



<b>TRANSPORT AND INFRASTRUCTURE COMMITTEE</b>	<b>AGENDA ITEM No: 2.2</b>
<b>09 JANUARY 2020</b>	<b>PUBLIC REPORT</b>

## LOCAL TRANSPORT PLAN

### 1.0 PURPOSE

- 1.1. The purpose of this report is to summarise the key points in the Combined Authority's Local Transport Plan (LTP) and highlight the changes made to the document following the public consultation in Summer 2019. The Committee is asked to recommend to the Board to approve the final LTP.

<b><u>DECISION REQUIRED</u></b>	
<b>Lead Member:</b>	<b>James Palmer, Mayor of the CPCA</b>
<b>Lead Officer:</b>	<b>Paul Raynes, Director of Delivery &amp; Strategy</b>
<b>Forward Plan Ref: Insert ref no on FP</b>	<b>Key Decision: Yes</b>
The Transport and Infrastructure Committee is recommended to:  (a) Note the Public Consultation Report and Final Local Transport Plan  (b) Recommend the approval of the Local Transport Plan to the CPCA Board.	<b>Voting arrangements</b>  A simple majority of all members

## 2.0 BACKGROUND

- 2.1 Following devolution, the Mayor and the Cambridgeshire and Peterborough Combined Authority (the Authority) assumed specific transport functions under the Cambridgeshire and Peterborough Combined Authority Order 2017. The Authority is the Local Transport Authority with strategic transport powers for the area.
- 2.2 At the Authority's Board meeting on the 28th June 2017, the Board agreed to adopt the previous LTPs of Cambridgeshire County Council and Peterborough City Council into a single interim LTP, until a comprehensive statutory process had been undertaken.
- 2.3 In July 2017, the Board approved the commission of a new LTP to fulfil its duty and address the new geographical reality. This LTP has four functions:
- To support the growth within the current Local Plans and the Local Plans currently being updated including South Cambs and City, Huntingdonshire and Fenland;
  - To provide a platform for the development of a transport system and policy framework that could support the level of growth identified in the Cambridgeshire and Peterborough Independent Economic Review (CPIER) and Growth Ambition Statement;
  - To provide the policy foundation for the CPCA transport projects identified within the 2019/20 CPCA Business Plan; and
  - To provide the policy foundation for development of the Non-Statutory Spatial Framework Phase 2.
- 2.4 In October 2018, the Board approved the scope of the LTP and its accompanying stakeholder engagement framework and strategy.
- 2.5 The revised LTP has been produced in partnership with Peterborough City Council, Cambridgeshire County Council, the Greater Cambridge Partnership, and the City and District Councils of Cambridge, East Cambridgeshire, Fenland, Huntingdonshire and South Cambridgeshire. Throughout the LTP's development, ongoing engagement has taken place with central Government, Highways England and Network Rail; as well as neighbouring Transport and Highway Authorities. In addition, to working with public sector partners, the LTP was informed by wider stakeholder consultation, including with transport operators; industry groups; and community organisations.
- 2.6 In May 2019 the Board approved the draft LTP. This was followed by a 15-week public consultation period starting on 17<sup>th</sup> June 2019. The statutory public consultation ran for 15 weeks and enabled the Authority to better understand the views of residents and other key stakeholders on the overarching strategic vision, aims and objectives as well as the detail within the LTP.

### 3.0 STATUTORY REQUIREMENTS

3.1. As the Transport Authority, the CPCA is required to:

- Produce a LTP;
- Develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport facilities and services within their area, and carry out their functions to implement those policies;
- Consult with private organisations that represent the interests of transport users, operators and any other person whom the Local Transport Authority considers appropriate;
- Ensure a Strategic Environmental Assessment (SEA) be undertaken. Local Transport Authorities should ensure that the SEA is an integral part of developing and ultimately delivering the LTP. DfT recommends that Local Authorities take their own legal advice to ensure they are complying with the requirements of the SEA in respect to the LTP strategy and implementation plans;
- Consider if the LTP is likely to have a significant effect on a European site. If a significant effect is likely, the LTP must be subject to an appropriate assessment. If this is the case, then statutory environmental bodies should be consulted; and
- Produce an Equality Impact Assessment. In the case of this LTP, a Community Impact Assessment has been used as an assessment tool to measure potential impacts across several different areas. The CIA covers the impacts on equality, health and communities. This is a continuous process and helps policy makers to examine any potential need for intervention. The process has centred on the delivery of two key documents – a Health Impact Assessment (HIA) and an Equalities Impact Assessment (EqIA).

3.2. The Combined Authority received a letter from a Parish Council after the close of the consultation raising questions about the process of preparing the LTP. Officers have undertaken a thorough review of the LTP and its supporting documents, including seeking legal advice, to ensure itself that the LTP has followed due process. This review has confirmed that the LTP did follow due process

The LTP will be subject to monitoring and review. The Board will decide on the need to review and update this LTP in the future. Paragraph 5.10 below discusses this further.

