Caerphilly County Borough
2nd Replacement
Local Development Plan 2020-2035

EB11 Transport Background Evidence Paper

Updated November 2024

Contents

Glossary of Terms

2RLDP	2nd Replacement Caerphilly County Borough Local Development Plan up to 2035
Active Travel Act	Active Travel (Wales) Act 2013
Adopted LDP	Caerphilly County Borough Local Development Plan up to 2021
AMR	Annual Monitoring Report
AQAP	Air Quality Action Plan
AQMA	Air Quality Management Area
ATNM	Active Travel Network Map
BRT	Bus Rapid Transport
Caerphilly 2035	Caerphilly Town 2035
CCR	Cardiff Capital Region
CJC	Corporate Joint Committee
CIL	Community Infrastructure Levy
CVL	Core Valley Lines
Environment Act	Environment (Wales) Act 2016
Future Wales	Future Wales - The National Plan 2040
HoVRA	Heads of the Valleys Regeneration Area
LDP	Local Development Plan
Llwybr Newydd	The Wales Transport Strategy
LTP	Local Transport Plan
Machen Line	Former Caerphilly-Machen-Newport rail line
Metro	South Wales Metro
NTDP	National Transport Delivery Plan
NCC	Northern Connections Corridor
PPW	Planning Policy Wales Edition 12
Preferred Strategy	2nd Replacement Caerphilly County Borough Local Development Plan Up to 2035: Pre-Deposit Plan
RTA	Regional Transport Authority
RTP	Regional Transport Plan
SCC	Southern Connections Corridor
SEWCJC	South East Wales Corporate Joint Committee
SEWTA	South East Wales Transport Alliance
TAN18	Technical Advice Note 18: Transport, 2007
TfW	Transport for Wales
WBFGA	Well-Being of Future Generations (Wales) Act 2015
WelTAG	Welsh Transport Appraisal Guidance

1   Introduction

1.1   This Background Paper is one of a number of background documents forming part of the Caerphilly County Borough 2nd Replacement Local Development Plan Up to 31st March 2035 (2RLDP) evidence base. It considers transport and accessibility in terms of the existing national, regional and local policy context; the issues that the LDP needs to address, and the measures needed to address them. It concludes with the proposed Strategic Policy approach for the 2RLDP.

1.2   This paper will provide background information that informs the policy framework. It should be noted that this document does not set out the transport policy for the 2RLDP, rather its sets the context within which the transport policy will operate, it highlights the issues that need to be addressed and identifies some measures to be considered within the framework.

2   Policy Context

2.1   The 2RLDP cannot deliver transport improvements in isolation. It is part of a hierarchy of documents and mechanisms for delivering transport for the future. This hierarchy has changed significantly over the last few years and is radically different from the hierarchy of Welsh Government, SEWTA and Local Authorities that existed during the preparation of the Adopted LDP.

The National Level

Environment (Wales) Act 2016

2.2   The Environment (Wales) Act puts in place the legislation needed to plan and manage the natural resources of Wales sustainably. It also places a duty on Welsh Ministers to set targets for reducing greenhouse emissions and also to set carbon budgets.

Prosperity for All: A Low Carbon Wales 2019 (Prosperity For All)

2.3   Prosperity For All sets out Welsh Government's approach to cut emissions and increase efficiency in a way that maximises wider benefits for Wales, ensuring a fairer and healthier society. It sets out pathways for the different emissions sectors, including Transport, and outlines policies and proposals that directly reduce emissions and support the growth of the low carbon economy.

Future Wales - The National Plan 2040 (Future Wales)

2.4   Future Wales is the national development framework for Wales. It addresses key national priorities and sets the direction for development in Wales. Its policies support international, national and regional connectivity and its priorities support sustainable growth and regeneration and improvement and integration of active travel and public transport, including development of the Metro. It also adopts a Town Centre First approach, putting the health and vibrancy of town centres as the starting point of locational decision-making and directing facilities and services to where people can easily walk, cycle and/or use public transport to access them.

2.5   The Welsh Government's aim is to reduce the need to travel, particularly by private vehicles, and support a modal shift to walking, cycling and public transport. The

Sustainable Transport Hierarchy, which prioritises active travel and public transport over the car, is a fundamental Welsh Government principle that underpins Future Wales.

The Sustainable Transport Hierarchy for Planning

Walking and Cycling

Public Transport

Ultra Low Emissions Vehicles

Other Private Motor Vehicles
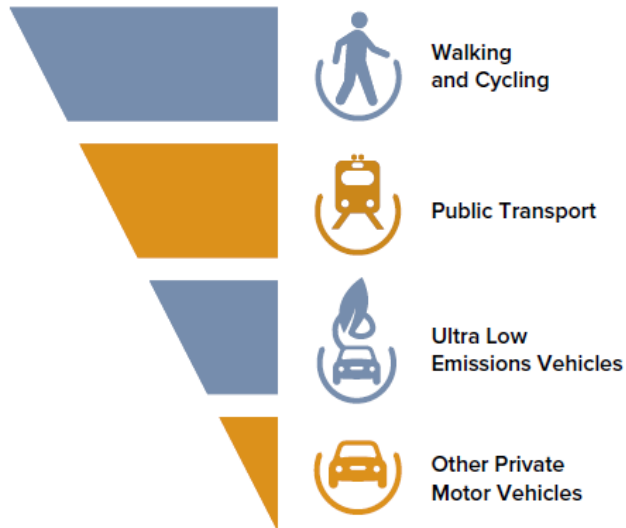
2.6 Active travel must be an essential and integral component of all new developments. Planning authorities must integrate site allocations, new development and infrastructure with active travel networks and, where appropriate, ensure new development contributes towards their expansion and improvement.

2.7 Future Wales identifies Caerphilly County Borough as a National Growth Area where development will be directed, and Caerphilly has been identified as a strategically important location on the South East Wales Metro system. Welsh Government promotes transit orientated development, focusing higher density and mixed use and car free development around Metro stations to maximise the opportunities arising from investment in public transport.

2.8 To increase the uptake of ultra-low emission vehicles, particularly in rural areas, there is a need to plan and deliver the charging infrastructure that electric vehicles will rely on. Future Wales advises that planning authorities should take a strategic approach to electric vehicle charging in their area and, where appropriate, develop policies in their development plan and specific local requirements. The provision of electric vehicle charging infrastructure points should be planned as part of the overall design of a development.

Planning Policy Wales Edition 12, 2024 (PPW)

PPW sets out the land use planning policies of the Welsh Government. A primary objective of PPW is to ensure the planning system contributes towards the delivery of sustainable development. It aims to ensure new development is located and designed in a way which minimises the need to travel, reduces dependency on the private car and enables sustainable access to employment, local services and community facilities. This will be achieved through integrating development with sustainable transport infrastructure and designing schemes in a way which

maximises provision and use of sustainable forms of travel, including prioritising these modes over the private car.

2.9   The planning system has a key role to play in reducing the need to travel, particularly by private car, and supporting sustainable transport, by facilitating developments which:

- are sited in the right locations, where they can be easily accessed by sustainable modes of travel and without the need for a car;

- are designed in a way which integrates them with existing land uses and neighbourhoods; and

- make it possible for all short journeys within and beyond the development to be easily made by walking and cycling.

2.10   The sustainable transport hierarchy, must be a key principle in the preparation of development plans, including site allocations, and when considering and determining planning applications.

Technical Advice Note 18: Transport, 2007 (TAN 18)

2.11   TAN 18 Transport provides guidance on transport issues in respect of development plans and development management. It sets out the Welsh Government's aim to promote efficient and sustainable transport.

2.12   Integration of land use planning and development of transport infrastructure has a key role to play in addressing the environmental aspects of sustainable development by:

- Promoting resource and travel efficient settlement patterns;
- Ensuring new development is located where there is, or will be, good access by public transport, walking and cycling thereby minimising the need for travel and fostering social inclusion;
- Managing parking provision;
- Encouraging the location of development near other related uses to encourage multi-purpose trips;
- Promoting cycling and walking;
- Supporting the provision of high quality, inclusive public transport;
- Ensuring that transport infrastructure or service improvements necessary to serve new development allow existing transport networks to continue to perform their identified functions.

