

LIVERPOOL CITY REGION COMBINED AUTHORITY

To: The Chair and Members of the Transport Committee

Meeting: 10 January 2019

Authority/Authorities Affected: All

EXEMPT/CONFIDENTIAL ITEM: No

REPORT OF THE DIRECTOR OF POLICY AND STRATEGIC COMMISSIONING

DEVELOPING A MAYORAL TRANSPORT PLAN

1. PURPOSE OF REPORT

- 1.1 The aim of this report is to seek the endorsement of the Transport Committee for the approach set out for the development of a clear, concise and updated transport policy statement in the form of a non-statutory Mayoral Transport Plan.
- 1.2 The report sets out timescales for its development and for consideration by the Transport Committee, ahead of its proposed adoption by the Combined Authority in April 2019.

2. RECOMMENDATIONS

- 2.1. It is recommended that the Transport Committee:
 - (a) endorses the approach set out in this report for the development of a non-statutory Mayoral Transport Plan to clearly articulate the City Region's vision and plans for transport;
 - (b) endorses the proposed timescales for its development, with a view to the Transport Committee considering the draft document on 4 April 2019 ahead of its proposed adoption by the Combined Authority on 12 April 2019; and
 - (c) notes that the Chair of the Transport Committee and Metro Mayor will receive regular briefings on the development and contents of the Mayoral Transport Plan.

3. BACKGROUND

- 3.1 The Combined Authority adopted its Corporate Plan in October 2018, to guide the activities of the Combined Authority between 2018 and 2020. Priority 4 of the plan

(“A transport network that connects people, goods and business”) includes the following headline action:-

“Produce a Mayoral Transport Plan that sets out our vision and delivery plans for transport; and supports our Local Industrial Strategy, Spatial Development Strategy and priorities for a cleaner, healthier & more inclusive LCR”

- 3.2 The objective is to clearly articulate the LCR’s vision for transport, to effectively guide the commissioning of activities, allocation of funds and the communication of the City Region’s vision and priorities to stakeholders.
- 3.3 Local Transport Plans (LTPs) form a statutory requirement under Transport Act 2000. The duty to develop an LTP falls to the local transport authority - the Combined Authority in the case of the Liverpool City Region. LTPs contain policies covering all forms of transport, and proposals for implementing those policies. Plans can be replaced and updated as authorities see fit, but being statutory documents a number of processes and provisions¹ apply, including:-
- scoping the overarching vision;
 - conducting a full evidence base review;
 - modelling baselines and options / scenarios and
 - consulting stakeholders and members of the public; and
 - undertaking statutory assessments (e.g. Habitats Directive assessment, Environmental Impact Assessment, Equality Impact Assessment).
- 3.4 The City Region currently has two LTPs in force, adopted in 2011, which pre-date the creation of the Combined Authority in 2014. They have effectively been “saved” as statements of the Combined Authority’s transport policies. The city region has two plans in force by virtue of the fact that Merseyside (via the former Merseyside Integrated Transport Authority) and Halton were separate local transport authorities prior to these powers being vested with the Combined Authority.
- 3.5 However, following the formation of the Combined Authority, a joint strategic framework for transport was deemed necessary, resulting in the “Transport Plan for Growth” (TPfG), being developed in March 2015. This acted as a bridge between the two statutory LTPs and reflected changes in Government policy since 2011. It also acted as a means of simplifying and communicating the LCR’s strategic transport priorities, the links to other policy areas, and emphasised the important role our partners have to play in delivering these priorities. However, given the pace of change since 2014, the “Transport Plan for Growth” needs refreshing, in order to reflect new changes and considerations.
- 3.6 Allied to this is the growth in the number of the detailed thematic plans and strategies developed since 2014, and which are listed in the table in Appendix One. The rationale for the development of these specific strategies is not disputed in any way, but there is considered to be a strong case for summarising key messages from these in a single, concise volume, to aid clarity and understanding.

