

Report Title	Developing the next Local Transport Plan	
Portfolio Holder	Cllr Liam Robinson, Transport and Air Quality	
Summary of decision being sought	An update on the development of the new Local Transport Plan (LTP) for the Liverpool City Region. To note the key messages emerging from the consultation process, and the headline findings from the modelling that will shape the development of the LTP's preferred strategy.	
Is this report exempt?	No	
Local Authorities affected	All	
Impact and implications of this report		
Financial impact	See paragraph 5.1	
Delegation (s) sought	None	
Supporting the Corporate Plan	A Fairer City Region	√
	A Stronger City Region	√
	A Cleaner City Region	√
	A Connected City Region	√
	A Vibrant City Region	√
Climate Change Implications	yes see paragraph 5.3	
Equality and Diversity implications	yes see paragraph 5.4	
Social Value implications	yes see paragraph 5.5	
Human Resources implications	yes see paragraph 5.6	
Physical Assets implications	yes see paragraph 5.7	
Information Technology implications	no	
Legal implications	yes see paragraph 5.8	
Risk and Mitigation	yes see paragraph 5.9	
Privacy implications	yes see paragraph 5.10	
Communication and consultation implications	yes see paragraph 5.11	
Contact Officer(s)	Huw Jenkins, Lead Officer – Transport Policy Suzanne Cain, Transport Policy Coordinator Ian Raymond, Evidence and Intelligence Officer	

Appendices

No

Background Documents

No

LCR TRANSPORT COMMITTEE

Thursday, 10 November 2022

REPORT OF THE EXECUTIVE DIRECTOR OF POLICY, STRATEGY AND GOVERNMENT RELATIONS

DEVELOPING THE NEXT LOCAL TRANSPORT PLAN

1. PURPOSE OF REPORT

- 1.1 This report provides an update for members of the Transport Committee on progress in the development of a new Local Transport Plan (LTP) for the Liverpool City Region.
- 1.2 The report is intended for information in the main, and members are asked to note the key messages that are emerging from the consultation process, including the broad endorsement of the overall direction of the plan.
- 1.3 It also sets out headline findings from the transport modelling of the four future travel scenarios developed, and the challenges presented, that will shape the development of the LTP's preferred strategy. The carbon modelling shows scale of the challenge is significant.
- 1.4 It updates members on the "State of Freight" workstream. This is an evidenced-based approach to identifying the challenges and opportunities of freight transport in the Liverpool City Region, including issues such as emissions, congestion, and modal shift opportunities.
- 1.5 Further information of the analytical work that is informing the plan, and the main components of the plan's preferred strategy will be presented to members at the next meeting.

2. RECOMMENDATIONS

- 2.1 It is recommended that the Transport Committee:
 - (a) note the depth of the consultation that has been undertaken on the Vision and Goals document that forms a first stage in the development of the new Local Transport Plan (LTP), including the key messages emerging together with the broad support for the new plan's vision;
 - (b) note the headline findings from the modelling of the four future travel scenarios developed and that will shape the development of the LTP's preferred strategy;
 - (c) note the work underway to build a more detailed picture of freight movements across the city region as part of the evidence that will inform the LTP and future investment and lobbying activities;