3.3. The LTP is a snapshot in time and therefore as strategies, policies and the overall direction of travel continues to evolve it is imperative that the Plan remains “live” and is therefore updated and revised in a timely manner to reflect the changing environment.

## 4.0 PUBLIC CONSULTATION

- 4.1 The Cambridgeshire and Peterborough LTP consultation ran for 15 weeks, between Monday 17<sup>th</sup> June and Friday 27<sup>th</sup> September 2019. The decision was taken to have a 15-week consultation rather than the 12-week statutory requirement as it was scheduled over the Summer months. It was designed to enable the Authority to better understand the views of residents and other key stakeholders on the overarching strategic vision, aims, objectives and the detail contained in the LTP.
- 4.2 During the consultation period, 24 consultation events were run throughout the Combined Authority area. These were typically half-day drop-in sessions where members of the public could come and read, discuss and question the content of the LTP. Alongside the consultation events, a survey was developed, which members of the public were encouraged to complete either online or using one of the hard copies handed out at events.
- 4.3 A total of 572 online surveys were completed, 213 emails received and around 650 people submitted a response at the consultation events. All responses were reviewed and used, where appropriate, to further iterate the LTP.
- 4.4 The Authority has undertaken an assessment of the public consultation undertaken during the development of the LTP. This review found that the public consultation met the statutory requirements for a strategic document of this type.
- 4.5 The Consultation Report is attached at Appendix A.
- 4.6 Amendments made to the LTP as a result of the consultation include:
- Clarification of the spatial planning context provided by existing Local Plan, and an update on the status of the Non-Statutory Spatial Framework Phase 2.
  - Adoption of net zero carbon by 2050 and clearer articulation of how delivery of the Local Transport Plan will work toward this.
  - Commitment to material net gain for biodiversity, and referencing to local commitment to double the area of rich wildlife habitat and natural greenspaces under management.
  - Minor modifications based on feedback from Natural England and Historic England for wording of an objective to “preserve and enhance out built, natural and historic environment”; policies (e.g. reference to heritage assets and registered monuments); and commitments for assessment as part of further scheme development.
  - Further detail contained within the policy for air quality and how air quality will be improved.
  - Introduction of a noise policy.
  - Identification of how strategic transport infrastructure will support the spread of prosperity across the full region.

- Inclusion of a feasibility study into the possible extension of the Cambridgeshire Autonomous Metro project to Peterborough via Ramsey; and a stop in East Cambridgeshire.
- Clearer articulation of the work of the Bus Reform Task Force and the potential benefits of bus franchising, including for rural and market town bus provision.
- Insistence that the rail works as part of the Ely Area Capacity Enhancement must ensure highway access is maintained to and through Queen Adelaide.
- Clarification of the meaning and level of segregation of “Dutch-style, high quality” cycling infrastructure and clearer articulation of how infrastructure for non-motorised users will integrate with new major public transport or highway infrastructure.
- Greater consideration of all non-motorised users (e.g. pedestrians, cyclists, horse riders).
- The development of a Delivery Plan, with greater clarity of how schemes can come forward and be prioritised in line with the CPCA Assurance Framework.
- Commitment to review and identify a programme for development of ‘daughter documents’.
- Corresponding revisions to the SEA, HRA and CIA.

## **5.0 LTP SUMMARY**

### 5.1. The Plan is split into three main parts:

- The LTP sets out the vision, goals and objectives that define how transport will support the Combined Authority’s Growth Ambition, and our overarching, strategic approach to meeting these objectives.
- The Transport Delivery Plan summarises the projects that the Combined Authority – together with our partners – aim to deliver over the lifetime of the LTP, and the mechanisms through which they will be delivered. It describes how the Delivery Plan will be monitored, reviewed and updated over time. In addition, the Delivery Plan also outlines the roles and responsibilities of the Authority and its delivery partners (separate annex). This document was drafted after Consultation.
- Our Policies describe the requirements in relation to transport planning and design, delivery, and operation and maintenance for the Authority, our public sector partners, key private sector and non-for-profit stakeholders. In addition, they also provide the overarching principles that underpin our decision-making, capital investment and revenue support for the transport infrastructure and services.

### 5.2. The LTP is also complemented by the following supporting documents:

- Evidence Base;
- Strategic Environmental Assessment (SEA);
- Habitats Regulation Assessment (HRA); and

- Community Impact Assessment (CIA) – that incorporate a Health Impact Assessment (HIA) and an Equality Impact Assessment (EqIA).