¹ <http://webarchive.nationalarchives.gov.uk/20110505104156/http://www.dft.gov.uk/adobepdf/165237/ltp-guidance.pdf>

- 3.7 Although the Merseyside and Halton LTPs were produced nearly eight years ago, they set out a long term strategy to 2024 and 2026 respectively. The plans advocate a “New Mobility Culture”, where sustainable transport choices prevail, to provide access to new opportunities, support access to opportunity for all, and which reduce carbon and related emissions. The LTPs are based on clear evidence from across the world that clean, accessible and healthy city regions are prosperous city regions and conversely, that growing car usage, congestion and emissions should not be seen as inevitable consequences of rising growth and prosperity.
- 3.8 This vision is considered wholly relevant and consistent with the Metro Mayor’s and the Combined Authority’s inclusive growth objectives, and as such, remain valid and relevant as primary drivers of transport policy. However, for the reasons set out above, there is considered a need to update relevant parts in response to changing external and local circumstances and to draw together existing policy guidance that is spread across different documents in different locations at present.

4. PROPOSED NEXT STEPS

- 4.1 As noted, there is considered to be an urgent need for an updated transport policy statement for the LCR. Whilst the production of a new, single statutory Local Transport Plan for the LCR remains the longer term objective, this as an approach is not recommended for two main reasons.
- 4.2 Firstly, it is considered that the preparation of a statutory long term transport plan now would pre-empt the development of the City Region’s Local Industrial Strategy (LIS). Work is now underway on developing the LIS’s quantitative evidence base, which is expected to be complete by April 2019. This will be followed by qualitative evidence drawn from in-depth interviews and consultation, with work on the strategy commencing on August 2019. The LIS itself is anticipated to be complete by March 2020. As the LIS process will entail the creation of a detailed evidence base and a plan for inclusive growth across the City Region, it will have direct implications for transport need and transport demand. Developing a statutory transport plan in light of LIS evidence will more effectively integrate transport policy into wider socio economic considerations – a longstanding ambition for government and the City Region alike.
- 4.3 Secondly, it will be appreciated from 3.3 above that the process associated with the development of a statutory LTP is lengthy and would push the production of a plan well into 2020, which means that the opportunity to develop an overarching plan to fill an acknowledged gap is lost.
- 4.4 For this reason, a non-statutory approach is advocated, entailing the development of a short, overarching plan based on the current LTP policy context, the work done in producing the “Transport Plan for Growth” and the recent mode specific plans that are summarised in Appendix One. It would also reflect the new funding sources that the Combined Authority has access to (e.g. the Strategic Investment Fund) and also the existence of new priorities in the form of Transport for the North, Northern Powerhouse Rail and High Speed 2. This would have the aim of replacing the “Transport Plan for Growth” from 2014. Developing a non-statutory document

also has the advantage of being a much speedier process, as it would not be subject to the processes noted above.

4.5 The Mayoral Transport Plan would thus be short and based on synthesising existing policy, rather than seeking to develop a wholly new policy vision. This is because the latter could pre-empt modelling and evidence that will flow from the LIS process and necessitate formal assessment and appraisal processes

4.6 Looking at timescales, the proposed process is as follows:-

10 January 2019	<ul style="list-style-type: none"> Report to Transport Committee to seek endorsement of proposed process and scope
Between January and March	<ul style="list-style-type: none"> Development of text by Combined Authority officers with input from Merseytravel and local authorities. This would include consideration by the Transport Advisory Group, Engagement with the Portfolio Holder: Transport and Air Quality and by the Metro Mayor
4 th April	<ul style="list-style-type: none"> Consideration of draft document by the Transport Committee
12 th April	<ul style="list-style-type: none"> Consideration and adoption by the Combined Authority

5 RESOURCE IMPLICATIONS

5.1 There are no direct implications or costs associated with the development of a Mayoral Transport Plan, as it will be developed utilising existing staff resources.

6 RISKS AND MITIGATION

6.1 Developing a non-statutory Mayoral Transport Plan will address the risk that the city region's current transport policy context is fragmented, potentially complex and outdated in places.