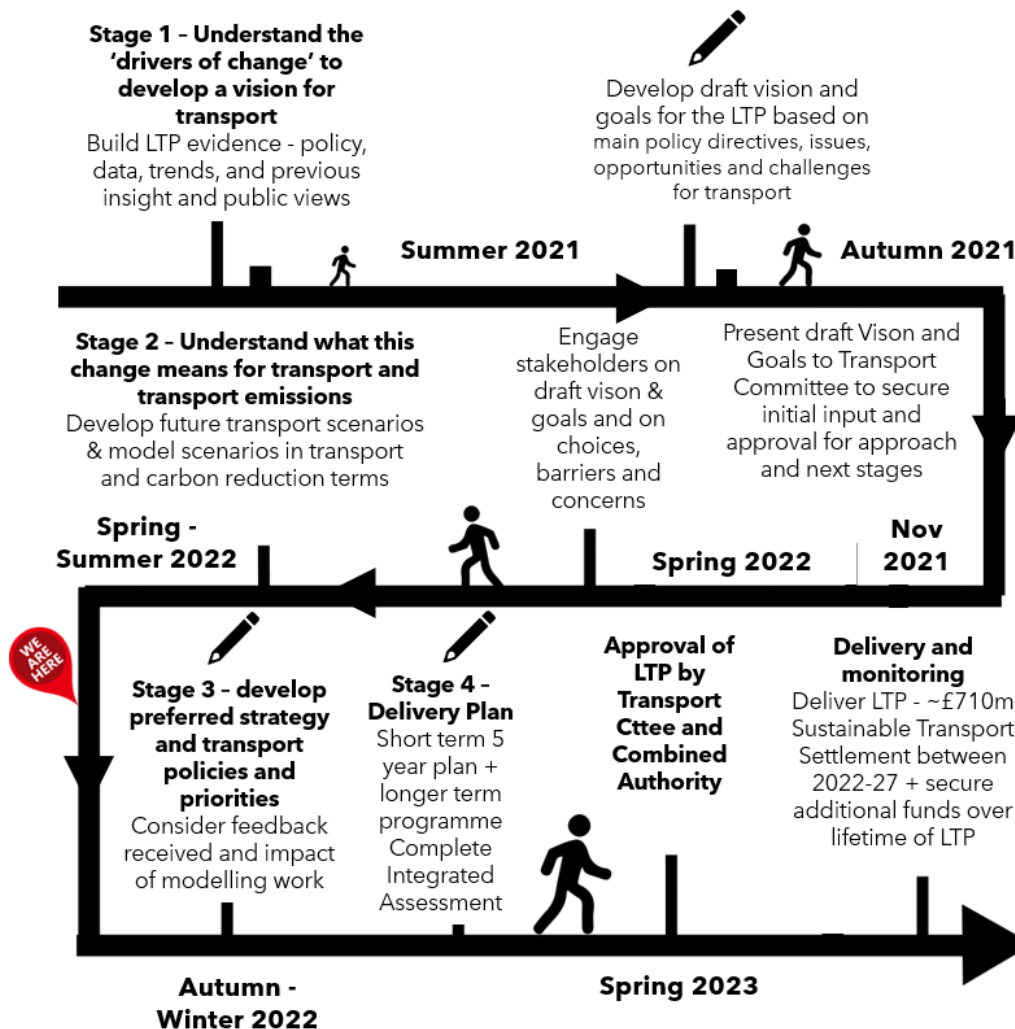
- (d) note the Integrated Assessment of the LTP that is underway to identify, and mitigate against the plan's risks or implications on the environment, on equality and diversity and on social value; and
- (e) note that there is delay to the publication of new, draft guidance on LTP's by the Department for Transport and that this introduces a degree of risk.

3. BACKGROUND

3.1 As members will recall, work on the next statutory LTP has been underway since last year, and the plan will look forward to 2040.

3.2 A staged process is being followed in the development of the plan, as shown in Figure 1.

Figure 1 - Timeline



4. KEY ISSUES TO DATE

4.1 Messages emerging from the consultation

Stage 1 in the above process has now concluded. This entailed the development of an Issues, Challenges and Goals document to set out the high-level challenges and ambitions expected of the transport network. Consultation on this document has covered 5 primary strands:

- Targeted research looking to engage on the draft vision and goals and how they are interpreted by LCR citizens and the freight industry;
- Workshops with children from 8 secondary and 8 primary schools;
- Workshops with over 55 age groups;
- engagement with people living with dementia;
- Open online consultation through the Combined Authority's website between 9 May and 31 July 2022.

4.2 The vision was understood to be about 'being more environmentally friendly' and creating a modern system. Language such as was repeatedly seen as positive, particularly *clean and safe*, and also *growth and prosperity*. *Resilient*, whilst generally understood in the context of Goal 4, caused some issues in terms of what it actually means, such that there is a need to be more explicit with respect to defining uncertainty and new technology. Respondents were sceptical about the achievability of net-zero, with doubts on whether people would be willing (or able) to give up petrol and diesel vehicles. There is, therefore, a clear need to focus on making sustainable alternatives easier to use.

4.3 For the school children, *safe* was important, in the context of crime prevention and security measures, along with road and vehicle safety and/or pedestrian safety. *Clean* was also important, although primarily in the context of hygienic and tidy. Again, cleanliness came out strongly as a driver to greater use of public transport, but with cost also a clear consideration. It was clear that the terminology was sometimes difficult for them to understand, with a request that thought is given to asking young people to 'youth-read' the document to ensure that the content is meaningful to them.

