, an element of the funding related to Safer Roads is based upon the average number of killed and serious casualties for each authority area during 1994-98). In addition, the funding for the first year of the 2nd LTP period (2006/07) has now been confirmed following the Government's assessment of the 2005 Annual Progress Reports and Provisional 2nd Local Transport Plans. As a result of Lincolnshire's 2005 Annual Progress Report being assessed as "Good" (on a weak/fair/good/excellent scale), the allocation for Integrated Transport schemes was increase by 5%. The confirmed allocation for 2006/07 and the revised guidelines for the remaining four years of the 2nd LTP period are shown in Table 21 below.

Table 21

Provisional Planning Guidelines for 2nd LTP (£000s)

	2nd LTP Capital Funding from DfT				
	2006/07 Allocation	2007/08 Guideline	2008/09 Guideline	2009/10 Guideline	2010/11 Guideline
<i>Integrated Transport</i>	6188	6005	6584	7206	7874
<i>Maintenance</i>	18339	18492	19417	20387	21407
Total	24527	24497	26001	27593	29281

Delivery Programmes

18.4 As with the 1st Local Transport Plan, the 2nd LTP will be delivered via key delivery programmes. These are :

- Major Urban Areas
- Community Travel Zones and Rural Priority Initiatives
- Public Transport
- Road Safety
- Town & Village Centre Enhancements
- Maintenance
- Major Schemes

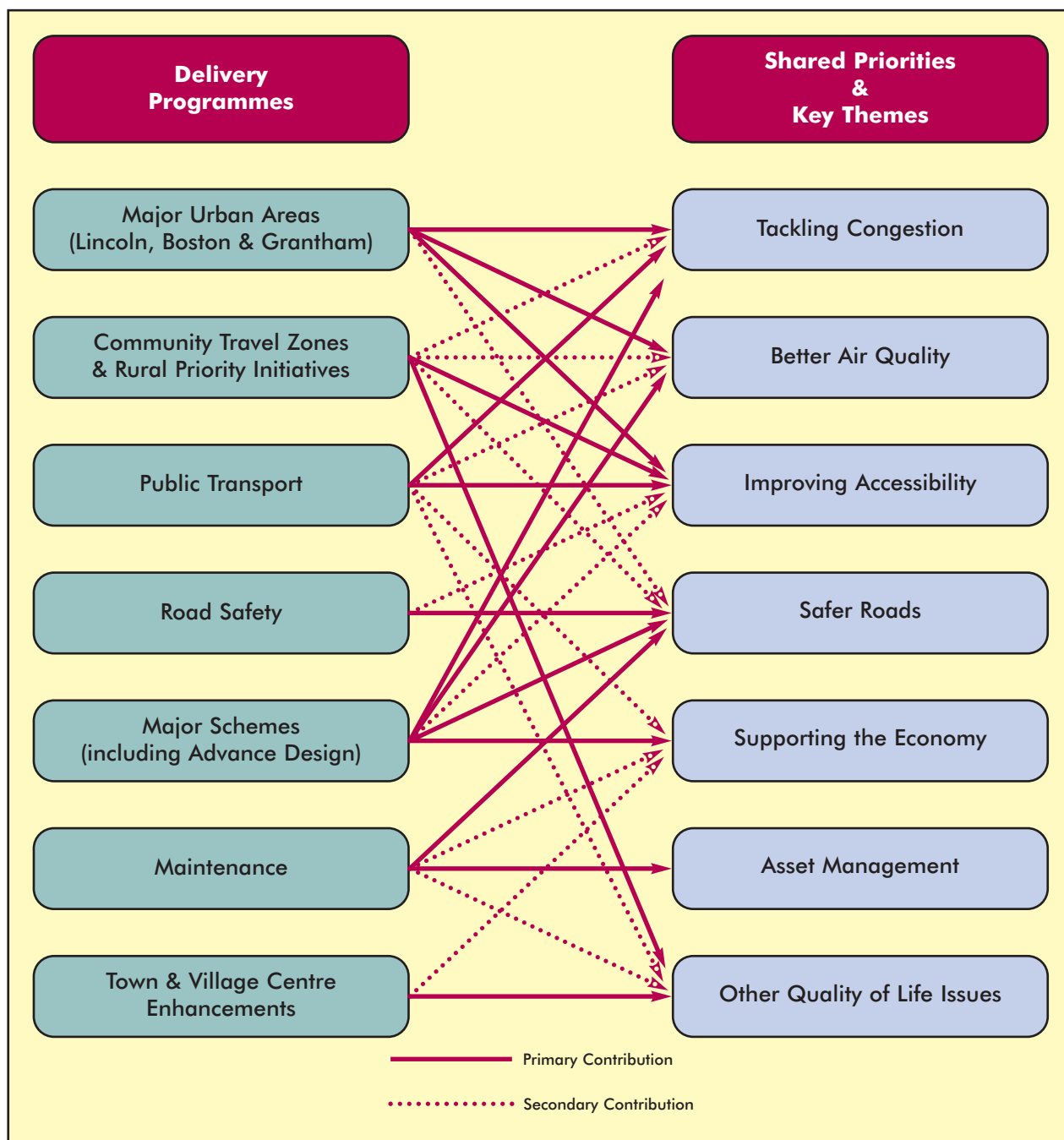
18.5 Table 22 indicates the types of initiatives and schemes that will be pursued through these delivery programmes and Figure 34 shows how they relate to the Shared Priorities and other Key Themes.