2.13   TAN 18 recognises that the location of new residential development has a significant influence on travel patterns as the majority of trips start or finish at home. As housing is usually the most extensive land use in settlements, the relationship between homes and other land uses will influence travel demand in terms of mode of travel, length of journey and the potential for multi-purpose trips. It should be a key aim of development plans to identify residential sites that are accessible to jobs, shops and services by modes other than the car and where public transport services have the existing or planned capacity to absorb further development.

Llwybr Newydd - The Wales Transport Strategy (2021)

2.14   Llwybr Newydd – the Wales Transport Strategy 2021 provides the framework for transport related activities and sets out the strategic priorities of a safe, integrated,

sustainable, efficient and economic transport system serving Wales. It embeds the Sustainable Transport Hierarchy and provides the context for the Welsh Government's aim to reduce the need to travel, particularly by private car, and supports a modal shift, setting a target of 45% of journeys to be made by walking, cycling and public transport by 2040.

2.15   Its vision is for: An accessible, sustainable and efficient transport system. The three headline priorities for the next 5 years are:

- Priority 1: Bring services to people in order to reduce the need to travel.

- Priority 2: Allow people and goods to move easily from door to door by accessible, sustainable and efficient transport services and infrastructure.

- Priority 3: Encourage people to make the change to more sustainable transport.

2.16   These are supported by individual mini plans for Active Travel, Bus, Rail, Roads, streets and parking, Third sector, Taxi and private hire vehicles, Freight and logistics, Ports and maritime transport and Aviation.

The National Transport Delivery Plan 2022 to 2027(NTDP)

2.17   Transport for Wales (TfW) developed a detailed five-year National Transport Delivery Plan (NTDP) for 2022 to 2027, setting out the specific transport interventions financed by the Welsh Government to support the WTS. The plan lays out programmes, projects and new policies over a five-year period to deliver Llwybr Newydd and align transport with WG's transition plan to a decarbonised economy, as published in Net Zero Wales. including the delivery of projects that are already underway. The NTDP proposes three main priorities to help meet those initiatives and policies

- to aim to reduce the need for travel by bringing jobs, services, and facilities closer to where people live;

- to make sustainable modes of transportation such as walking, cycling, and public transport an attractive option; and

- to encourage everyone to make these sustainable transport choices.

The NTDP will also support the implementation of Future Wales and be aligned with the Wales Infrastructure Investment Plan. WG will work in partnership with social partners, including the UK Government, Transport for Wales, corporate joint committees, local authorities, the third sector and transport providers in the private, public and third sectors to deliver the plan. The plan will be reviewed every five years with an annual progress report. The Regional Transport Plan will be adopted by July 2025 and the outcomes of this will feed into the NTDP.

The Active Travel (Wales) Act 2013 (Active Travel Act)

2.18   In 2013 the Welsh Government introduced the Active Travel Act, which requires local authorities to continuously improve facilities and routes for pedestrians and cyclists and to prepare maps identifying current and potential future routes for their use. In addition to this the Active Travel Act also requires that highway improvement schemes consider provision for pedestrians and cyclists early in the design stage of any schemes. The Active Travel Act aims to make active travel the most attractive option for shorter journeys, and it sets out a statutory basis for

actively planning for and facilitating the promotion of pedestrian and cycling routes, particularly to address short distance trips.

2.19 The Welsh Government has issued guidance in respect of the Active Travel Act identifying all major settlements as centres for active travel proposals.

The Clean Air Plan for Wales

2.20 The Clean Air Plan for Wales sets out the Welsh Government commitment and ambition to improve air quality and the steps to be taken to deliver this. The plan is structured around core themes, one of which, 'Place', involves creating sustainable places through better planning, infrastructure and transport.

Electric Vehicle Charging Strategy for Wales 2021

2.21 This strategy sets out the future need for electric vehicle charging infrastructure provision in Wales over the next 10 years and how this can be met. It acknowledges that there is a need for more and better charging infrastructure to facilitate consumers making the switch to electric vehicles.

2.22 Its vision is:

By 2025, all users of electric cars and vans in Wales are confident that they can access electric vehicle charging infrastructure when and where they need it.

2.23 The strategy is accompanied by an Action Plan that will be updated annually.

The Regional Level

Cardiff Capital Region City Deal

2.24 The Cardiff Capital Region (CCR) comprises the 10 local authority areas covering South-East Wales, namely: Blaenau Gwent; Bridgend; Caerphilly; Cardiff; Merthyr Tydfil; Monmouthshire; Newport; Rhondda Cynon Taf; Torfaen; and Vale of Glamorgan. It has a population of 1.5 million which equates to almost half the total population of Wales. It is a diverse region comprising the two cities of Cardiff and Newport, a range of market towns, the industrial heartland of the South Wales Valleys, rural communities and a coastal belt. The region has seen significant regeneration and investment over recent decades to redevelop heavy industrial areas and to create new business parks, housing and recreational initiatives. Projects have included the Cardiff Bay regeneration and the reintroduction of a passenger rail service to Ebbw Vale, in addition to major road infrastructure works.

2.25 The CCR's goal is to be a connector of people, their ambitions and the opportunities to fulfil their true potential. Nurturing the best conditions for business success and community cohesion through targeted investment in world class digital communications. Creating cutting edge integrated transport infrastructure, connecting affordable and accessible spaces to live, work and play.

2.26 The CCR aims to be a catalyst for the continuity of investment, bringing key industry clusters to life. A trusted partner enabling companies to innovate and realise their full potential. A shaper of economically significant hubs, producing multiplier effects that fuel local and regional supply chains as well as the broader foundational

economy. Also, a focus for creating the conditions where our businesses and our people are best equipped to embrace the future. A keystone presence helping the region adapt, improvise and overcome periods of economic turbulence or social unrest.

South East Wales Corporate Joint Committee (CJC)

2.27   The Senedd passed the Local Government and Elections (Wales) Bill on 18th November 2020. It includes the requirement to establish Corporate Joint Committees (CJCs). Although called 'Committees', these are corporate bodies, described by the Minister as 'part of the local government family'. They are separate legal entities from their 'constituent' councils, similar to Combined Authorities or Fire and Rescue Authorities. The Welsh Government's SEW Corporate Joint Committee Regulations 2021 establish a Corporate Joint Committee (CJC) for the ten Councils that constitute the Cardiff Capital Region. The three main functions of the CJC relate to production of a land use Strategic Development Plan and a Regional Transport Plan, and the pursuit of economic well-being. The South East Wales CJC commenced its program in 2024.

Regional Transport Plan (RTP)

2.28   The CJC will prepare a Regional Transport Plan (RTP) on behalf of the 10 constituent local authorities in the CCR: Blaenau Gwent; Bridgend; Caerphilly; Cardiff; Merthyr Tydfil; Monmouthshire; Newport; Rhondda Cynon Taf; Torfaen; and Vale of Glamorgan. WG published guidance to Corporate Joint Committees on Regional Transport Plans in July and October 2023. The South East Wales Corporate Joint Committee (SEWCJC) RTP scope and implementation plan has been agreed with Welsh Government.

2.29   The RTP will be shaped by Llwybr Newydd and aligned with Future Wales and emerging strategic development plans. The RTPs must include policies to support the vision and ambitions of the WTS, with an emphasis on the three short term priorities. The RTDPs must include actions to deliver and make best use of existing transport infrastructure by maintaining and managing it well, adapting it to a changing climate and upgrading it to support modal shift.

South Wales Metro

2.30   The South Wales Metro (Metro) is a public transport investment scheme led by Welsh Government, delivered by Transport for Wales, to provide improved public transport in the Cardiff Capital Region. The Metro will be an integrated network of bus, rail and active travel that will improve connectivity and make sustainable travel easier across South Wales.

2.31   An investment of £734m from the CCR City Deal has been dedicated to the Metro for South East Wales to upgrade the railway lines to Aberdare, Coryton, Merthyr Tydfil, Rhymney and Treherbert, known as the Core Valleys Lines (CVL).

2.32   Future Wales requires development plans to support the Metro. Growth and regeneration should be planned to maximise the opportunities arising from better regional connectivity, including identifying opportunities for higher density, mixed-use and car-free development around new and improved metro stations. The high population concentration combined with a dense rail network in the south east

means the region is well-suited to transit orientated development, as promoted by Future Wales, and investment and improvements to public transport will enable more people to live without a car, in accessible locations.