7. EQUALITY AND DIVERSITY IMPLICATIONS

7.1 There are no direct implications at this stage. The existing LTPs have been subject to detailed assessment and the proposed Mayoral Transport Plan does not attempt to change the overall strategic direction, which has inclusive growth and equitable access to transport as overriding principles.

8. PRIVATE IMPLICATIONS

8.1 No implications. The existing LTPs, transport strategies and the proposed Mayoral Transport Plan are, and will be, public-facing documents.

9. COMMUNICATION ISSUES

- 9.1 The development of a short, overarching Mayoral Transport Plan will aid the communication of the City Region's transport vision and its priorities in a more public-facing and user friendly format.

10. CONCLUSION

- 10.1 The aim of the report is to seek the Transport Committee's endorsement for the approach set out above for the development of a non-statutory Mayoral Transport Plan, forming an updated and concise document to bridge the City Region's statutory Local Transport Plans (LTPs).
- 10.2 There is considered to be a pressing need for an updated transport policy statement for the city region. Whilst the production of a new, single statutory Local Transport Plan (LTP) for the LCR remains the longer term objective, this is not recommended now. This is on the basis that it would pre-empt the development of a Local Industrial Strategy and would be a lengthy process, based on the need for formal processes to be followed.
- 10.3 In the immediate term, a non-statutory approach is advocated, entailing the development of a short, overarching plan based on the current LTP policy context and the recent issues or mode-specific plans summarised in Appendix One. It would also reflect the new funding sources that the Combined Authority has access to, and also the existence of new priorities in the form of Transport for the North, Northern Powerhouse Rail and High Speed 2.
- 10.4 This would have the aim of replacing the "Transport Plan for Growth" from March 2015 with completion and adoption anticipated for April 2019.

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Appendices:

Appendix One - summary of existing transport policy framework across the LCR

Background Documents:

None

Appendix One
Summary of Current LCR Transport Policy Context

Name of Strategy	Broad aims / messages
Merseyside Local Transport Plan (2011) Halton Local Transport Plan (2011)	These constitute the Combined Authority's statutory transport framework, which were adopted in 2011 as legal requirements. The two plans' strategies remain extant, though the delivery plans have expired. The high level objectives are to ensure that transport supports economic growth, but at the same time reducing carbon and ensuring fairness and equity. These are considered to be in synergy with the new, inclusive growth agenda
A Transport Plan for Growth (2015)	Developed as an interim bridge between the two LTPs when the original LCRCA was established. It is non-statutory and defines its priorities as Growth, Low Carbon and Access to Opportunity
Mersey Ferries Strategy (2016)	Resetting the role of the ferries as a leisure asset, and to seek to put them on a more sustainable footing, being loss-making services. Highlights need for new vessels, and challenges the need for each of the existing termini
Bus Strategy (2016)	Grow bus patronage as a flexible and sustainable transport mode, and improve its quality and reliability, currently through a Bus Alliance (Merseytravel / Operators / LAs working together in partnership)
Rail Strategy (2017)	Update of earlier Rail Strategy to reflect changing circumstances, notably the constraints upon the network as a result of forecast growth in Liverpool City Centre and at Central Station
Local Journeys Strategy (2017)	Recognises that many journeys are short, but too many are made by car. Seeks to shift this balance in favour of walking and cycling, linked to the need for infrastructure and 'placemaking' to achieve this
Road Safety Strategy (2017)	Addresses the rising number of people killed and seriously injured upon our roads, through a mix of engineering, enforcement and educational measures
Rights of Way Improvement Plan (2018)	Seeks to provide a joined up approach to improving rights of way by integrating the network with other modes and provide a positive contribution to delivering the Local Journeys Strategy
Thematic strategies in development and led by Merseytravel at present <ul style="list-style-type: none"> • Mersey Tunnels Strategy, • Local Cycling and Walking Infrastructure Plan (LCWIP) • LCR Freight and Logistics Strategy 	