Table 22

2nd LTP Delivery Programmes

Delivery Programme	Initiatives/Schemes
Major Urban Areas (Lincoln, Boston, Grantham)	Initiatives and schemes arising from the ongoing and proposed transport studies, which may include: <ul style="list-style-type: none"> • development of walking and cycling networks • improvements to public transport infrastructure • small scale junction improvements • measures to support parking strategies • travel planning • developer contributions towards improvements
Community Travel Zones and Rural Priority Initiatives	Measures to reduce the impact of traffic and encourage greater use of non-car modes in the other urban and rural parts of the county, including: <ul style="list-style-type: none"> • footways/cycleways • pedestrian/cycle crossing facilities • traffic calming/management schemes • new street lighting • safer routes to school • Travelwise • Public Rights of Way
Public Transport	<ul style="list-style-type: none"> • Urban Quality Bus Corridors • IntoTown town services • InterConnect rural services • bus stop infrastructure • Information services • Community transport • Community rail
Town and Village Centre Enhancements	Enhancements in towns and villages to improve the local environment (including "liveability" and "streetscene" improvements)
Maintenance	<ul style="list-style-type: none"> • Principal roads (A class) • Non-Principal roads • Bridges and other structures • Street lighting • Traffic signals • Public Rights of Way • Routine Maintenance (e.g grass cutting) • Winter maintenance
Major Schemes	Schemes over £5m total cost

Contribution of Delivery Programmes to Shared Priorities and Other Key Themes



18.6 These programmes will be funded by a variety of methods, including :

- **capital funding** – used mainly for new infrastructure or major improvements and primarily from Government via the Local Transport Plan process, although the Council also uses its own capital resources
- **revenue funding** – essentially for ongoing spending on transport (such as routine maintenance or support for bus services).The majority of this comes from Government grants, council tax and business rates
- **other funding sources** – including contributions from District and Parish Councils, European and Regional funding opportunities, private sector developer contributions and specific Government “Challenge Bids” or grants.

- 18.7 The 5 year delivery programme for the 2nd LTP period has been developed to contribute to the four Shared Priorities outlined in Chapter 7, whilst making best use of the funding available from all sources and addressing the transport problems in Lincolnshire outlined in the earlier chapters of the Plan. In particular, the following have had an impact of the prioritisation of resources across the delivery programmes :
- the results of stakeholder and public consultation (see Chapter 4). This has given a general indication of their priorities. However, these are often conflicting and certainly far exceed the levels of funding likely to be available
 - achieving value for money. This is discussed further in paragraph 18.28 below
 - the progress achieved during the 1st LTP period when considered against the amount of money spent and the progress achieved against the indicators and targets
 - the need to meet the key objectives for the 2nd LTP as set out in Chapter 6
 - influences from other Council objectives, strategies and plans
 - opportunities for securing additional funding from other sources e.g. European funding, developer contributions, challenge bids
 - perhaps most importantly, the need to be realistic about the prospects for funding during the 2nd LTP period.
- 18.8 The starting point has been the historic levels of expenditure during the 1st LTP period and the progress achieved towards the indicators. This has been the start of an iterative process, refining the proposed levels of spend in each area upwards or downwards and re-evaluating the likely impact on the issues highlighted in the previous paragraph. For example, in recent years funding for local safety schemes has been around £900,000. Overall, progress towards the key road safety targets has been good. This level of funding has enabled all sites with a significant accident problem to be tackled year on year and there is strong evidence to show that they represent good value for money with a high 1st year rate of return. It would be possible to extend this programme but it would be difficult to maintain the current rate of return. Therefore it would appear appropriate to maintain capital funding for local safety schemes at existing levels for the 2nd LTP period (a sum of £1m per annum has been allocated), with other funding streams such as revenue funding or the new government road safety funding (see paragraph 18.17) targeted at the other initiatives which make up the road safety strategy as outlined in Chapter 9.
- 18.9 Similarly, good progress has been made during the 1st LTP period in improving the condition of the Principal Road network in the county to the extent that the length in need of attention has been reduced to the nationally recognised optimum level (around 5-6%). To seek to reduce it below this would not represent best value for money. Thus, for the 2nd LTP period, a greater proportion of maintenance funding will be directed to Non-principal roads (the Other Classified and Unclassified roads) where there has been more limited progress during the first LTP period. Funding for Principal Roads will be sufficient to maintain them in their current condition.
- 18.10 The final 2nd LTP Programme is shown in Table 23. As required by government guidance, the net total funding shown includes funding through the Local Transport Plan process, together with other funding from the County Council's own resources. Gross costs include other sources of funding (where known at this stage) such as European funding, other local authorities and private sector contributions. As can be seen, the total net funding over the 5-year period for Integrated Transport and Maintenance is £178.480m, of which £136.230m is funded through

Table 23

Provisional 2nd LTP Capital Funding Programme (£000s)