2.33 Two phases of Metro improvements have already taken place along the Rhymney Valley line, specifically track and station improvements to accommodate longer and more frequent trains. A new timetable has been established for the two trains each hour that run from Rhymney straight through to Barry. The new timetable also includes six trains an hour to Caerphilly and Cardiff which includes an extra service.

2.34 Whilst the two phases of improvements have exhausted most of the funding for the Metro, there are many additional projects that have been put forward for consideration for future tranches of Metro funding. These projects are collectively referred to as Metro Plus schemes and several schemes in the county borough have been initiated. This includes the new passenger service from Newbridge to Newport on the Ebbw Valley Railway Line. This service has been operational for over six months and has shown good patronage figures.

Investment Prospectus Prosperity for our Place – Appendix 1: Passenger Rail Vision

2.35 CCR is working in partnership with Welsh Government and Transport for Wales to develop and expand its public transport network. This paper is focussed on strategic passenger rail priorities and sets out the schemes to be developed over the next 10-15 years.

Draft South Wales Metro Park and Ride Strategy (2020)

2.36 The Draft South Wales Metro Park and Ride Strategy provides a framework for the development of park and ride provision and seeks to maximise the wider economic and social benefits from the South Wales Metro improvements.

The Local Level

South East Wales Valleys Local Transport Plan (2015)

2.37 Jointly prepared by Blaenau Gwent, Caerphilly, Merthyr Tydfil, Rhondda Cynon Taf and Torfaen County Borough Councils, the South East Valleys Valleys Local Transport Plan sets out the local authorities' priorities for transport schemes in the five-year period 2015 to 2020, and their medium and longer term aspirations up to 2030. This plan will be replaced by the RTP in due course.

Active Travel Network Map (ATNM) (2022)

2.38 The Active Travel (Wales) Act 2013 requires all local authorities in Wales to continuously improve their active travel routes and plan how routes will join up to form networks so that people can more easily get around by bicycle or as a pedestrian for their everyday journeys to work, school and other local destinations.

2.39 In addition to producing active travel maps, the Act requires LAs in Wales to deliver year on year improvements in active travel routes and facilities, to make enhancements to routes and facilities for pedestrians and cyclists in new road schemes, to have regard to the needs of walkers and cyclists in a range of other highway authority functions and to promote active travel.

2.40 The Council has completed the first review of the 2018 Adopted Integrated Network Map and formally approved the Active Travel Network Map (ATNM) in January 2022. The Council will need to continue to focus on improving accessibility to the main destinations and origins of trips in order to build upon previous success and create an environment that encourages pedestrian and cycling modes as the preferred mode for short distance trips.

Decarbonisation Strategy: Reduce, Produce, Offset, Buy (Decarbonisation Strategy)

2.41 The Caerphilly County Borough Council Decarbonisation Strategy sets out how the Council intends to reduce its own carbon footprint and deliver its overarching objective of being a net carbon neutral authority by 2030. Its target areas include improving the electric vehicle charging infrastructure throughout the county borough and reducing the number of miles that employees undertake on behalf of the Council.

2.42 The Decarbonisation Strategy is accompanied by an Action Plan which details actions which the Council intend to implement, such as:

- Introduce electric vehicles and charging infrastructure across the county borough;

- Reduce travel to work;

- Promote modal shift to more sustainable modes of transport by identification of policies to make public transport more attractive and accessible;

- Introduce a network of active travel routes and improving walking and cycling routes;

- Introduce additional park and ride spaces at key locations;

- Develop electric vehicle friendly new transport interchange in the heart of Caerphilly town centre.

3 The Caerphilly County Borough Local Development Plan up to 2021 (The Adopted LDP)

Implementation of the LDP Transport Strategy

3.1 The Adopted LDP set out a framework of policies and allocations that sought a change towards delivering more sustainable transport. This was based upon Welsh Government policy to reduce the reliance on car borne travel and to increase the use of more sustainable modes of transport, including bus, rail and active travel.

3.2 Throughout the period of preparation and adoption of the LDP, South East Wales Transport Alliance (Sewta) was responsible for setting the framework for transport planning and funding transport improvements in south-east Wales. Sewta was a formally constituted body, made up of representatives from all 10 local authorities in the region, that prepared the original RTP. Sewta has since been succeeded by the RTA under the CCR. The Welsh Government's SEW Corporate Joint Committee Regulations 2021 establish a Corporate Joint Committee (CJC) for the ten Councils that constitute the Cardiff Capital Region. The three main functions of the CJC relate to production of a land use Strategic Development Plan and a Regional Transport

Plan, and the pursuit of economic well-being. The South East Wales CJC commenced its program in 2024. The South East Wales Corporate Joint Committee (SEWCJC) RTP scope and implementation plan has been agreed with Welsh Government.

3.3   The LDP provided the mechanism for translating and implementing the Regional Transport framework at the local level. Consequently, the Adopted LDP contains policies to promote sustainable transport and includes allocations in respect of transport improvements. Further to this, the Adopted LDP allocated sites in accordance with the role and function of their settlements, which reinforced the function of settlements and promoted sustainable transport.

Success of the LDP Transport Strategy

3.4   The LDP transport strategy has been a significant success, with significant improvements to the rail, road and cycle route network being delivered throughout the plan period. Most notable of these are:

- The reopening of the Ebbw Valley Rail Line for passenger services to Cardiff (2008).

- The Metro Phase 1 station and line enhancements to the Rhymney Valley Rail Line (throughout the period).

- New Railway Station at Energlyn, Caerphilly (TR3.3)

- Delivery of park and ride improvements at Bargoed (TR4.2), Pengam (TR4.3) and Rhymney (TR4.1).

- Bus corridor improvement schemes across the majority of the county borough.

- A number of Active Travel schemes across the county borough (TR1).

- The opening of the Angel Way Strategic Highway Improvement.

- Delivery of the Pwllypant roundabout highway improvement (TR6.3) and Trecenydd Roundabout (TR6.2).

- Cwm Du Junction/Maesycwmmer Junction (TR7.1)

3.5   The LDP focused on a transport strategy that sought to maximise the efficiency of the existing highway network and improve sustainable transport, through Active Travel and public transport improvements.

LDP Allocations

Active Travel

3.6   Cycle provision throughout the county borough has a well-established base, with much of the strategic cycle network having been provided. To support and enhance the strategic network the LDP included 15 allocations, which made provision for the remaining sections of the National Cycle Routes and for additional strategic routes to support and enhance the strategic cycle network.

3.7   The 2021 LDP Annual Monitoring Report (AMR) identifies that significant progress has been made in the delivery of the LDP allocations, with 10 of the 15 allocations

having been either partially delivered or having reached design stage. This progress has been made in the face of the Covid-19 pandemic and an economic downturn, where funding for such schemes was increasingly more difficult. Details of the progress made in delivering all LDP transport allocations are included at Appendix 1).

3.8   In addition to delivering the LDP Allocations, the Council has sought to enhance the overall Active Travel network through a programme of improving links to significant destinations, such as town centres as identified in the Active Travel Network Map as part of the Council's statutory duty under the Active Travel (Wales) Act 2013. This programme aims to increase and enhance connectivity and accessibility throughout the network to make Active Travel a more viable and desirable proposition for short distance travel every-day journeys.

3.9   Overall, the strategy has been successful in delivering an improved strategic cycle network, which is supported by local schemes that have increased the connectivity of the network as a whole. Despite the successes there remains much more that needs to be achieved to ensure that the county borough is served by a fully effective and efficient Active Travel network that will encourage walking and cycling as the preferred mode for short trips and encourages cycling and walking for leisure purposes.

Rail

3.10   The improvement to rail provision, to facilitate passenger movements, is a major aspect of the transport strategy in the LDP. Building on the rail successes achieved by Sewta, the LDP included a range of improvement measures that encompassed both improvements to existing rail infrastructure and aspirational aims to re-open former rail lines to passenger transport.

3.11   The LDP included three policies that each addressed different rail-based issues. Firstly, the LDP protects the former Cwmbargoed rail line to facilitate its reinstatement for passenger services. This was, and remains, a Council aspiration and priority.