4.4 The key message from both people living with dementia and carers is that transport is important helping keep them connected to their families, communities, health services and support groups. Once again, the language used was seen as difficult to understand and mirrored the school children in their interpretation of *clean and safe*. Safety was a particular issue, with examples of situations when they don't feel safe, including staff attitudes and support, ease of journey, and the behaviour of other travellers.

4.5 As the online element of the consultation was open, some of the responses covered many aspects of transport, not just the Vision and Goals themselves. Prevalent themes were

- support for the environmental focus of the vision and goals
- recognising that economic growth is important, and it should not be at the expense of environmental considerations
- bus services that run more often

- the standard and frequency of the Southport – Manchester and Ormskirk – Preston routes
- making it easier to get to and from areas currently without a rail service, especially the airport
- moving more goods and freight by rail
- affordability, particularly, but not exclusively, for younger people
- tap and go and fare capping initiatives, along with more modern ticketing in general
- more cycle lanes, particularly segregation and greater attention to safety, particularly at junctions
- new housing proposals should have good public transport links, along with cycling and walking areas

4.6 As the LTP develops, there will be a need to use less technical language, and the vision itself may need to be shorter and snappier. The overlap between the goals has been pointed out many times, and as such there is an opportunity to simplify them. The importance of using the right language to set out the LTP’s messages is understood, as the success of the LTP is dependent on the right perceptions and decisions by members of the public – changing “hearts and minds” being as important as the right infrastructure and services.

4.7 However, the broad level of support emerging on the plan’s clear underlying decarbonisation and sustainable travel principles is reassuring, in providing validation of the vision. It also further validates earlier, related policy commitments around the importance of creating safe walking and cycling infrastructure, more affordable travel and more punctual and competitive bus services, as examples.

4.8 Moving to Stage 2 - initial analysis of scenario modelling

Work on Stage 2 includes the development of four scenarios around how the future of travel and transport might look, as a base case for the LTP. The scenarios are considered especially important in the context of uncertainty about the future. The scenarios can also be tested in transport and carbon terms, to provide an understanding of what these varying scenarios might mean, both positively and negatively against the draft Vision and Goals identified to date. The four scenarios identified are shown in table 1.

Table 1 – Four future travel scenarios

Scenario	Narrative in summary
Just About Managing	A business as usual model where both population growth, and economic growth, are weak. Travel use remains car-based, public transport demand is weak and climate change effects start to be felt.
Prioritised Places	Economic growth is moderate and homeworking rates grow. People increasingly move to more rural and coastal areas and work/life balance is important. Electric vehicle take-up is relatively high and people adopt shared forms of travel
Digitally Distributed	Green growth has boomed, and electric vehicles and new forms of mobility are growing, making the movement of people and goods much more efficient. More people work from home and live in cities and towns.
Urban Zero Carbon	The LCR is part of a thriving green economy and people choose to live in cities where public transport use is high as are levels of walking and cycling. Technology makes it easy for people to mix and match how they travel, and transport is much more efficient.

- 4.9 It is important to stress that these scenarios are **not in themselves preferred strategies or necessarily desirable outcomes**. Instead, they are narratives on what the future might look like and highlight potential risks and opportunities alike to which the transport plan needs to be responsive. This will help inform and shape the LTP's preferred strategy whilst also ensuring that schemes and interventions coming forward can also be considered and validated against a range of different futures. This is fully in line with government guidance on uncertainty.
- 4.10 The charts that follow summarise some of the salient issues arising from the transport modelling that has been undertaken to date. The immediate aspect to highlight from the modelling is that the four scenarios appear challenging, as they predict increases in number of trips, including light vans and cars overall, with shares of sustainable modes typically falling, especially under the "just about managing" scenario, as shown in tables 2 and 3