	2006/07		2007/08		2008/09		2009/10		2010/11		Total	
	Gross	Net	Gross	Net	Gross	Net	Gross	Net	Gross	Net	Gross	Net
Integrated Transport												
Lincoln	733	733	424	424	790	790	1557	1557	2706	2706	6210	6210
Boston	652	652	1145	1145	1249	1249	802	802	700	700	4548	4548
Grantham	575	575	494	494	697	697	744	744	700	700	3210	3210
Community Travel Zones	699	699	890	890	890	890	730	730	370	370	3579	3579
Rural Priority Initiatives	2051	2051	1726	1726	1774	1774	1804	1804	1871	1871	9226	9226
Advanced Design	1670	1670	1670	1670	1670	1670	1670	1670	2000	2000	8680	8680
Road Safety	1056	1056	986	986	994	994	1002	1002	1000	1000	5038	5038
Public Transport	2319	1133	1310	693	535	535	441	441	390	390	4995	3192
Town and Village Centre Enhancements	693	278	696	467	250	250	126	126	137	137	1902	1258
Sub-Total	10448	8847	9341	8495	8849	8849	8876	8876	9874	9874	47388	44941
Maintenance												
Principal Roads	11123	11123	9108	9108	5647	5647	5870	5870	6125	6125	37873	37873
Non-Principal Roads	8749	8749	10882	10882	10993	10993	12487	12487	13122	13122	56233	56233
Bridges & Other Structures	3210	3210	2050	2050	2900	2900	2100	2100	2200	2200	12460	12460
Footways	4353	4353	4350	4350	4350	4350	4400	4400	4500	4500	21953	21953
Street Lighting	650	650	650	650	680	680	690	690	710	710	3380	3380
Traffic Signals	310	310	310	310	330	330	340	340	350	350	1640	1640
Sub-Total	28395	28395	27350	27350	24900	24900	25887	25887	27007	27007	133539	133539
Major Schemes												
A1073 Spalding to Eye Route Improvement	296	296	28376	28376	40644	40644	7205	7205	45	45	76566	76566
Coastal Access Imp – Burgh le Marsh					10800	10800	4810	4810			15610	15610
Boston Dock Link Road (under review)											14660	
Sub-Total	296	296	28376	28376	51444	51444	12015	12015	45	45	92176	92176
Total for 2nd LTP Period	39139	37538	65067	64221	85193	85193	46778	46778	36926	36926	273103	270656

the LTP Planning Guidelines with an additional £42.250m (24%) coming from the Council's own resources. This demonstrates the importance place of transport in Lincolnshire corporately as highlighted in Chapter 3.

Programmes for 2006/2007

18.11 Table 24 below outlines the proposed capital programme for the 1st year of the 2nd LTP period.

Table 24

2006/07 Capital Programme

Delivery Programme	Proposed Schemes
<i>Lincoln</i>	<ul style="list-style-type: none"> • South Common cycle route and toucan • Moorland Avenue cycle route • Silver Street/High Street crossing and environmental improvements (linking to City Council works) • Winn Street traffic calming and Residents Parking Scheme • Sincil Bank/High Street Residents Parking Scheme • Minor works programme (bus stop enhancements, safer routes to schools, dropped crossings, cycle parking)
<i>Boston</i>	<ul style="list-style-type: none"> • Docks Link Road (under review) • Community Travel Zone schemes associated with Docks Link Road • Minor improvement schemes arising from completion of Boston Transport Study
<i>Grantham</i>	<ul style="list-style-type: none"> • Market Place Pedestrianisation (with South Kesteven District Council) • High Street footway widening • Brook Street widening (part of adjacent development works) • Springfield Road/London Road junction improvement
<i>Community Travel Zones</i>	<ul style="list-style-type: none"> • Sleaford Community Travel Zone (start) • Spalding Community Travel Zone (start)
<i>Rural Priorities Initiative</i>	<ul style="list-style-type: none"> • Approx 100 local schemes to encourage walking, cycling and public transport use, and reducing the impact of traffic
<i>Road Safety</i>	<ul style="list-style-type: none"> • approx 40-50 local safety schemes prioritised by accident record • on-going signing on Red Routes
<i>Public Transport</i>	<ul style="list-style-type: none"> • InterConnect on Lincoln – Gainsborough – Scunthorpe (start) • InterConnect Spalding-Boston (start) • IntoTown Gainsborough (start) • Community Rail projects
<i>Town and Village Centre Enhancements</i>	<ul style="list-style-type: none"> • Mablethorpe/Anderby Creek • Metheringham/Branston/Nocton
<i>Maintenance</i>	<ul style="list-style-type: none"> • 16 major maintenance schemes on principal roads • extensive programme of works targeting the deteriorating condition of unclassified roads

18.12 In addition to the capital programme, there are other proposed initiatives funding primarily through revenue funding. These include :

- routine maintenance of the highway network
- winter maintenance

- subsidies to bus services including support for the InterConnect and IntoTown programmes
- public transport information provision
- community transport subsidies and grants
- various road safety initiatives including safety cameras and education programmes

Revenue Funding

18.13 Although the Local Transport Plan system is primarily a capital-led process, revenue funding has a critical role to play in delivering many of the objectives and outcomes, most notably in the three areas of maintenance, road safety and public transport. Table 25 shows the anticipated levels of funding during the 2nd LTP period. This includes revenue spending on all physical elements (e.g. surface dressing, grass cutting) along with other “soft” measures linked to transport such as school cycle training.

Table 25

LTP2 Anticipated Revenue Funding

Service Area	2006/07 £000s	2007/08 £000s	2008/09 £000s	2009/10 £000s	2010/11 £000s
Maintenance					
Structural	4515	5016	5703	5846	5992
Environmental	1991	2202	2490	2552	2616
Safety	7582	8425	9582	9822	10067
Other	650	720	817	838	859
Winter	3427	3802	4313	4421	4531
Sub-Total	18165	20164	22905	23478	24065
Road Safety					
Safety Camera Partnership	1456	1492	1530	1568	1607
Sub-Total	1456	1492	1530	1568	1607
Public Transport	6436	7435	7790	8025	8266
Sub-Total	6436	7435	7790	8025	8266
Other					
Traffic Regulation Orders	174	178	183	187	192
Traffic Counts & Surveys	179	183	188	193	198
Sub-Total	353	361	371	380	390
Total Direct Service Costs	26410	29453	32596	33451	34328
Professional Services, Consultancy & Advice	13106	13434	13770	14114	14467
Total	39516	42887	46365	47565	48795