3.12   Secondly the LDP included a policy identifying new rail stations, one on the Cwmbargoed line, one on the Ebbw Vale line and one on the Rhymney Valley line. The station allocation on the Cwmbargoed line was aspirational and would serve passenger rail when the line was brought back into passenger use. The station will be delivered with the reinstatement of the Cwmbargoed line to passenger services.

3.13   The allocation of a rail station at Crumlin on the Ebbw Vale line is seen as critical as it would help serve the main employment centre of Oakdale, which is remote from the existing stations on both the Ebbw and Rhymney Valley lines. The allocation has not been realised to date, but Welsh Government has committed to dualling the line and increasing the frequency of service and delivery of this work is ongoing. Therefore, the Crumlin station remains an aspiration of the Council.

3.14   The third allocation proposed an additional rail station for Caerphilly at Energlyn. This allocation was delivered as part of the Rhymney Valley line improvements and was formally opened in December 2013.

3.15 The LDP also made allocations to enhance the Park & Ride (P&R) provision throughout the county borough. Schemes at Rhymney, Bargoed and Pengam have all been completed. The only P&R allocation that has not been delivered is the allocation at Llanbradach, which has particular issues including the need to make provision for a new access and relocate the station. This allocation remains a Council aspiration and priority and the Council is working with TfW to develop its proposals.

Road

3.16 Despite a particular emphasis on improving sustainable transport, a key factor in the LDP transport strategy was the improvement of the highway network. Even though Welsh Government transport policy sought to realise a modal shift from car borne traffic to sustainable modes, the LDP acknowledged that this would take time and would require fiscal intervention if it were to be realised in the short to medium term. As a result, the car would remain the principal mode of travel for the majority of trips throughout up to 2021. Given this, the LDP made provision to improve the highway network. The new Welsh Government Cabinet Secretary for Transport and North Wales has indicted there may be changes in emphasis for Welsh Government transport priorities, including consideration of future road schemes. Further details are awaited.

3.17 In addressing the issue of highway network improvements, the LDP made allocations to improve the efficiency of the existing network rather than building new roads, which was in accord with the strategy set out regionally in the Regional Transport Plan (RTP). The LDP included two policies identifying improvements to the strategic highway network and policies to provide new roads and improve existing roads to facilitate development and aid regeneration.

3.18 The LDP included policies for improvements to the strategic highway network in both the Southern Connections Corridor (SCC) and the Northern Connections Corridor (NCC). These improvements were intended to be funded through developer contributions realised through planning obligations.

3.19 Within the SCC, the obligation for the Caerphilly Basin was commenced at the start of plan preparation for the LDP and continued until the Council introduced the Community Infrastructure Levy (CIL) in July 2014. However, due to the downturn in the economy development has not taken place at the levels that were expected at the start of the plan period. This downturn has meant that only a relatively small amount of finance has been accrued in the Caerphilly Basin area. As such only two of the seven schemes have been delivered to date, namely the improvements to Trecenydd Roundabout and Pwllypant Roundabout. The other improvements remain to be implemented.

3.20 Bedwas Bridge Roundabout highway improvement is the most significant outstanding proposal. This is currently being assessed through the Welsh transport appraisal guidance (WelTAG) process and the justification for the scheme will need reassessment as part of the traffic analysis for the 2RLDP.

3.21 Five improvement schemes to the strategic highway network were identified for the NCC. These again were meant to be provided through developer contributions via a planning obligation. The preparation of an obligation to assist in funding these improvements was commenced. However, implementation of CIL in July 2014

meant that the obligation could no longer be pursued. None of the allocations have subsequently been delivered through CIL funding.

3.22 Some developments allocated in the LDP necessitate the provision of new or additional highways, in order for the development to take place. These schemes have been specifically allocated in the LDP. Two schemes were identified namely, the highway improvements necessary for the new Hospital in Ystrad Mynach and a new access road to access the proposed development on Bedwas Colliery.

3.23 The road improvements in respect of the new hospital were implemented with the development of the hospital, which opened at the end of 2011. The Bedwas Colliery Access Road has not been implemented as the site has not, as yet, been brought forward for development.

3.24 One of the main issues relating to the successful regeneration of the Heads of the Valleys strategy area is the poor strategic road access from the south. The LDP included an aspirational policy seeking improvements to the A469 and A4049 highway corridors to resolve the issue. The Council has been awarded funding by Welsh Government to look at options to improve the resilience of the existing A469 between Tirphil and Pontlottyn and the Council is actively seeking funding from the WG Resilient Road Fund to implement its preferred option.

3.25 The final road proposal was the identification and protection of a route for a bypass to the south-east of Caerphilly, stretching from Van road in the north-east to Watford Road in the south-west. This proposal was required as part of the measures proposed to address the issue of failing air quality in the Caerphilly Town Centre Air Quality Management Area (AQMA), which was designated in September 2010. The air quality issues in the town centre are primarily as a result of the level of traffic that moves through the town centre. The Council has prepared and published the Air Quality Action Plan (AQAP) for the AQMA and this Plan sets out a number of interventions that are required to address the air quality issues, which include the provision of the south-east bypass for Caerphilly. In order to ensure that development would not prejudice the provision of the south-east bypass land that could form part of the south-east bypass was protected from development, however this proposal was not implemented.

LDP Allocations – In Summary

3.26 The LDP Transport strategy, and its allocations, has been a significant success.

3.27 The active travel network has seen significant improvement across the county borough throughout the plan period. The 2RLDP will need to ensure that site allocations are integrated with active travel networks and, where appropriate, ensure new development contributes towards improvement and expansion of the network to increase accessibility and connectivity.

3.28 Huge strides forward have been made in respect of public transport, in particular for rail passengers. The opening up of a new rail line, additional and improved stations facilitating larger trains and more frequent services, and enhanced park and ride facilities all combine to significantly increase the capacity for rail travel throughout the county borough. The 2RLDP will need to consider further park and ride enhancements as well as the reinstatement of former rail lines and new, additional stations to facilitate a greater shift to public transport.

3.29   In terms of improvement to the highway network, significant improvement has been realised with the delivery of a number of highway improvements. Whilst recognising Welsh Government's sustainable transport hierarchy, the 2RLDP will need to consider the need or otherwise for undertaking improvements to Bedwas Bridge roundabout further to consideration of the WelTAG findings.

3.30   With regards to new roads, the 2RLDP will need to consider whether or not any new provision is required up to 2035.

4   Changes since the Adopted LDP

4.1   There have been dramatic global events and significant changes to national policy since adoption of the LDP in 2010.

Climate Emergency

4.2   The climate emergency is one of the biggest defining issues of our time and Transport is one of the primary contributors of greenhouse gas emissions in the UK.

4.3   In April 2019, the Welsh Government declared a climate emergency. The statement committed the Welsh Government to achieving a carbon neutral public sector by 2030 and to coordinating action to help other areas of the economy to make a decisive shift away from fossil fuels.

Caerphilly County Borough Council formally declared a climate emergency on 4th June 2019. The climate emergency relates to the way that the Council itself does business, rather than specifically relating to nature of development. In declaring a Climate Emergency, the Council has committed to becoming net carbon neutral by 2030.

Covid-19

4.4   The effects of Covid-19 will impact future transport planning. The pandemic has made a massive impact on people's working, commuting and living habits and it is likely that some of these changes will continue, although the return to work in offices has re-established the use of the car, impacting the use of public transit especially buses.

4.5   The opportunity exists to establish and maximise the potential benefits of these changes, for example through agile working; active travel and exercise and rediscovered transport methods; and through revitalising our town centres and creating neighbourhoods encouraging people to stay local.

4.6   However, given that around 80% of all trips were made by private car prior to the Covid pandemic, it is highly likely that significant improvements in the provision for public transport infrastructure will be required to deliver a significant level of modal shift away from the car in the long term. The most recent survey of all journeys in Wales by mode was conducted in 2012. However, the Office for National Statistics Labour Force Survey gathered data on modes of travel to work during 2021 and 2022 during periods of Coronavirus-related travel restrictions. 2012 figures for all journeys by mode of transport identified that 69.4% were made by car or van. Recent figures released in 2021 and 2022 show that modal travel to work by car was 78.8%. However, the largest difference in modal travel is walking. In 2012,

21.5% of all journeys were by walking but in 2022 this had reduced to 10.8%. The change could be allocated to the purpose of the journey where most trips in 2022 were for short journeys and not as a mode of commute to work. This is supported by the figures detailing the percentage of the workforce who usually work remotely. Between 2022-2023, 37.7% of the workforce in South East Wales worked remotely. Across the age groups, only 16.4% of 16-24's worked remotely and 37% of 25-44 worked remotely, which could account for the return to a car for commuting post Covid.