Table 2 – Trip Growth by Scenario

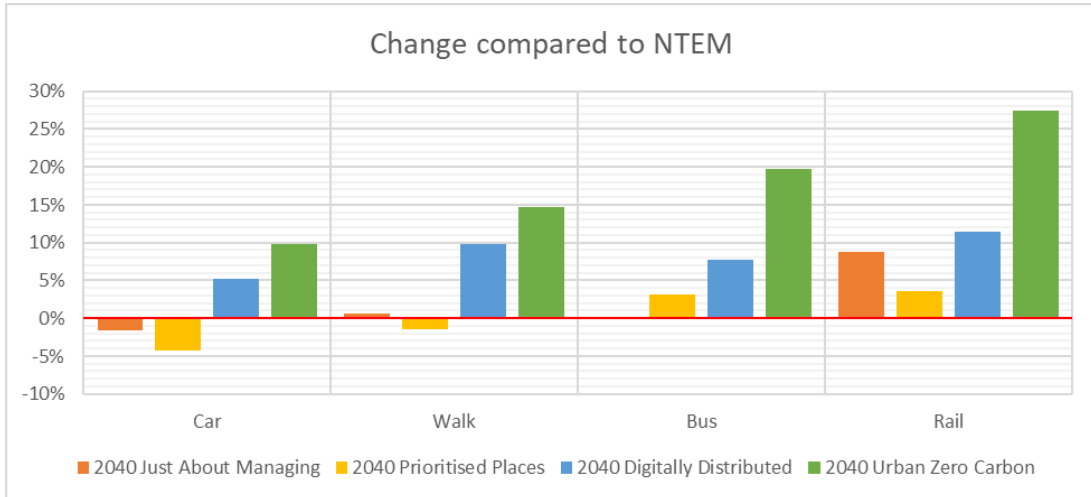
Full Modelling Results – Growth in Trips					
Growth in Trips (%), 24 hour, 2017-2040 (Within LCR)					
	NTEM	Just About Managing	Prioritised Places	Digitally Distributed	Urban Zero Carbon
Car	12%	10%	8%	18%	23%
Bus	-22%	-23%	-20%	-16%	-7%
Rail	-13%	-5%	-10%	-3%	11%
Walk/Cycle	-6%	-6%	-8%	3%	7%
Total (non Freight)	3%	2%	0%	10%	16%
LGV	33%	32%	33%	60%	34%
OGV	2%	4%	-1%	6%	4%
Total	7%	6%	4%	15%	19%

Table 2 – Total Trips

Modelling Results – Total Trips						
Total Trips, 24 hour, 2040 (Within LCR)						
	Base (2017)	NTEM	Just About Managing	Prioritised Places	Digitally Distributed	Urban Zero Carbon
Car	1,866,000	2,159,000	2,123,000	2,066,000	2,272,000	2,372,000
Bus	281,000	218,000	218,000	225,000	235,000	261,000
Rail	129,000	113,000	123,000	117,000	126,000	144,000
Walk/Cycle	882,000	832,000	837,000	820,000	914,000	954,000
Total (non Freight)	3,158,000	3,322,000	3,301,000	3,229,000	3,547,000	3,731,000
LGV	230,000	305,000	305,000	307,000	369,000	308,000
OGV	99,000	101,000	103,000	97,000	104,000	103,000
Total	3,487,000	3,729,000	3,708,000	3,633,000	4,020,000	4,142,000

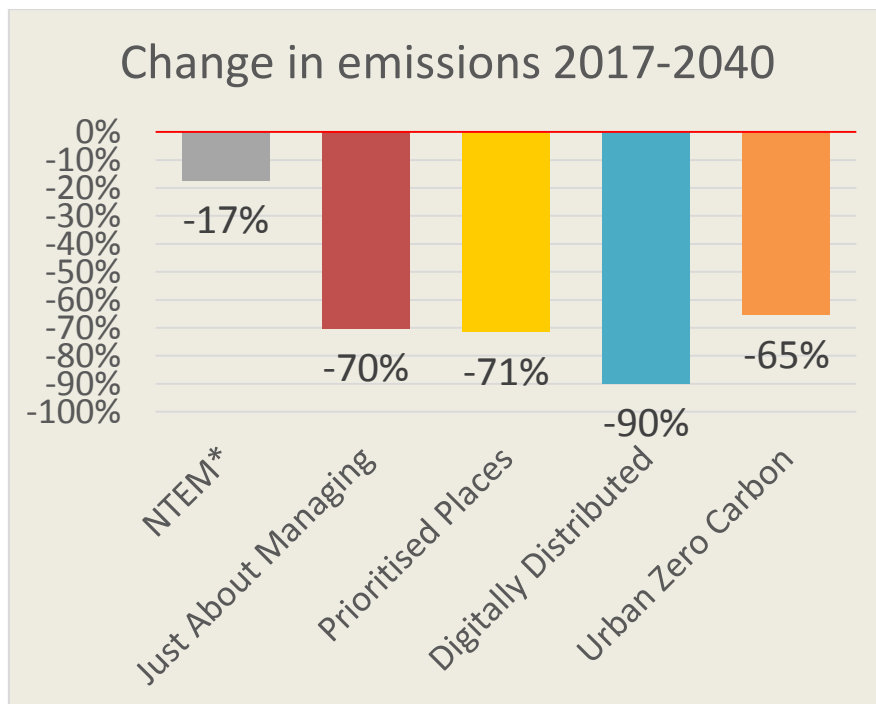
4.11 However, it is equally important to compare the modelling of the LCR scenarios with the Department for Transport's NTEM (National Trip End Matrices) forecast, insofar as many of the LCR's scenarios are shown to perform better. However, as figure 2 shows, there are positive variations to be seen, and with rail growing significantly in the Urban Zero Carbon scenario, as an example.