18.14 Lincolnshire, in common with other local authorities, is facing increasing pressure on its revenue budget with competing demands across a range of services, notably education, social services and transport. One of the key transport areas where the pressure is particularly severe is support for public transport. Whilst the InterConnect, CallConnect and IntoTown services have been extremely successful, they are heavily dependent upon revenue subsidies. Several of these services have been supported through successful Rural Bus Challenge Bids. However, this source of funding has now ceased, although a successful one-off "KickStart" bid was made in 2005. In addition, the annual increase for tenders for bus services is currently running at around 13% when comparing like-for-like specifications and heavily constrains the scope for introducing new initiatives. However, the County Council has committed an additional £150,000 revenue funding to enable three more CallConnect services to be introduced matched by £150,000 capital spend for the purchase of the new CallConnect buses. Other transport-related revenue pressures arise from the construction of new infrastructure. For every new signalised pedestrian crossing or traffic calming installation, there are associated maintenance revenue implications which have to be funded. Without further sources of revenue being made available, it is likely that during the 2nd LTP period, difficult decisions will have to be made regarding priorities for funding. Similarly, outcome and output indicators would have to be reviewed if the Government does not deliver the revenue funding anticipated in the 2nd LTP.

Funding for Detrunked Roads

18.15 As a result of the detrunking process in 2002, the County Council took over the responsibility for a further 252 km of Principal Roads, the longest length transferred to a local authority nationally. Funding for these roads has been provided through two routes :

- through a special grant from the Secretary of State made under Section 31 of the Local Government Act 2003. This is to cover routine maintenance of the detrunked roads and totalled £3.135m in the current year.
- through successful supplementary bids to government for specific major maintenance schemes, totalling some £7.09m in 2005/06 and £4.3m in 2006/07.

18.16 It is the Government's intention to eventually incorporate the funding for detrunked roads into the LTP formulaic maintenance allocations (for major works) and the revenue support grant system (for routine maintenance) although the timescales for this are still uncertain. In the meantime, the County Council will continue to seek supplementary funding for specific improvements on detrunked roads. The next bid will be made alongside the 1st LTP Delivery Plan due to be submitted in July 2006. Any reductions in overall funding would require the Council to adjust its output and outcome targets accordingly.

Funding for Road Safety

18.17 In December 2005, the Secretary of State announced that safety camera activities and partnerships would be integrated into the wider road safety delivery process. As a result, the existing funding arrangements for safety cameras (known as netting-off) are to end after 2006/07 and from 2007/08 onwards, the funding will be integrated into the LTP process. The intention is to give greater flexibility to allow funding to be targeted at which ever locally agreed mix of road safety measures give the greatest contribution to reducing casualties. At the same time the Department for Transport is making extra funding available and for the first time, it is possible that a proportion of the funding will be revenue based.

18.18 Under the new system, future funding will be allocated according to road safety needs (using the existing road safety element of the formulaic approach to distributing the Integrated

Transport funding) and taking into account the quality of the 2nd LTP submissions, past delivery record and future progress report.

- 18.19 The provisional funding allocations were announced by DfT in February 2006. As the 2nd LTP has to be submitted by the end of March 2006 and since the authority and its partners need time to reflect on the consequences of this funding announcement, it has not been possible to detail the impact for road safety for Lincolnshire in this 2nd LTP. However, it is anticipated that any additional funding received will be used to further develop and expand road safety initiatives to target specific problem areas identified in the county (e.g. 17-24 year olds, motorcyclists) as highlighted in Chapter 9. Any changes to road safety policy arising from the new funding and the increased flexibilities will be discussed with the Government Office in due course and detailed in the 1st Delivery Report due in 2008.

Major Scheme Funding

- 18.20 As detailed in Chapter 17, two major schemes in Lincolnshire were accepted for funding during 1st LTP period - the A1073 Spalding to Eye Improvement and the A158/C541 Coastal Access Improvement. The ongoing funding implications of these schemes for the 2nd LTP period are shown in Table 23. As indicated in Chapter 17, the start of construction of the A1073 scheme and the A158 Burgh Le Marsh element of the Coastal Access Improvement have been delayed pending the outcome of the Regional Funding Allocations process. For the purposes of this Final 2nd LTP, the start dates included in the Regional Funding Allocation advice from the East Midlands Regional forwarded to the Secretary of State at the end of January have been assumed. However, the advanced state of readiness of both schemes means that an earlier start could be achievable in either case should funding become available earlier.



- 18.21 In addition to the above two schemes being pursued with LTP funding, the Council, in partnership with Boston Borough Council and the East Midlands Development Agency, is also considering the Boston Dock Link Road (see Chapter 17 for further details). This scheme is not being funded through the LTP process. Instead funding is via a combination of sources including contributions from the three partner organisations, and European funding. Again, Table 23 shows the implications for the 2nd LTP period.
- 18.22 In view of the very limited prospects for attracting funding for major schemes identified in Chapter 17, there are currently no proposals to submit any further bids for new proposals during the 2nd LTP period. However, The County Council will continue to investigate future schemes, particular the Lincoln Eastern Bypass which has been prioritised by the region for the 3rd LTP period, and will keep the situation under review.

Managing the Programme

- 18.23 The Council has established practices for the monitoring and management of scheme implementation and programmes to ensure schemes are delivered as smoothly as possible and to schedule. This includes clearly set-down financial management and reporting processes across all levels from the Council Executive, through the Corporate and Directorate Management Teams, through to individual budget holders.