4.7   The change to electric vehicles is also slow to make an impact on greenhouse gas emissions. Only 1% of buses and coaches are considered ultra-low or zero emission vehicles (ULEV's) and just 1.3% of cars in Wales are ULEV's which totals 21,002. What these statistics show is that the need to change public perceptions of transport are vital to ensure the use of sustainable modes of transport and reducing the dependency on cars and private vehicles is essential to making the target of net zero by 2050.

New and emerging policy

4.8   The basic tenet of the Welsh Government transport policy has not changed since the adoption of the Adopted LDP in that it still seeks:

- To reduce the need to travel.

- To realise modal shift from car borne travel to more sustainable forms of transport.

- To increase the number of short trips undertaken on foot or by bicycle.

4.9   What is new however is Welsh Government's commitment to a modal shift target of 45% of trips made by sustainable transport modes by 2040, which is set out in Llwybr Newydd. A key decision for the Council is whether it should formally adopt a modal shift target for the county borough, and indeed how it monitors progress towards this target. How Council will respond to the views and policies of the RTA and the SEWCJC with the emerging RTP will ultimately influence what projects CCBC wants to drive forward in order to achieve the modal shift target for which the RTP will also need to address.

4.10   The Sustainable Transport Hierarchy is a fundamental Welsh Government principle which has been embedded in the planning policy framework, Future Wales and Planning Policy Wales and the Wales Transport Strategy Llwybr Newydd.

In 2022, an update to The Highway Code introduced a hierarchy of road users, to create clearer and stronger priorities for pedestrians. In summary, road users who can do the greatest harm (those driving large vehicles) have the greatest responsibility to reduce the danger they pose to other road users in particular pedestrians. Children, older adults and disabled people in particular are identified as the most likely to be injured in the event of a collision and are afforded highest priority.

Governance and funding uncertainties

4.11   Whilst the 2RLDP can make provision for improvements to sustainable transport there are many factors that will influence travel mode choices, many lying outside of

the scope of the development plan. The Local Transport Plan (LTP) identifies its transport improvement priorities for road, public transport and active travel. This will need to be reviewed as part of the RTP. The role of Welsh Government and TfW must be acknowledged for the delivery of strategic transport infrastructure and services, in particular the responsibility for rail improvements and budget controls. Decisions in respect of strategic transport and the Metro will therefore be for the SEWCJC and RTA to set the transport priorities with Welsh Government and TfW support. As the strategic infrastructure required to support proposed growth in the county borough is not within the Council's remit, the Council will need to ensure it works closely with SEWCJC and RTA to ensure that the strategic transport schemes necessary to support the county borough's planned growth can be delivered over the plan period.

4.12 The Active Travel Act has placed greater emphasis on improvements to cycling and pedestrian routes to encourage these modes for shorter length, everyday trips. The Council has a good track record of implementing such improvements and it is envisaged that this will continue as long as funding is made available for further improvements. As part of the ongoing programmes of improvements to active travel routes, safe routes in the communities will continue to deliver such improvements and will increase accessibility to the county borough's largest destinations (predominantly the town centres). The 2RLDP can address the issue of improving accessibility for pedestrians and cyclists to town centres and centres that generate a lot of trips, e.g. public transport interchanges. Improvements to the Active Travel network will ultimately be dependent upon funding. However, the Council is confident that it can build on its successful track record of realising Active Travel routes, as identified in the ATNM.

4.13 Strategic transport has changed both in governance (from Sewta to the CJC) and in strategy and guidance (from the RTP to the LTPs and the Metro concept and now back to the RTP). Both the Cardiff Capital Region and the Metro concept are in their initial delivery phases and, as a result, suffer from a lack of certainty over their strategic direction and guidance to lower tiers of policy. More importantly, the fact that there are no committed Metro schemes from Welsh Government or the CCR Board beyond the CVL and there are no identified sources of funding for local improvements identified through the LDP or LTP, means that there is serious concern over the deliverability of any progressive transport strategy for the 2RLDP.

4.14 Deliverability is a Soundness Test for the 2RLDP and the uncertainties over transport delivery mean that the 2RLDP will need to consider carefully how it seeks to promote sustainable transport whilst addressing the traffic generation that the growth accommodated in the 2RLDP seeks to engender. Notwithstanding this, there is a need to demonstrate a will to meet Welsh Government targets for modal shift as well as reducing carbon emissions and improving air quality.

Issues carried forward from the Adopted LDP

4.15 Whilst the overall position in respect of transport is one of uncertainty, transport will continue to be a fundamental issue for the 2RLDP.

4.16 In practical terms it is almost impossible for the 2RLDP to realise a reduction in the need to travel as this requires services to be delivered at home, which is outside of the remit of the 2RLDP. The 2RLDP can co-locate destination uses, and even trip origins (dwellings) but there remains a need to travel between the two uses.

However, there is benefit in terms of reduced numbers and lengths of trips, promoting a modal shift and reducing dependency on the private car.

4.17 As always, the 2RLDP will need to consider the balance between increasing sustainable transport, whilst acknowledging that the car will continue to be the dominant form of transport throughout the plan period, although its dominance is expected to decrease over the period.

4.18 Whilst the Adopted LDP made significant strides forward in the provision of transport infrastructure, widening the scope for sustainable transport and making the existing highway network more effective and efficient, there remains a number of underlying issues that will need to be addressed through the 2RLDP.

Increasing Population / Increasing Need to Travel / Cumulative Impact

4.19 The aim of Central Government is to realise sustainable and continued economic growth throughout the country. Future Wales identifies Caerphilly within the National Growth Area, and therefore, there is a need to plan for growth to accord with national policy. The 2RLDP will need to make provision for more houses and more people. The additional people and dwellings mean increased demand on existing transport infrastructure of all types, which intuitively runs contrary to the government aim of reducing the need to travel.

4.20 Allocations in the 2RLDP will be located to maximise opportunities around key public transport nodes and within close proximity to town and local centres so as to improve accessibility, maximise the opportunities for linked trips and to shorten journeys and increase the potential for active travel (cycling and walking). Whilst measures to reduce the need to travel, e.g. fiscal measures, homeworking and increased accessibility online are largely outside the influence of the development plan, careful planning and provision of improved digital infrastructure could result in a reduced number and length of trips.

4.21 The provision of additional houses and jobs will require the 2RLDP to allocate a number of sites, which will have implications for the existing transport network. As part of the 2RLDP process the Council has invited persons with an interest in land to submit sites that they would like considered for allocation in the 2RLDP. The Council has received in excess of 140 sites, termed Candidate Sites, and these sites are currently being assessed prior to considering whether they are suitable to allocate in the plan. As part of this process a number of service areas in the Council have been asked to assess the suitability of the sites and identify any issues they may have. Infrastructure engineers are one such service and are assessing individual sites for their transport implications. This process will identify any issues on a site-by-site basis.

4.22 The allocation of sites in the 2RLDP will also have a cumulative impact upon the transport network in the county borough. This is also being considered by the Council's Infrastructure engineers and will require a degree of transport modelling to identify the relevant strategic issues. Whilst a broad assessment of implications has been undertaken to inform the Preferred Strategy, a full assessment will only be undertaken when the full range of allocated sites are known in preparation of the Deposit Version of the Plan. The 2RLDP will take account of the cumulative impacts that are likely to be realised by the detailed assessment and will include appropriate policies and proposals to address them.