Figure 2 – comparison with NTEM



4.12 The process of developing the new LTP's preferred strategy specifically includes carbon modelling as an integral part of the process, so that the impact of new policies and interventions can be quantified. Initial analysis of "Do Minimum" again paints a challenging picture in terms of the scale of the challenge, across all four scenarios, as shown in figure 3.

Figure 3 – Change in emissions



*Data behind DfT's NTEM, incl. ZEV uptake, expected to be updated in November

4.13 The modelling shows the LCR performing better than the very conservative central NTEM forecast. The scenarios suggest that by 2040, road traffic emissions could reduce by between 90% and 65%, leaving a gap to “net zero” of at least 10% and at worst 35% that needs addressing. It is worth noting that:

- Cars form 67-69% of remaining emissions
- LGVs form 18-20% of remaining emissions
- HGVs form 13-14% of remaining emissions
- This covers both journeys within and to/from LCR

4.14 Members are reminded that this analysis assumes a “do minimum” baseline – one that models what the future might look like in response to economic and societal change, and not as a result of specific local policies, actions or investments. It factors in committed transport projects, but not necessarily delivery of the full £710 million City Region Sustainable Transport Settlement (CRSTS) programme. This is because a number of projects within the overall programme have yet to be formally approved by the Combined Authority. Neither is the modelling sufficiently detailed to draw out the impacts of small-scale or localised projects; for example, in terms of delivering net zero, the first 20 hydrogen buses in the LCR are likely to have minimal carbon impact by themselves. The importance and value of pump-priming new, zero emission fleets is not in dispute, but instead, the modelling assumes that by 2040, the bus fleets will be largely zero emission. The new rail station at Headbolt Lane has been included as a committed scheme, as work is already underway on the station. Again, the ground-breaking battery operation of the new Merseyrail fleet (the Independently Powered Electrical Multiple Unit, or IPEMU) by itself is not likely to impact on net zero, as rail emissions are already very low. However, further expansion of Merseyrail services using IPEMU (such as to Burscough or the Borderlands line) would inevitably begin to have an impact, as they would enable the shift that is needed from travel by car to rail. It is worth adding, however, there would be a prerequisite in ensuring the city centre stations can cope with these additions.

4.15 The next stage in the LTP process is to test a preferred strategy against these baselines using the model and carbon toolkit to understand the likely impact. It will be immediately apparent that measures to achieve very significant modal shift will need to be a big part of this preferred strategy, in order to deliver the goal of a clean, liveable, safe and healthy transport system in 2040 that is not characterised by “cleaner congestion” and private vehicle dominance. The modelling will help to quantify the scale of this shift in travel behaviour that is needed.

4.16 Data emerging on freight movements across the city region

Work continues to progress the “State of Freight” - the Combined Authority’s evidenced-based approach to the challenges and opportunities of freight transport in the Liverpool City Region, including issues such as emissions, congestion, and modal shift opportunities. The work divides the analysis into:

- a) freight to/from the port
- b) freight to/from other key logistics hubs in the city region
- c) last mile for businesses
- d) last mile for consumers
- e) all other freight.

This forms an important input to the LTP.