- 18.24 The Council operates a 5-year capital programme, which together with the 5 year planning guidelines provided through the LTP systems, allows flexibility in medium-term financial planning, particularly between financial years. There is also a strong move corporately towards a performance-driven system with funding levels being strongly linked to desired outcomes.
- 18.25 Where unforeseen difficulties or delays occur within the transport capital programme, then the management system allows these to overcome by bringing forward other schemes, either from within the same delivery programme or from another. For example, during the first LTP period, funding was switched from the Integrated Transport block to the Maintenance block due to scheme slippage. This was then reversed in the following year to maintain the overall financial profiles in both areas.
- 18.26 This same process will be used to manage changes in the budget due to future reward funding. Any additional fund secured will be carefully targeted :
- firstly, at areas where performance is currently below par when compared with the targets which are on track to be achieved, and
 - secondly, at areas which would provide the best value for money.
- 18.27 Similarly, should the level of funding available fall for whatever reason during the 2nd LTP period, then the County Council would revisit the programme and targets and revise them accordingly.

Securing Value for Money

- 18.28 With ever increasing pressures on financial resources, it is important that the Council secures the best value for money in respect of transport wherever possible. In Lincolnshire, the Council seeks to do this through a variety of initiatives including :
- in maintenance, all construction and service maintenance work is externalised and subject to competitive tendering. The highways works term contract was retendered and awarded in September 2003. In addition, the Council has been looking at alternative ways of delivering the maintenance services and a Private Finance Initiative bid for highway maintenance across the whole network was submitted to DfT in July 2003. The DfT has announced a further round of bidding for PFI funding for Highways Maintenance and Street Lighting. Considering the total credits available nationally, it has been decided not to resubmit a bid for a full Highway Maintenance bid as a Lincolnshire bid would represent some three quarters of the credits available nationally
 - the Technical Services Partnership with Jacobs Babbie consultants providing access to a wide range of skills and specialisms, along with the ability to cope with varying workloads, to assist in delivering the various elements of the Local Transport Plan. This contract was re-awarded in 2005
 - the Major Schemes Framework Contract with Morgan Est and May Gurney. This ensures that the contractors have early involvement in the design of major schemes, thereby offering opportunities to use their knowledge of construction techniques to achieve savings and improved value for money in line with the aims of the Egan Report
 - all contracts in excess of £100,000 fall outside the highway works term contract are subject to competitive tendering
 - assessment of specific scheme areas - for example, local safety schemes (where a key criteria for scheme selection is the estimated first year rate of return) and public transport (where decisions on how best to use limited revenue support for bus services are made

using an approach which looks at a range of criteria including likely patronage, reason of need to travel and level of subsidy)

- review of major scheme costs and affordability – the Council will only proceed with a scheme if it believes the benefits (including qualitative socio-economic and environmental benefits) are sufficient to represent good value for money

18.29 A number of these initiatives have contributed to Gershon savings identified in the Council Annual Efficiency Statement.

Finance Forms

18.30 The completed DfT LTP Finance Forms can be found in Appendix D.

Chapter 19: Monitoring the 2nd LTP

Background

- 19.1 An important element of the Final 2nd Local Transport Plan is the set of indicators and targets against which progress in delivering the objectives of the strategy will be monitored. The government have stressed that these must be realistic (bearing in mind the level of funding available) but stretching.
- 19.2 Two classes of indicators are included within the 2nd LTP :
- **mandatory indicators** which have been specified by the Department of Transport and which, in general, must be monitored by all authorities (although two targets are only mandatory for the larger urban areas in the country and a third is only applicable if there are declared Air Quality Management Areas). These are a combination of existing Best Value Performance Indicators (BVPIs) which authorities should already be collecting and specific transport indicators (numbered LTP1 to LTP8)
 - **local indicators** which can be selected by individual local authorities to reflect local circumstances. Although not mandatory, the DfT have provided guidance on what might make suitable local indicators and have encouraged authorities to try and collect information in a consistent manner where possible to enable comparisons to be made.
- 19.3 Government guidance states that indicators should be focussed on outcomes (rather than inputs or outputs) where possible and there should be significantly fewer than the number contained in many 1st LTPs, with a suggested level of 20 to 40 targets. In addition, for some of the mandatory indicators, it has provided guidance on minimum standards for 'satisfactory' and 'stretching' targets.
- 19.4 In arriving at the indicators and targets, the following have played an important part :
- the level of funding available
 - past performance
 - discussions with the Government Office for the East Midlands and the Department for Transport
 - comparison with targets set in Provisional Plans by other similar authorities

Mandatory Indicators

- 19.5 DfT have proposed a set of 17 mandatory indicators for monitoring the 2nd LTPs, although as mentioned earlier not all of these will be applicable for every local authority. Table 26 summarises the current proposals for Lincolnshire in respect of these indicators and highlights the 2nd LTP objectives that each indicator is linked to. In addition, the completed DfT proforma for the mandatory indicators is included in Appendix E, which also includes further background information on the issues and target development for each indicator.

Local Indicators

- 19.6 As well as the mandatory indicators discussed above, the 2nd LTP includes a series of local indicators set to demonstrate progress towards other aspects of the objectives not covered by the mandatory indicators. Table 27 summarises these indicators and the targets set, whilst further details are set out in Appendix F.
- 19.7 In addition to the local targets set in Table 27, other indicators and targets are also being developed, although these are dependant upon the outcome of ongoing work yet to be finalised. These include the following :

Local Accessibility Indicators - These are being developed in partnership with the stakeholders in each of the 3 identified Accessibility Planning Priority Areas and will be linked to the emerging Action Plans. The indicators and targets will be in place by the 2008 deadline set by the Department For Transport.