Commuting

4.23 Caerphilly has the second highest out-migration level in South Wales, with over 15,000 net car-borne out-movements each day. Most of the out-migration is south to Cardiff and Newport. This places a significant strain on the highway network in the south of the county borough. It is highly likely that this position will worsen over the plan period. Most of the impact could be from Cardiff Council's Replacement LDP and its growth ambitions. Their preferred option is a policy driven dwelling led target of 1,600 dwellings per year. This scenario would result in a population growth of 39,373 (39,742) or 10.9% (10.7%) over the plan period to 2036. This equates to an additional 23,103 households and a net migration into the city of 1,460 (1,390) persons per annum. The strategy also seeks to add 32,300 jobs to the Cardiff economy. The strategy is essentially a brownfield strategy which seeks to meet most of the housing land required through a range of brownfield sites and these sites will be major regeneration and renewal areas, located within or adjacent to district or local centres or on transport nodes within the urban areas. Although the focus is on brownfield sites within the settlement area, there is an existing growth area located south of the M4 within proximity of the CCBC southern district border. However, the green wedge is proposed to be retained and enhanced between the M4 and the southern border of CCBC. This level of job provision, combined with the proximity of Cardiff to Caerphilly County Borough, will undoubtedly continue to realise an increase in out-commuting to Cardiff.

4.24 In seeking to address this issue the Council will need to decide whether to accept the level of out-commuting and plan and mitigate for it, or to put measures in place to seek to reduce the level of out-commuting. If the 2RLDP seeks to accept the level of commuting then measures will need to be identified to increase the number of commuting trips using sustainable modes, rather than the car. If the 2RLDP seeks to redress the commuting balance, there needs to be an impetus in terms of economic development and growth, to provide a greater number and variety of employment opportunities in the county borough.

4.25 Over the past two plan periods economic development within the county borough has not taken place in sufficient levels to address the balance in terms of net out-commuting. Over this period the net level of out-commuting has risen slowly, and it is expected that out-commuting will continue to rise in the future. The 2RLDP will, therefore, need to increase modal shift for commuting journeys, through provision of park and ride and increasing accessibility and availability of sustainable modes of transport.

4.26 The 2RLDP will also seek to meet forecast demand for employment land through the provision of appropriately located sites, and to ensure that such sites are aligned with housing and infrastructure.

4.27 In seeking to address the issue of commuting, key interventions will be the provision of additional rail stations and increasing rail capacity. The dualling of the Ebbw Valley line has been completed providing the capacity to run additional train services and the increased provision of Park & Ride facilities at existing stations. The Adopted LDP also made provision for three new stations, only one of which (Energlyn in Caerphilly) has been implemented. To date the remaining two stations have not been implemented. The proposed Crumlin station, on the Ebbw Valley line

is still a Council priority. The proposed Nelson station is an aspiration for the Cwmbargoed line, when it is reinstated for passenger services.

4.28 All but one of the proposals for Park & Ride provision at existing rail stations has been realised. Only the proposal for new Park & Ride provision at Llanbradach has not been realised and this is due to the cost and stage of development of the scheme, which requires the relocation of the station to the north of its current position. This proposal is by far the largest Park & Ride proposal within the county borough, and it is a key element within the sustainable transport strategy and key to attempts to achieve modal shift.

4.29 Ystrad Mynach rail station has limited Park & Ride provision at present, which is constantly oversubscribed. Additional provision at Ystrad Mynach would alleviate the problems of on-street parking that result from too few spaces, but land at this location has not previously been available. However, improvement works to the station in 2015 raised the opportunity of utilising Operational Rail land to provide much needed additional park & ride provision. Business case development and WelTAG assessment is ongoing with TfW for both proposals.

4.30 Notably, for the first time in almost 60 years passengers can now get a direct train service between Crosskeys and Newport as part of Transport for Wales' (TfW) December 2021 timetable uplift and development of the South Wales Metro. Previously, passengers wishing to travel from Crosskeys and Risca to Newport would have had to travel on the direct services into Cardiff and then change trains to continue to Newport.

4.31 The reintroduction of the route, which ceased in April 1962 following the closure of the Ebbw Vale Line to passengers, has been made possible with a £1.2 million investment to upgrade the Ebbw Vale Line, which has been achieved thanks to collaborative working between TfW and Network Rail.

4.32 Welsh Government also recognises the importance of electric vehicles, particularly in rural areas, and has plans to introduce measures to improve the electric vehicle charging infrastructure. Therefore, the expected increase in up-take of ultra-low emission vehicles will continue commuting trips and counter modal shift proposals.

Air Quality Impacts of Traffic

4.33 During the period of the preparation, adoption and implementation of the Adopted LDP, two separate Air Quality Management Areas (AQMAs) have been designated, one in Caerphilly town centre (which has subsequently been extended) and one at Hafodrynys. Both of the AQMAs were designated on failing NO2 levels, which are primarily released through transport emissions. In the Caerphilly AQMA, moving traffic, with occasional standing traffic, is the main cause of the NO2 emissions, whilst standing traffic due to congestion is the main cause of NO2 levels at Hafodrynys.

4.34 Hafodyrynys has since been addressed with the demolition of the affected properties in 2021.

4.35 The Council prepared an Action Plan for the Caerphilly AQMA that sets out a number of possible interventions to assist in improving air quality and reducing transport emissions in the AQMA. It should be noted that the solution to the air

quality issues in the Caerphilly AQMA cannot be resolved by any one measure or intervention. It will require a wide range of interventions and measures to be implemented that will combine to improve air quality to appropriate levels. One of the key interventions is to alleviate the level of traffic in the town centre by considering restrictive traffic management measures and/or providing a more commodious route for traffic travelling to Cardiff and beyond, which would otherwise travel through the town centre.

Caerphilly Town 2035 (Caerphilly 2035)

4.36   Caerphilly 2035 is an ambitious plan to enhance and regenerate Caerphilly Town Centre which is currently being assessed through the WelTAG process. One of its drivers is to create a low carbon town and proposals include a modern transport interchange with an electric hub with electric buses, cycle rental and electric car charging points across the town, and proposals to discourage through-traffic from the town centre, improve gateways and connections and better walking and cycling routes.

4.37   Whilst the Adopted LDP included the identification and protection of a route for a bypass to the south-east of Caerphilly to improve air quality, this scheme was not delivered. The Caerphilly 2035 proposals include a number of potential measures to reduce the number of vehicles accessing the town centre which would improve air quality levels.

4.38   The WelTAG Stage 2 draft Outline Business Case considered a number of options. However, it is unlikely that the new road scheme will progress for further analysis. Therefore, it is not considered necessary for the 2RLDP to identify and protect the bypass route, although wider traffic congestion may require further improvements to be made.

Strategic Network Resilience

4.39   The strategic transport network enables movement throughout the county borough and beyond. It is important that there is resilience in the network that will enable the network to continue functioning when a major incident adversely impacts one of its links.

4.40   In February 2014 the main A469 road north of Troedrhiwfuwch was closed for a number of weeks following a landslip, which prevented traffic from using the link between Pontlottyn and Tirphil. This effectively meant that the communities north of the slippage were 'cut-off' from the rest of the county borough and car access south, for those living north of the slippage, was via a lengthy detour across the A465 Heads of the Valleys road to another valley. The road link remained closed for eight weeks, before being reopened to vehicular traffic in early April, and was a major disruption to the strategic transport network. It should be noted that this was not the first such incidence on this road, a previous slippage occurred in 2010, and it is acknowledged that land is continuing to move and further slips are inevitable.

4.41   The Council has held discussions with the Welsh Government regarding options for improvements that would increase the resilience of the strategic network in this area.   The Council has been awarded funding by Welsh Government to look at options to improve the resilience of the existing A469 between Tirphil and Pontlottyn

and the Council is actively seeking funding from the WG Resilient Road Fund to implement its preferred option.

Improving East-West Strategic Links

4.42 The topography of the valleys has always meant that north-south travel is relatively easily accomplished, whilst east-west travel is much more problematic. There are three main east-west connections through the South-east Wales valleys, i.e. the M4 to the south, the A465 Heads of the Valleys road to the north and the mid-valley A472 corridor through the central parts of the valleys. The M4 lies wholly outside the county borough and only a very small part of the A465 Heads of the Valleys road lies within the county borough. Consequently, neither of these strategic routes have a significant presence in the county borough. By contrast the A472 Mid-Valleys route bisects the county borough, from Hafodyrynys in the east, through Newbridge, Ystrad Mynach and Nelson to the junction with the A470 west of the county borough boundary. The A472 is therefore, the principal east-west transport link within the county borough and has major implications for transport movement within it.