- 4.17 Data has been provided by the commissioned consultants, in terms of origins/destinations within Great Britain of this freight, split both by freight type (roll-on, roll-off/load-on load off/bulk) and Port of Liverpool terminal. Initial presentation of this data and internal analysis suggests a significant number of potential freight flows that could lend themselves to modal shift to rail, including destinations in the Midlands and Yorkshire, and to water, e.g. the Irish Sea Region and Scotland. However, some freight, to more local destinations in LCR and North West, will still inevitably need to go by road due to the shorter distances. This is where opportunities may present to encourage shift to zero emission vehicles.
- 4.18 Work is underway to undertake further analysis to better quantify these flows and identify potential transport schemes or solutions and specific opportunities for modal shift to rail and water. Also, where some freight needs to still go by road, what proportion is that and so how can shift this to zero emission vehicles such as electric or hydrogen lorries.
- 4.19 Work is also ongoing on the other elements of *State of Freight*. Data initially presented to support the LTP Vision and Goals document is being presented in a deeper dive of the available intelligence, which will be placed into a detailed evidence base document to accompany the final LTP. This includes recent updates of data from DfT, such as additional information on use of light goods vehicles. In the longer term, it is expected that more detailed freight evidence will be available via Transport for the North, and officers are working closely with this team to help shape such evidence.
- 4.20 The Integrated Impact Assessment of the Local Transport Plan
- In line with existing statutory requirements governing the production of Local Transport Plans in the Transport Act 2008, an Integrated Impact Assessment (IIA) of the plan is now underway. The IIA will include consideration of the plan's implications on the environment, health, equality and diversity and social value. This commission will run from November 2022 until the plan is finalised in 2023. Issues arising from this work, especially any adverse implications, risks or mitigations required, will be shared with in future reports.
- 4.21 New guidance on Local Transport Plans by Department for Transport
- The Department for Transport intends to publish new guidance on LTPs to replace outdated guidance from 2009. Allied to this is the government's desire to rekindle LTPs as important statements of local transport authorities' ambitions, especially on how they will decarbonise transport. There is also a growing expectation that LTPs will be used to monitor progress and performance locally, and to inform future funding awards.
- 4.22 Draft guidance was initially expected in summer 2022. In light of the very significant political changes nationally, the aim now is to undertake consultation later in the autumn, with the final guidance being published in early 2023.

- 4.23 This slippage is not expected to affect the high level target set by government for all local transport authorities to update their LTPs by the end of this parliament in 2024, noting that authorities will be able to use the guidance in consultation form to renew their plans. However, it is important to flag that the delay to the publication of the new guidance may have a knock-on impact locally and the programme set out above may need to be flexed, especially in the event that new requirements or processes are introduced.
- 4.24 Notwithstanding, officers have been reassured that the principles that will be set out in the new national guidance are consistent with the approach being developed locally. The risk of abortive work, or a need to radically change the approach locally, is considered to be low.
- 4.25 There will be a clear requirement for new LTPs to target transport emissions and estimate the carbon impacts of proposed interventions. This will follow the commitment in DfT's Transport Decarbonisation Plan to making *Quantifiable Carbon Reductions* a fundamental part of local transport planning. Local authorities will also be encouraged to consider the carbon emissions associated with construction and the maintenance of existing infrastructure - e.g. the emissions generated from the production of cement, concrete and tarmac.
- 4.26 The process of developing the new LTP's preferred strategy as a next step will specifically include carbon modelling as an integral part of the process, so that the impact of new policies and interventions can be quantified.

5. IMPACT AND IMPLICATIONS

5.1 Financial

There are no direct financial consequences arising from this report. However, the LTP will be used to draw down and prioritise funding, so has direct and potentially, very significant financial implications. There is also likely to be increasing weight associated with having a robust LTP in place, as a condition of securing new funds from government. LTPs are also likely to act as a means of providing assurances that priorities such as decarbonisation are being implemented locally.

There are direct costs associated with the modelling of the future travel scenarios and testing of the preferred strategy, and also for the independent Integrated Assessment that's underway. These are being met from within budgets managed by the Policy, Strategy and Government Relations Directorate.

5.2 Supporting the Corporate Plan

The LTP will touch on all aspects of the Corporate Plan.