Bridges – With near 100% achievement of the 1st LTP target for bridges (to carry 40 tonne vehicles), a new indicator is being developed. This will be based around the new Bridge Condition Index. Inspections are now being carried out in line with the new National Code of Practice and a replacement Bridge Management System is being sought. Once these are available, a new indicator and associated target will be prepared to support the developing Transport Asset Management Plan.

Street Lighting – It is also propose to develop a new indicator around the condition of the street lighting stock. This is linked to the ongoing development of the Transport Asset Management Plan.

Performance Monitoring

- 19.8 An important part of the ongoing development of the strategies, objective and programmes of the 2nd Local Transport Plan is the regular reviewing of progress against the targets set. In this way, problems can be quickly identified and tackled. Where targets are not on track to be met, then the reasons for this will be investigate and appropriate actions taken. Similarly, should an indicator be well ahead of target then the possibility of setting a more stretching target will be considered.
- 19.9 To assist in this process, the Council has recently purchased a software package (PerfomancePlus) aimed specifically at providing improved management of performance indicators. Although the package has been bought primarily to manage the Best Value Performance Indicators, it will also be used for the 2nd LTP Indicators (where these are not already Best Value indicators). In this way, reporting will be made easier and auditing improved.

Risks to Achieving Targets

- 19.10 Whilst the targets set out in Tables 26 and 27 are believed to be realistic but stretching, there are several factors which may affect the ability of the Council to achieve them. The more important and obvious of these are discussed further below.

Funding Levels

- 19.11 As highlighted in Chapter 18, there is a direct link between the levels of funding available and the targets set. Any reduction in the funding would therefore directly threaten the targets for that delivery area. Should, for whatever reason, the capital funding provided by DfT through the LTP system be less than the planning guidelines outlined in Table 21 in Chapter 18, then the allocation of funding as set out in Table 23 will need to be revisited, along with the targets set in this chapter.
- 19.12 In general, where reduced funding is likely to lead to targets being missed, the Council will look to at the possibility of re-allocating funding from other areas where progress is well above target. As a last resort, the targets may need to be revised downwards.

Working with Partners

- 19.13 Several of the initiatives within the 2nd LTP rely on partnership working and/or funding. Whilst at the time of preparing the targets, the necessary partners are committed to the initiatives, past experience has shown that it can sometimes prove difficult to keep partners on board, particularly when they have conflicting (and competing) priorities or they undergo a fundamental review of roles and structures. In addition, private sector partners need to have greater regard to their financial position and such pressures can result in a review of their commitment to a partnership.
- 19.14 The Council will endeavour to maintain good working relationships with all partners during the 2nd LTP period. However, it must be recognised that there may be occasions where this may fail for reasons outside the Council's control and targets may need to be revised to reflect this, should alternative partners or funding not be found.

Progress of Developments

- 19.15 Certain initiatives in the 2nd LTP can be dependant either upon the construction of associated new development or funding contributions from such development. Such contributions are often linked to trigger points (for example, numbers of dwellings constructed or occupied) set down in S106 agreements. However, the rate of progress on such developments is often driven by the local market conditions and, as such, the delivery of schemes can be uncertain.
- 19.16 Where this occurs and the scheme is of sufficient importance, then the Council will look at options for bringing that scheme forward. For example, a deal was agreed with developers of a large residential site in Bourne to bring forward the provision of a bypass in the SW quadrant ahead of the timescale set out in the planning agreement with the developer paying back the authority as the development progresses.

Changes to Monitoring Methods

- 19.17 Data collection techniques are improving all the time and during the 1st LTP period, there were several changes to the method of measurement of some targets. This in turn has made it difficult to assess progress made. Maintenance indicators have been particularly affected, with changes from deflectograph surveys to SCANNER surveys for principal and classified roads, and several changes to the visual inspection methods used for unclassified roads. This continual change has left authorities short of any consistent measurement of long-term trends towards targets and knowledge of what can be achieved with a particular level of funding. Accordingly, some targets for the 2nd LTP period have had to be based on limited experience of the likely impacts in these areas.

19.18 Monitoring of the significant environmental effects of the Local Transport Plan is a requirement of the Strategic Environmental Assessment Directive. Accordingly, a series of environmental indicators are to be monitored. These complement the mainly transport-orientated indicators outlined in this chapter and are set out in more detail in the Environmental Report.