Appendix 4 details integration of LTP with SEA, HRA & CIA

## **Policy Alignment**

- 5.3. The LTP was developed in parallel with a range of other documents to ensure it is fully aligned with the Authority suite of schemes, programmes and initiatives that support our wider environmental, social and economic objectives. It has built on the body of the Mayor's Interim Transport Strategy Statement; previous LTPs; the work of the Greater Cambridge Partnership; and Local Planning Authorities' Local Plans. The LTP strongly aligns with local, regional and national policies.
- 5.5 The scale of opportunity for sustainable growth and development was evidenced by the CPIER, and the Authority's response to this in the form of our Growth Ambition Statement.
- 5.6 The spatial context for the strategy is provided by the Strategic Spatial Framework (non-statutory) and current Local Plans. Phase 1 of the Strategic Spatial Framework (SSF) sets out how the Authority will support the implementation of development strategies in Local Plans to 2036, so that jobs and homes ambitions are met. However, in order to meet our growth ambition, a step-change in housing delivery is required.
- 5.7 The SSF identifies the opportunities for longer-term strategic planning between the Authority and Planning Authorities from 2036 to 2050 and these will be developed through ongoing stakeholder engagement. Further work on stage 2 of the NSSF is ongoing and will be informed by and iterate with the LTP.
- 5.8 A key contribution to the Authority's efforts in this area is the work of the Bus Reform Programme. The Programme was launched early in 2019 and has three main workstreams: to establish an integrated framework to assess subsidy requirements; to identify and implement tangible short-term improvements to bus services; and to develop and examine the business case for a number of alternative delivery options for bus services in Cambridgeshire and Peterborough.
- 5.9 In addition to implementing a public transport system that genuinely offers an alternative to the private car, the LTP describes a range of policies designed to reduce the environmental footprint associated with travelling to, from and around Cambridgeshire and Peterborough. They include targets to achieve net zero carbon by 2050 in line with national priorities, and to double the area of rich wildlife habitat and natural greenspaces under management by 2050. The LTP includes the adoption of biodiversity net gain principles that mandates that all new developments must leave the natural environment in a measurably better state than beforehand, and extensive measures to enhance air quality.
- 5.10 The Authority will continue to work closely with its partners in spatial planning and the delivery of transport priorities to identify the most appropriate time to refresh the LTP. A new wave of Local Plans and the development of the Spatial

Framework, alongside with the findings by the Commission on Climate Change will form the evidence base for making the case to update and modify the LTP. The Board will monitor these developments and it will be for the Board to decide on the need to review and update this LTP in the future.

## **Vision**

5.11 The vision sets the aspirations for Cambridgeshire and Peterborough's transport network, reflecting our ambition to provide:

- A world-class transport network – Cambridgeshire and Peterborough aspire toward a transport system of the highest quality on a global stage, which meets the needs of residents, businesses, and visitors.
- Sustainable growth – the network will support the delivery of future economic and housing growth across the region that enhances overall quality of life, supports the transition to a net zero carbon economy and protects or enhances the environment.
- Opportunity for all – the network should support access to jobs, services and education for all, irrespective of income, age, ability, location, or access to a car.

## **Goals**

5.12 Our goals outline what wider outcomes the transport network in Cambridgeshire and Peterborough should achieve, and align with the guiding principles outlined in the Mayoral Interim Transport Strategy Statement and Growth Ambition Statement:

- Economy: Deliver economic growth and opportunity for all our communities;
- Society: Provide an accessible transport system to ensure everyone can thrive and be healthy; and
- Environment: Preserve and enhance our built, natural and historic environment and implement measures to achieve net zero carbon.

## **Objectives**

5.13 The objectives form the basis against which schemes, initiatives, and policies are assessed. They address the challenges and opportunities inherent in accommodating growth sustainably, enhancing freight and tourism connections, and putting people and the environment at the heart of transport design and decision making. The objectives of the LTP are:

- a) Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues;
- b) Connect all new and existing communities sustainably so residents can easily access a good job within 30 minutes, spreading the region's prosperity;
- c) Ensure all of our region's businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports;
- d) Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability;

- e) Embed a safe systems approach into all planning and transport operations to achieve Vision Zero – zero fatalities or serious injuries;
- f) Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible for all;
- g) Provide ‘healthy streets’ and high-quality public realm that puts people first and promotes active lifestyles;
- h) Ensure transport initiatives improve air quality across the region;
- i) Deliver a transport network that protects and enhances our natural, historic and built environments; and
- j) Reduce emissions to net zero by 2050 to minimise the impact of transport and travel on climate change

## **Guiding principles**

5.14 The principles provide overarching guidance to ensure that the LTP fulfils the overriding imperative for sustainable economic growth, including decarbonising transport on our journey to net zero carbon emissions by 2050. The guiding principles are to:

- Support economic growth and distributing prosperity;
- Integrate spatial planning and reducing the need to travel;
- Provide attractive alternatives to driving – ‘mode shift’;
- Prepare for the future of mobility;
- Green our transport infrastructure;
- Support social mobility and access to opportunity for all; and
- Protect and increase biodiversity.