5.3 Climate Change

A core aim of the new LTP is to reduce the impact of transport in carbon and air quality terms. Carbon emissions from transport currently amount to some 1/3 of all of the city region's carbon emissions, and 70% of these emissions are from private cars. As noted above, LTPs will be required to set out Quantifiable Carbon Reductions (QCRs) in the new guidance that is awaited from the Department for Transport.

5.4 Equality and Diversity

An Equality Impact Assessment will be undertaken as part of an external commission to undertake a wider IIA. This is now in the process of being procured.

5.5 Social Value

A Social Value Assessment will be undertaken as part of an external commission to undertake a wider IIA. This is now in the process of being procured. The social value approaches of bidders for this commission was also used as a criterion in the scoring of the quality-related aspects of the submissions.

5.6 Human Resources

The production of the LTP involves a series of linked stages and officers have calculated a timescale of 18 months from start to finish based on earlier LTPs locally and across other Combined Authority areas. Much of the work will be undertaken using existing internal resources, but there will be a need to draw in specialised input as required, as in the case of the Integrated Assessment and detailed transport modelling.

5.7 Physical Assets

No implications at this stage, but the LTP will include a delivery programme that either creates new, or manages the maintenance and use of existing, physical assets.

5.8 Legal

The development of a LTP is a statutory requirement under the 2008 Transport Act. This is a duty that rests with the Combined Authority as the Local Transport Authority.

5.9 Risks and Mitigation

The production of a new LTP is considered important to address significant risks that the City Region faces from transport and climate change, including atmospheric emissions, death and serious injury on the roads and less tangible risks to health, inclusion and economic potential. The development of a new LTP will seek to address the challenges facing the Liverpool City Region and draw these into a costed and prioritised series of policies and programmes.

There are also risks presented to the LTP's development timescales. The intention from the outset has been to secure completion on the plan by Spring 2023. However, there have been technical delays in running the scenario modelling that will form a critical part of the carbon reduction modelling and preferred strategy. Moreover, delays in issuing new guidance on LTPs from the Department for Transport present a bigger risk to the timescales. New guidance was anticipated in the summer of 2022, but will now slip to the autumn, with final guidance expected in the new year. The risks associated with abortive work or any new requirements arising from the new guidance are considered low, based on engagement with DfT officials. However, any additional requirements arising from the guidance may extend the timelines beyond Spring 2023.

5.10 Privacy

There are no direct implications; the privacy of respondents to the consultation processes described above, including names, addresses and email addresses, will continue to be protected.

5.11 Communication and Consultation

Both consultation and engagement are an important part of this initial stage, reflecting that significant change is needed in the way that transport is planned and used. Accordingly, the Combined Authority is very grateful for the input received thus far, as the engagement in the plan has allowed us to understand what matters to the people who live and work in the Liverpool City Region.

A very significant shift is needed towards walking, cycling and public transport, in order to meet binding commitments on decarbonisation, both at a city region and national level. Communications and marketing to help encourage behaviour change and provide support and reassurance will be vital to support this. The consultation processes described in this report reiterate the importance of communicating the aims of the plan in a simple, user-friendly way.

6. CONCLUSION

- 6.1 This report updates members of the Transport Committee on the development of the new LTP for the Liverpool City Region. It summarises the consultation that has been undertaken on the Vision and Goals document that forms a first stage in the development of the new LTP, including the key messages emerging together with the broad support for the new plan's vision.

- 6.2 The likely transport implications of the four future transport scenarios appear stark and challenging, as they predict increases in number of trips, including light vans and cars overall, with shares of sustainable modes typically falling. This highlights the scale of the challenge and the scale and pace of modal shift that is likely to be needed as part of the LTP's preferred strategy. It is noted also that the responsibility for delivering net zero does not rest solely with the Combined Authority, and wider societal changes will also be needed.
- 6.3 An Integrated Assessment of the Local Transport Plan is underway to identify, and mitigate against, the plan's risks or implications on the environment, on equality and diversity and on social value.
- 6.4 Finally, new draft guidance on Local Transport Plans from the Department for Transport remains delayed, and which introduces a degree of risk into the process.

KIRSTY McLEAN
Executive Director Policy, Strategy and
Government Relations

CLLR LIAM ROBINSON
Portfolio Holder –
Transport and Air Quality

Appendices:

None

Background Documents:

None