Table 26

Mandatory Indicators and Targets

Indicator	Base Year	Base Year Data	Proposed Target	Comments	Objectives Link
BVPI 223 – Condition of Principal Roads	2004/05	38%	Reduction of 1% per annum to 32% by 2010/11	This indicator gives an indication of the proportion of the principal road network that may require structural maintenance. Data is now collected using vehicle-based SCANNER surveys. However, changes to the rules and parameters used in interpreting the SCANNER data are awaited from DfT. This will affect the base data and the target will be revised once the changes are available, together with data for 2005/06.	1, 6, 8
BVPI 224a – Condition of Non-Principal Classified Roads	2005/06	SCANNER data being collected	Not required by DfT until 2005/06 SCANNER data is available (Provisionally set at a reduction of 1% per annum)	This indicator gives an indication of the proportion of the non-principal classified roads that may require maintenance. Again, the method of data collection has recently changed to vehicle-based SCANNER surveys and the analysis of the first year of such data is currently being undertaken.	1, 6, 8
BVPI 224b – Condition of Unclassified Roads	2004/05	23.38%	Prevent further deterioration in 2005/06 then 0.5% reduction per annum with improved asset management, with a final target of 20.8% by 2010/11	This indicator gives an indication of the proportion of unclassified roads that may require structural maintenance. The data is collected using a sample of visual inspection surveys. The equivalent target in the 1st LTP was to control the rate at which this class of road was deteriorating. However, in the 2nd LTP it is proposed to set a more stretching target of halting the decline and achieving a slight improvement.	1, 6, 8
BVPI 187 – Condition of Surface Footways	2004/05	25.15%	Reduction of 1% per annum to 19.15% by 2010/11	This indicator gives an indication of the percentage of the more important footways that might require structural maintenance.	1, 3, 6, 8
BVPI 99x – Total Killed and Seriously Injured Casualties	1994-98 Average	757	40% reduction by 2010 to 454	This target is in line with the national road safety target. Good progress is currently being made. If the recent downward trend continues then a more stretching target will be considered as part of the Progress Report due in 2008.	4
BVPI 99y – Child Killed and Seriously Injured Casualties	1994-98 Average	76	50% reduction by 2010 to 38	This target is in line with the national road safety target. As the numbers are small, a 3 year rolling average is being used. Again, current progress appears to be good.	4

Indicator	Base Year	Base Year Data	Proposed Target	Comments	Objectives Link
BVPI 99z – Total Slight Casualties	2001-04 Average	3385	No increase despite increasing traffic levels	The total number of slight casualties has risen steadily in recent years. The proposed target is to halt this increase, despite increasing traffic flow levels across the county.	4
BVPI 102 - Public Transport Patronage	2003/04	14.8m	13.0m	The target reflects the significant drop in ridership in 2004/05. The aim is to maintain the predicted level of usage in 2005/06 taking into account the introduction of free concessionary fares, planned bus initiatives and the underlying national trend of declining ridership outside London. It is heavily dependent upon revenue funding availability and considered to be a stretching target in these circumstances.	2, 3, 7, 9
BVPI 104 - Bus Satisfaction (All respondents)	2003/04	49%	58% by 2009/10	Measured every 3 years through the General User Satisfaction Survey.	2, 3, 7, 9
LTP1 – Accessibility	2004/05	83%	90% of households within 30 mins of a local service centre or supermarket by public transport	Target will depend on revenue funding of CallConnect and is considered challenging in a rural county.	3
LTP2 – Change in area wide road traffic	2003	4939 million vehicle kilometres	Limit increase to no greater than that in recent years i.e. 2.3% per annum	Figure of 2.3% is based on recent growth trend. Unlikely to be able to be more proactive in view of rural nature of county and aim of economic growth to support regional economic aspirations.	7, 9
LTP3 – Cycling	2003	Index = 100	Increase of 20% (from 2003 base) by 2010	Monitored at 23 automatic cycle counter sites primarily in the larger urban areas.	4, 7, 9
LTP4 – Mode of Travel To School	2006/07	To be provided by DfT/DfES	Not required by DfT until base data has been provided	DfT and DfES are liaising regarding the collection of data via the DfES annual school census. Anticipated to be available for 2006/07.	3, 7, 9
LTP5 – Bus Punctuality	2005/06	80%	90% of buses starting route on time	Difficulties monitoring this indicator at the countywide level due to size of county and their relevance given that, outside of the larger urban areas, punctuality is determined more by operator decisions than conditions on the highway. The target for non-timing points reflects the conservative estimates of times provided through Traveline to ensure users arrive in sufficient time.	2, 3, 7, 9
		59%	72% of buses on time at intermediate timing points		
		45%	60% of buses on time at non-timing points		
LTP6 – Changes in Peak Hour Traffic to Urban Areas	2006	To be collected	To be set	This indicator is not mandatory for any urban area in Lincolnshire. However, it is proposed to adopt it for the Lincoln Urban Area. Base data is to be collected during 2006 and a target will be set once this is available.	1, 2, 3, 7, 9

Indicator	Base Year	Base Year Data	Proposed Target	Comments	Objectives Link
LTP7 – Congestion	2005	Data awaited	To be set	This is not a mandatory indicator for any urban area in Lincolnshire. However, it is proposed to adopt it for the Lincoln Urban Area, using the ITIS global position data available via the DfT. However, DfT priority for the provision of this data is being given to the large conurbations where it is a mandatory target. Data for Lincoln is unlikely to be available via DfT until mid-2006 when a target will be set.	1, 2, 3, 7, 9
LTP8a – Air Quality (Levels of NO ₂ on Canwick Road, Lincoln)	2004	54.4 µg/m ³	42.5 µg/m ³ by 2010	Without the construction of Lincoln Eastern Bypass, it will not be possible to achieve the National Objective of 40 µg/m ³ by 2010, although substantial reductions are anticipated, along with a reduction in the extent of the AQMA. See Local Indicators (LTP19) for supporting Intermediate Outcome relating to traffic flow.	7, 9
LTP8b – Air Quality (Levels of NO ₂ on Haven Bridge, Boston)	2004	47.3 µg/m ³	Less than 40.0 µg/m ³ by 2010	This will achieve the National Objective for NO ₂ . See Local Indicators (LTP20) for supporting Intermediate Outcome relating to traffic flow.	7, 9
LTP8c – Air Quality (Levels of NO ₂ on Bargate Bridge, Boston)	2004	43.3 µg/m ³	Less than 40.0 µg/m ³ by 2010	This will achieve the National Objective for NO ₂ . See Local Indicators (LTP21) for supporting Intermediate Outcome relating to traffic flow.	7, 9
LTP8d – Air Quality (Levels of NO ₂ on Wharf Road, Grantham)	2004	45.6 µg/m ³	Less than 40.0 µg/m ³ by 2010	This will achieve the National Objective for NO ₂ . See Local Indicators (LTP22) for supporting Intermediate Outcome relating to traffic flow.	7, 9

