



**Open Report on behalf of Andy Gutherson, Executive Director - Place**

Report to:	<b>Executive</b>
Date:	<b>8 February 2022</b>
Subject:	<b>Local Transport Plan (LTP 5)</b>
Decision Reference:	<b>I022898</b>
Key decision?	<b>Yes</b>

**Summary:**

This report provides a summary of the public consultation responses to Local Transport Plan (LTP5) and sets out a series of recommendations to address the issues raised by consultees.

The report recommends that the consultation version of LTP5 attached as Appendix A, amended as set out in red in Appendix C, is recommended to Full Council for adoption as part of the Council's Policy Framework.

**Recommendation(s):**

That the Executive: -

- (1)** recommends the LTP5 Consultation Draft document attached at Appendix A, amended as set out in red in Appendix C, to Full Council for adoption as Lincolnshire County Council's Local Transport Plan in accordance with its duty under the Transport Act 2000 and to form part of the Council's Policy Framework in place of the existing Local Transport Plan.
- (2)** delegates to the Executive Director – Place in consultation with the Leader of the Council (Executive Councillor for Resources, Communications and Commissioning) and the Executive Councillor for Highways, Transport and IT, authority to make and approve any amendments prior to submission to Full Council.

**Alternatives Considered:**

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| 1. | Production of an LTP is a statutory requirement, although the Authority can choose as and when to review or replace it. There is limited scope for an |
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alternative approach to LTP development as it needs to ensure it complies with current government requirements and, also, integrates with existing local strategies and objectives.

**Reasons for Recommendation:**

It is in line with the Authority's Statutory Duty, follows current Department for Transport Guidance in developing an integrated approach for delivering transport investment and is based on extensive engagement with stakeholders both internal and external and a wide-ranging public consultation exercise.

**1. Background**

1.1 The Council in its role as local transport authority has the duty to produce a Local Transport Plan (LTP) and an obligation to develop policies for the promotion and encouragement of safe integrated efficient and economic transport to, from and within the Council's area and then implement the policies. The Council must keep its LTP under review and must alter it if it considers it appropriate to do so. The Council may replace its LTP as it sees fit. LTP 5 has been developed to fulfil this requirement and it is proposed that it replace the existing Local Transport Plan (LTP 4).

1.2 The Department for Transport (DfT) have highlighted a broadening role for LTPs in recent policy announcements, with greater emphasis being placed on the document as part of the Decarbonisation of Transport and Bus Service Improvement Plans. The direction of travel for LTPs is that they are to become the cornerstone of local transport policy and are likely to form the basis and evidence for future government investment in local highways and transport.

1.3 The function and role of this LTP is to set out a high-level transport strategy for the whole of the County and put the authority at the forefront of the changing nature of LTPs by providing integration with wider policy areas such as economic development, health, and climate change. It is also acting as a framework for the development of the current transformational Bus Service Improvement Plan (BSIP) Project and the locally focussed Area Transport Strategies.

1.4 LTP 5 has been built upon the foundations of existing Council policy including the Corporate Plan and Green Master Plan as well as taking account of the wider spatial planning requirements laid out in the numerous Local Development Plans across Lincolnshire.

1.5 As a result of this broad policy base, 6 key and interwoven themes have been identified including:

1. Supporting Economic Growth;
2. Future Ready Green Transport (Climate Change);
3. Promoting Thriving Environments;

4. Supporting Safety, Security and a Healthy Lifestyle;
5. Promoting High Aspirations and
6. Improving the Quality of Life.

Each of these themes has several more detailed objectives that seek to support the broad themes but through the lens of transport and connectivity.

1.6 Technical work has been on-going throughout 2021 to provide the evidence to support the objectives and supporting policy and provide direction for future service interventions and infrastructure requirements. Engagement work with key internal and external stakeholders has also taken place. This led to the Public Consultation draft of LTP 5 which is attached at Appendix A. As part of the statutory nature of the LTP there is a requirement to go out to formal public consultation and this report provides a summary of the results of that consultation process and a set of recommendations and suggested changes to the consultation draft LTP so that formal adoption can take place through Full Council in February, having been through scrutiny and the Executive.

1.7 Given the scale and complexity of the document and following advice from Corporate Communication and Engagement, a prospectus was developed to both summarise the core content and messages of LTP 5 as well as provide an accessible initial point of contact with the Plan and enable a more meaningful and welcoming consultation process. This document is attached at Appendix B and will be edited following approval of LTP 5 to act as a summary document for the public and stakeholders and be made available on the Council's website.