## **Implementing the strategy**

5.15 The accompanying Delivery Plan outlines how the LTP will be delivered. The Delivery Plan aligns with the Authority’s Assurance Framework and Monitoring and Evaluation Framework. It summarises:

- The roles and responsibilities for delivering transport infrastructure and services;
- Explains the governance arrangements to ensure that delivery of the LTP is coordinated and controlled;
- Outlines a high-level schedule for delivery of transport investment;
- Indicates the sources of funding available to pay for the investment programme; and
- Explains how the success of the LTP will be monitored and, in time, evaluated.

5.16 In addition, it describes the important checks, balances and reviews that are in place to ensure the best possible use of public and private funds and parallel steps enhance efficiency in delivery of improvements to transport networks.



## **6.0 FINANCIAL IMPLICATIONS**

- 6.1. All projects need to comply with the Cambridgeshire and Peterborough Combined Authority Assurance Framework.
- 6.2. The financial implications of this LTP are reflected in the Combined Authority's Medium Term Financial Plan and would follow that process.

## **7.0 LEGAL IMPLICATIONS**

- 7.1. Article 8 of the Peterborough and Cambridgeshire Combined Authority Order 2017, confirmed the Cambridgeshire and Peterborough Combined Authority as the Local Transport Authority for its area. The Combined Authority assumed powers and duties contained within parts 4 and 5 of the Transport Act 1985, and under Article 8 (b) Part 2 of the Transport Act 2000 (as amended), which included the duty to produce an LTP.
- 7.2. The purpose of the LTP is to develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport (s.108 Transport Act 2000 as amended by the Local Transport Act 2008).
- 7.3. Developing a LTP is a duty of the Combined Authority by way of section 9 of the Local Transport Act 2008.

## **8.0 SIGNIFICANT IMPLICATIONS**

- 8.1. The Cambridgeshire and Peterborough Combined Authority Local Transport Plan, sets out the focus and alignment with the Local Plans for Transport and Infrastructure matters across the Cambridgeshire and Peterborough region.
- 8.2. As set out in paragraphs 3.3 and 5.10, the LTP may in future be updated as other strategic documentation, such as the Non-Statutory Spatial Framework, Climate Commission outcomes evolves.

## **9.0 APPENDICES**

- 9.1. Appendix 1 – Local Transport Plan Consultation report
- 9.2. Appendix 2 – Local Transport Plan
- 9.3. Appendix 3 – Delivery Plan
- 9.4. Appendix 4 – Local Transport Plan and Strategic Environmental Assessment Integration

<u>Source Documents</u>	<u>Location</u>
<p>1: June 2018 Board Decision</p> <p>2: July 2017 Board Paper</p> <p>3: October 2018 Board Paper</p> <p>4: May 2019 Board Decision</p>	<ol style="list-style-type: none"> <li>1. <a href="https://cambridgeshirepeterborough.sharepoint.com/sites/CPCATeamSite/Shared%20Documents/Board%20Meetings/Final%20Agendas%20(published)/2017/2017_06_28_Minutes.pdf">https://cambridgeshirepeterborough.sharepoint.com/sites/CPCATeamSite/Shared%20Documents/Board%20Meetings/Final%20Agendas%20(published)/2017/2017_06_28_Minutes.pdf</a></li> <li>2. <a href="http://cambridgeshirepeterborough-ca.gov.uk/meetings/show/2017-07-26">http://cambridgeshirepeterborough-ca.gov.uk/meetings/show/2017-07-26</a></li> <li>3. <a href="http://cambridgeshirepeterboroughca.gov.uk/meetings/show/2018-10-31/meetings/show/2018-10-31">http://cambridgeshirepeterboroughca.gov.uk/meetings/show/2018-10-31/meetings/show/2018-10-31</a></li> <li>4. <a href="https://cambridgeshirepeterborough.sharepoint.com/:w:/r/sites/CPCATeamSite/_layouts/15/Doc.aspx?sourcedoc=%7B280CADFE-7C9A-477A-98BA-E4D174AF5529%7D&amp;file=190529%20CA%20Minutes%20REVISED.doc&amp;action=default&amp;mobiledirect=true">https://cambridgeshirepeterborough.sharepoint.com/:w:/r/sites/CPCATeamSite/_layouts/15/Doc.aspx?sourcedoc=%7B280CADFE-7C9A-477A-98BA-E4D174AF5529%7D&amp;file=190529%20CA%20Minutes%20REVISED.doc&amp;action=default&amp;mobiledirect=true</a></li> </ol>