4.43 It should be noted, however, that the A472 Mid-Valley route contains a significant bottleneck to traffic movement at Maesycwmmer. Both the RTP and LTP identified Maesycwmmer as the last remaining bottleneck to traffic on the A472 and included improvements at Maesycwmmer within its overall list of future transport improvement schemes. The Maesycwmmer link is a critical part of the network that requires improvement, and as congestion is likely to continue to grow with traffic growth the improvement to this link becomes even more important.

4.44 The realistic options for an improvement are on-line improvements or an off-line relief road, which could be provided to the south of Maesycwmmer, commencing at the Crown Roundabout on the A472 and ending at the Duffryn Roundabout on the A469 Llanbradach Bypass. Such a route would encompass a large amount of land that could (subject to appropriate assessments) be released for development, providing much needed land for new housing in an area of housing pressure. The potential release of development land at this location could provide a mechanism for funding a new relief road that may not otherwise be available. The alternative on-line improvement of the existing road alignment, whilst cheaper, could have adverse impacts on the Maesycwmmer Conservation Area.

4.45 There is also a need to link east-west travel on the mid valley strategic route and north-south to Blackwood, a Principal Town Centre, and Oakdale, as a major employment destination, and the aspirational Crumlin station.

4.46 The strategic rail network would also benefit from east-west route improvements, which would enhance connectivity throughout the region. Due to the topography of the valleys, east-west movement has historically been problematic. The re-opening of the Cwmbargoed Line (potentially with an extension to Dowlais Top), the extension of Ebbw Valley services to Newport and improved frequency to Cardiff, and a new train service operating directly between Pontypridd and Caerphilly via Cardiff utilising the new bay platforms at each station would enhance east-west movement to some extent. The Council is keen to extend existing passenger services by seeking to reinstate the former Caerphilly-Machen-Newport line (Machen Line) for passenger transport use. If successful, this will create a new east-west link between Caerphilly and Newport.

4.47 Introducing a Mid Valleys transport corridor provides an opportunity for an interchange with existing north-south rail services at Newbridge. Options include enhancement of the existing station or development of a new station to enable these rail/BRT interchanges, as well as improvements to pedestrian and cycle infrastructure.

Active Travel

4.48 The Active Travel (Wales) Act has placed greater emphasis on local authorities realising the aim of higher proportions of trips undertaken on foot or by bicycle, particularly for short distance journeys. The provision of safe and efficient routes for pedestrians and cyclists is critical to encouraging more people to choose walking and cycling as a real method of travel, rather than just as a leisure pursuit. The original INM was adopted in 2018. The first review of the INM was completed in 2021 and then replaced by the adopted ATNM which changed the procedure for mapping in 2023. Annual updates to the ATNMs will be completed alongside the submission of the Active Travel Annual Report which should help to provide the relevant information and give a better understanding of any new information and updates to existing routes, improvement of old routes and implementation of new routes.

4.49 The Adopted LDP set out a raft of improvements to the cycle route network and many of these have been partially or completely implemented. Further improvements remain to be undertaken to increase accessibility to settlements and popular destinations in line with the ATNM.

5 Transport and the Preferred Strategy

5.1 The Preferred Strategy for the LDP, is based on the CCR Growth in Working Age Population growth scenario, that seeks to accommodate 6,750 new dwellings over the plan period, at an annual rate of 450 dwellings per year. The level of projected development will realise a corresponding population increase over the plan period of 11,598, resulting in a total population at the end of the plan period of 192,250.

5.2 The Preferred Strategy will focus development around key transport nodes and Town Centres and at a strategic site at Maesycwmmer (Parc Gwernau). Sites for allocation will be identified on the basis of their location in respect of the Metro rail stations, major bus stations and the Town and Local Centres, throughout the county borough.

5.3 The Preferred Strategy also makes provision for 44.5 hectares of employment land, to meet the need resulting from the proposed level of growth in the county borough.

5.4 The transport strategy will need to facilitate the development proposed in the 2RLDP as well as addressing existing issues currently facing the county borough. However, the Preferred Strategy addresses the high-level policy issues and the general spatial distribution of development, rather than specific allocations. Consequently, the transport strategy at this stage will need to address the issues at an appropriately strategic level.

Policy Framework

5.5 The Adopted LDP included three strategic transport policies, namely policies in respect of:

- Transport Infrastructure Improvement;
  Which sets out the parameters that the Council would consider against any proposed strategic transport improvement.

- Road Hierarchy;
  Which set out the hierarchy of roads that set the framework for managing highway issues through the County Wide Policies. The highways within each level of the hierarchy are included as an Appendix to the LDP.

- Parking Standards;
  Which identified parking zones that were used to implement the Council's car parking standards that are set out in a respective SPG document.

5.6 The Transport Infrastructure Improvement and Road Hierarchy policies are strategic in nature and should be retained, although the Transport Infrastructure Improvement policy should be amended and updated to reflect the Preferred Strategy and the emerging RTP.

Transport Improvement

The Council will support improvements to the transport network that:

A	**Improve the South East Wales Metro system;**
B	**Improve accessibility to the Principal and Local Centres and to employment opportunities;**
C	**Improve sustainable transport provision;**
D	**Promote and enable the use of ultra-low emission vehicles through the provision of charging infrastructure;**
E	**Improve the active travel network increasing accessibility in local areas;**
F	**Improve the strategic highway network where proposals will increase accessibility, mitigate against congestion, contribute towards sustainable transport reliability or enhance the resilience of the strategic highway network;**
G	**Improve facilities associated with sustainable transport, including park measures that would increase modal shift;**

Road Hierarchy

The following road hierarchy is identified to ensure a safe and efficient highway network:

1	**The Strategic Highway Network**
2	**County Routes**
3	**Distributor Roads**
4	**Access Roads**

5.7 The Parking Standards policy, however, is not a strategic policy as it does not set the framework for the operation of County Wide policies, which seek to manage proposed development. The Car Parking Standards and the associated Parking Zones are actually set out in Supplementary Planning Guidance. Consequently, it would be inappropriate to include a Parking Standards policy in the strategic policy framework in the Preferred Strategy. It should be noted that the parking guidelines are currently being reviewed, which should be completed within the next few months. A car parking policy will be included in the detailed Deposit version of the 2RLDP.

5.8 The policy framework set out in the Adopted LDP has performed well throughout since adoption and has maintained highway safety, whilst increasing opportunities for sustainable transport. However, national policy has changed dramatically in recent years.

5.9 Welsh Government's aim is for a 45/55% modal shift to walking, cycling and public transport. National policy is in place which promotes transit orientated development as well as requiring active travel to be an essential and integral component of new development. Therefore, a *Sustainable Transport* policy will be required, and this should reflect the sustainable transport hierarchy for planning.

> **Sustainable Transport Hierarchy**
>
> **All proposals must demonstrate that accessibility and movement have been based upon the following sustainable transport hierarchy as a fundamental part of the design of the proposed development:**
>
> **1   Walking**
>
> **2   Cycling**
>
> **3   Sustainable public transport**
>
> **4   Ultra Low Emission Vehicles**
>
> **5   Other vehicles**

5.10 There is also a need to consider whether a policy containing a modal shift target for Caerphilly County Borough should be included. However, there is a lack of robust evidence to support a policy and its implementation, including lack of a baseline figure to work from. However, it is expected that such a target will be determined regionally through the RTP and future Strategic Development Plan. Therefore, a *Modal Shift* policy will be included in the 2RLDP to promote and support proposals that will promote modal shift to assist in delivering the Welsh Government target of 45%.

> **Modal Shift**
>
> **The Council will encourage and support proposals that will promote modal shift to assist in delivering the Welsh Government target of 45% of trips by sustainable modes by 2040**

5.11 Whilst the requirement for electric vehicle charge points within residential development is expected to be included in the updated Building Regulations, there is a requirement for development plans to include policies requiring electric vehicle

charge points in non-residential development and therefore this should be included within the updated **Transport Improvement Policy** referred to above.

5.12 Another significant change that should be considered for the policy framework is whether a policy for protecting former transport routes should be introduced. Paragraph 8.14 of TAN 18: Transport advises that development plans should protect disued rail lines from development where there is a realistic prospect of their use for transport purposes in the future.