Local Indicators and Targets

Indicator	Base Year	Base Year Data	Proposed Target	Comments	Objectives Link
LTP9 – Condition of Principal Roads (Deflectograph)	2004/05	6.34%	Reduce to 5% by 2007/08 then maintain at that level	This indicator gives an indication of the proportion of the principal road network that may require structural maintenance based upon residual life as measured using the deflectograph.	1, 6
LTP10 – Skidding Resistance on Principal Roads	2002-04 Average	8.7%	Reduction of 0.5% per annum	This indicator measures the proportion of the principal road network with skidding resistance lower than the national investigatory level as a 3 year rolling average.	1, 6
LTP11 – Killed and Seriously Injured Collisions involving Young Drivers	1994-98 Average	195	50% reduction by 2010 to 97	This indicator monitors collisions resulting in killed and seriously injured casualties involving 17 – 24 year old drivers. These have been identified as a problem in Lincolnshire.	4
LTP12 – Road Safety Driver/Rider Education for 17-24 Year Olds	–	–	To provide driver/rider education training for 2000 17-24 yr olds during the plan period	This target supports the aim to reduce the number of KSI casualties at collisions involving 17 – 24 year old drivers (Target LTP11 above).	4
LTP13 – User Satisfaction with Public Transport Information	2003/04	67%	75% by 2009/10	This indicator measures the satisfaction of those public transport users who have received or seen information. It is surveyed every 3 years through the General User Satisfaction Survey.	2, 3, 7, 9
LTP14 - % bus stops with timetable displays	2005/06	17%	27% of all bus stops by 2010/11	This indicator measures the availability of bus information at stops.	2, 3, 7, 9
LTP15 - % bus stops with raised kerbs	2005/06	11%	21% of all bus stops by 2010/11	This indicator applies to low floor bus routes and measures the progress on making bus travel more accessible.	2, 3, 7, 9
LTP16 – Ease of Use of Public Rights of Way (BV178)	2005/06	75.02%	Increase of 1% per annum to 80% by 2010/11	This indicator measures the percentage of the total length of footpaths and other public rights of way which are easy to use.	3, 8
LTP17 – Pedestrian Crossings with Facilities for the Disabled (BV165)	2005/06	57%	83% by 2010/11	This indicator was monitored during the 1st LTP. The method of measurement has recently been clarified by the Audit Commission resulting in a change in the base situation.	3, 4

Indicator	Base Year	Base Year Data	Proposed Target	Comments	Objectives Link
LTP18 – Schools with Adopted Travel Plans	2004/05	34%	100% of schools to have an adopted travel plan by 2009/10	In line with national target.	3, 7, 9
LTP19 – Traffic Flows in Lincoln AQMA (on Canwick Road)	2005	27921	Restrict growth to 1.5% per annum (less than 30079 by 2010)	Flows are average 12hr flows based on 3 counts in Sept/Oct each year. This target is an Intermediate Outcome Indicator supporting Mandatory Indicator 8a as required by DfT/DEFRA guidance.	7, 9
LTP20 – Traffic Flows in Haven Bridge, Boston AQMA	2005	30608	Restrict growth to 1.5% per annum (less than 32794 by 2010)	Flows are average 12hr flows based on 3 counts in Sept/Oct each year. This target is an Intermediate Outcome Indicator supporting Mandatory Indicator 8a as required by DfT/DEFRA guidance.	7, 9
LTP21 – Traffic Flows in Bargate Bridge, Boston AQMA	2005	20287	Restrict growth to 1.5% per annum (less than 21855 by 2010)	Flows are average 12hr flows based on 3 counts in Sept/Oct each year. This target is an Intermediate Outcome Indicator supporting Mandatory Indicator 8c as required by DfT/DEFRA guidance.	7, 9
LTP22 – Traffic Flows in Wharf Road, Grantham AQMA	2005	12214	Restrict growth to 1.5% per annum (less than 13158 by 2010)	Flows are average 12hr flows based on 3 counts in Sept/Oct each year. This target is an Intermediate Outcome Indicator supporting Mandatory Indicator 8d as required by DfT/DEFRA guidance.	7, 9

Transport Objectives for the 2nd LTP

1. to assist the sustainable economic growth of Lincolnshire, and the East Midlands region, through improvements to the transport network
2. to increase public transport usage by improving :
 - the quality of vehicles and infrastructure
 - the reliability, frequency and journey time of services; and
 - bus/rail integration
3. to improve access to key services by widening travel choices, especially for those without access to a car
4. to make travel for all modes safer and, in particular, reduce the number and severity of road casualties
5. to remove unnecessary HGVs from affected communities through :
 - appropriate traffic management measures
 - highway improvements; and
 - encouraging the use of alternative modes of transport
6. to maintain the transport system to standards which allow safe and efficient movement of people and goods
7. to protect and enhance the built and natural environment of the county by reducing the adverse impacts of traffic
8. to improve the quality of public spaces for residents, workers and visitors by creating a safe, attractive and accessible environment
9. to enhance air quality, particularly within declared Air Quality Management Areas