5.13 As part of the Sewta Rail Strategy Review (2013), the opportunity to review the feasibility of bringing the former Caerphilly to Newport rail line (Machen Line) back to beneficial use was taken. This study concluded that it was possible and the issue of protecting this route for future use needed to be considered, noting that further work should be undertaken to optimise the business case for the scheme. The reinstatement of this line also meets the aspirations of the South East Wales Metro concept, by providing rapid transit links between Caerphilly (both the town and county borough as a whole) and Newport. Given that there is a realistic prospect that this line will come to fruition in the longer term, the LDP should seek to protect this route along with any other routes that also have reasonable prospect of being realised. Whilst the Deposit LDP will identify which of the former rail lines should be protected, the Preferred Strategy should include a policy that sets the principle of *Safeguarding Former Transport Routes* for future transport purposes.

> ## Safeguarding Former Rail Lines
>
> **The routes of former railway lines that have the potential for transport related development will be safeguarded, particularly those that facilitate walking, cycling, rail freight or passenger movements.**

5.14 A number of key strategic improvements have been identified and these should be protected under a new policy entitled *Protecting Strategic Transport Improvement Routes*.

5.15 The former Machen Line will provide a key strategic public transport link between Caerphilly and Newport. In addition, it supports and complements the South East Wales Metro increasing accessibility between settlements within the Cardiff Capital Region.

The Adopted LDP safeguarded the route of the Cwmbargoed rail line for future reinstatement of the line for passenger services. This route in the Mid Valleys has the potential to link Merthyr (Dowlais Top) to Ystrad Mynach and then Cardiff.

> ## Protecting Strategic Transport Improvement Routes
>
> **The Council will protect the following strategic transport improvement routes from inappropriate development and will support and promote proposals for their implementation:**
>
> - **Cwmbargoed rail line (reinstatement of passenger services)**
> - **Caerphilly/Machen/Newport rail line (reinstatement of passenger services)**

5.16   CCBC's preferred strategy will not have one strategic site that relies on producing the majority of its housing and employment figures. Rather the 2RLDP will seek to develop a broader site allocation for development with a greater distribution of sites throughout the County Borough. These will be determined through site analysis upon submission and clarification of candidate sites as the LDP progresses. A vital part of this process will be to ensure that any preferred candidate site will have good access to public transit, be located close to a settlement centre and help CCBC provide a balanced response to the drive for net-zero by 2050.

5.17   Other transport policy changes relate to the Countywide policies and the Adopted LDP appendices, which are not of a strategic nature and so will not be addressed in the Preferred Strategy. However, these policies will be prepared for the Deposit version of the LDP and, as such, will be considered at that time as part of an update to this Transport Background Paper.

6   Next Steps

6.1   The Preferred Strategy will be subject of a six-week public consultation exercise commencing January 2025. A further call for candidate sites will commence with any further additional information for sites will be required. From May 2025, any accumulative work on submitted sites will be revised to firm up the preferred strategy and by August 2025 any proposed candidate sites will be finalised for the Deposit Plan. Whilst not forming part of the formal consultation documentation, the Background Papers will be made available for inspection as part of the consultation process. During the six-week consultation period comments can be submitted on the Preferred Strategy and the Candidate Sites.

6.2   Following the conclusion of the consultation period, the comments received will be considered and will inform the preparation of the Deposit Plan. As part of this process the Transport Background Paper will be reviewed and updated with information relevant to the Deposit Plan, including detailed consideration of the transport policy framework and allocations.

Appendix 1: Adopted Local Development Plan Allocations

	Allocation	Developed	Status / Comments
TR1.1	Rhymney Valley Linear Cycle Route - Heads of the Valleys to Bedwas / Caerphilly, HOV	Complete	Sections of route from HOV46 at Bute Town to Rhymney Comprehensive completed.
TR1.2	Completion and Extension of Cycle Route NCN 46	Outline design developed	Part of link due to be processed as part of the HOV A465 Trunk Road works. However works on the Cycle Route NCN 46 have been passed back to WG for further review and comment in the foreseeable future.
TR1.3	Bargoed Country Park to Bowen Industrial Estate	Outline design developed	No progress on scheme. CCBC are currently undertaking statutory Active Travel review, routes can be amended.
TR1.4	Extension to the Sirhowy Valley Cycle Route	Outline design developed	No progress on scheme. CCBC are currently undertaking statutory Active Travel review, routes can be amended.
TR1.5	Local Links to Bargoed Town Centre	Partially	No progress on scheme. CCBC are currently undertaking statutory Active Travel review, routes can be amended.
TR1.6	Link from Fochriw to NCN 46 via Rhaslas Pond	Not Developed	No progress on scheme.
TR1.7	Local Cycle Link from Argoed to Oakdale	Partially	One of two routes completed.
TR1.8	Rhymney Valley Linear Cycle Route - Heads of the Valleys to Bedwas / Caerphilly, Northern	Feasibility work developed	Included in Active Travel Network Map (different route alignment shown than that in LDP proposals map).
TR1.9	Network Links from Blackwood / Pontllanfraith	Not Developed	Some sections included in Active Travel Integrated Network Map. A WelTAG Active Travel study has been

			agreed to be undertaken in 2024/25.
TR1.10	Newbridge / Crumlin to Crosskeys and Sirhowy Valley / Pontllanfraith Cycle Link	Not Developed	Some sections included in Active Travel Integrated Network Map.
TR1.11	Local Links from Crumlin	Partially	Scheme not progressed.
TR1.12	Local Link from Penallta to Ystrad Mynach	Developed	INMC24 delivered.
TR1.13	Rhymney Valley Linear Cycle Route - Heads of the Valleys to Bedwas / Caerphilly, Southern	Not developed	Initial feasibility report looking at route options completed.
TR1.14	Caerphilly Basin Radial Routes	Partially	Some routes completed e.g. Senghenydd to Caerphilly town centre. Others still to be delivered.
TR1.15	Link from Crosskeys NCN47 to Newbridge	Not Developed	
TR2.1	Cwmbargoed rail line between Ystrad Mynach and Bedlinog	Not Developed	
TR3.1	Nelson (new rail station and P&R)	Not Developed	
TR3.2	Crumlin (new rail station and P&R)	Feasibility work developed	Welsh Government progressing scheme development.
TR3.3	Energlyn / Churchill Park (new rail station)	Developed	Station opened December 2013.
TR4.1	Rhymney rail P&R extension	Developed	Completed July 2014.
TR4.2	Bargoed rail P&R	Developed	Bargoed Park and Ride official opening November 2009.
TR4.3	Pengam rail P&R	Developed	Pengam Park and Ride official opening June 2013.
TR4.4	Llanbradach (new rail station and P&R)	Not developed	Scheme currently being progressed with WG.

			WelTAG Stage 2 Study completed.
TR5.1	**A467 Newbridge to Crosskeys**	**Not Developed**	Study commenced.
TR5.2	**A467 Newbridge to Crumlin**	**Not Developed**	
TR5.3	**A472 Ystrad Mynach to Nelson**	**Developed**	All improvements required for Ty Du development have been delivered.
TR5.4	**Newbridge Interchange**	**Not Developed**	
TR5.5	**A472 Crown Roundabout to Cwm Du Roundabout**	**Not Developed**	No progress on wider scheme described in TR 5.5, but improvements to the southern section completed as part of the Ysbyty Ystrad Fawr development. Options report complete.
TR6.1	**Tafwys Walk**	**Not Developed**	
TR6.2	**Trecenydd Roundabout**	**Developed**	Works completed October 2011.
TR6.3	**Pwllypant Roundabout**	**Developed**	Works completed November 2018.
TR6.4	**Bedwas Bridge Roundabout**	**Not Developed**	WelTAG Stage 1 Study completed.
TR6.5	**Piccadilly Gyratory**	**Not Developed**	
TR6.6	**Penrhos to Pwllypant**	**Not Developed**	
TR6.7	**Pwllypant to Bedwas**	**Not Developed**	
TR7.1	**Cwm Du Junction / Maesycwmmer Junction**	**Developed**	Highway improvements to support the Ysbyty Ystrad Fawr development complete.
TR7.2	**Bedwas Colliery Access Road**	**Not Developed**	
TR8.1	**A469 Bargoed and A4049 Aberbargoed to Rhymney**	**Not Developed**	A469 New Tredegar to Pontlottyn Highway Resilience Feasibility Option Appraisal Report completed July 2016. WelTAG Stage 2 Study ongoing.