1.8 The LTP public consultation utilised the new web-based consultation and engagement software enabling a virtual only consultation process. With the ongoing pandemic and reluctance of some members of the public to attend gatherings and meetings this was considered the most appropriate form of consultation in the circumstances.

1.9 The webpage and survey developed for consultation purposes received in excess of 3300 visits, with over 1200 documents being downloaded, and 731 surveys being completed. In addition, several organisations provided longer written responses to the email address provided, these were mainly from District and parish councils and special interest groups such as the Community Rail Partnership and cycling groups.

Summary of Number of Respondents (some completed in more than one capacity)

Businesses	29
County Councillor	8
District Councillor	16
Town/ Parish Council	63
Resident	583
Transport Operator	6
Someone who works in Lincolnshire (non-resident)	103
Other	42

1.10 Respondents were asked to rank the priority of the 6 themes identified in LTP5 (Appendix A page 69), with a 1 being the highest priority and 6 the lowest. The highest ranking was “Promoting the Quality of Life” with an average score of 2.87, the remaining themes all averaged about 3 apart from “Promoting High Aspirations” which scored the lowest priority average at 5.01.

1.11 As part of the consultation the survey asked respondents to rate their support of the objectives contained in LTP 5 (Appendix A page 69). The responses were overwhelmingly positive with the highest supported objective being “Ensure a resilient and reliable transport system for the movement of people, goods and services” with 97.1% of respondents strongly agreeing or agreeing with that objective. Even the objective with the least support “Support the introduction of low carbon technologies and thus reduce reliance on fossil fuels” still had an overall approval of 80.7%.

1.12 The penultimate section of the survey asked respondents to consider a range of possible interventions (Appendix B pages 21-25) and indicate whether it was a good idea in principle, something they felt would work in their area or if they felt the intervention was not right. The greatest support in principle was for creative and innovative solutions in personal and public transport, with almost as many people wanting to see this in their local area (323 and 304 respectively). The highest level of support for an intervention in their local area was the Support for the BSIP and the introduction of electric bus towns (363 with a further 267 thinking it a good idea in principle). Unsurprisingly, given the proportionately higher levels of public as opposed to business responses, support for Heavy Goods Vehicles (HGV) access to ports and other issues around freight proved the least popular (284) but nearly eight times as many people supported improvements to the freight network as those who didn’t want to see interventions (36).

1.13 The final part of the survey provided a free text section for general comments and to add anything else. These were grouped by mode to allow better analysis; the basic comments fell into the following categories:

<b>Mode</b>	<b>Number of comments</b>
Bus	86
Car	74
Rail	45
Cycling	26
Freight	14
Walking	14
Electric	11

#### Summary of Modal Comments

The bus related comments were almost exclusively seeking improvements to bus services be those greater levels of service, or extended operating times, but also a desire to see better use of technology for tracking and booking services and improved integration with rail. Ideas of park and rides also saw some levels of

support. There was some criticism of fare levels and the size of buses used on certain routes.

Car related comments focused on the need for greater investment in highway maintenance with comments about not building more if the current infrastructure cannot be maintained and the need to invest in alternatives so that the car is not seen as the go to mode. Given the timing of the survey Climate Change Conference 2021 (COP 26) is mentioned on several occasions. There are a few specific comments relating to A16 and A17 and the need to improve the routes for all road users.

Rail related comments are similar to the bus comments with regard to improved service levels, better stations and integration. Reopening of closed lines is a popular response as is the reopening of some stations or creating new ones. There are many references to shifting freight from road to rail.

Cycling comments are highly supportive of additional cycle provision in the form of safer routes and developing of wider networks. Support for training for cyclists is also mentioned.

Freight comments are entirely focused on the shift of freight from road to rail.

Walking comments mirror the ones on cycling with a desire to see safe networks to encourage and support greater levels of walking.

Responses in terms of Electric Vehicles (EV) are a little more mixed with a minority of comments thinking any move to EV is a waste of time and money. The majority, however, feel greater investment in charging points and supporting infrastructure is needed alongside E-Bus solutions.

1.14 In addition to the online survey, the email address [ltpl@lincolnshire.gov.uk](mailto:ltpl@lincolnshire.gov.uk) was widely publicised to enable more substantive comments to be provided as well as the organisation of a virtual LTP conference to which all District Council Leaders and Chief Executives were invited alongside the other authorities making up Greater Lincolnshire.

1.15 A summary of the substantive comments made via the email address and the LTP conference alongside officer recommendations in taking account of them is included at Appendix C. Some of those comments have led to proposals to amend the LTP and these are shown in red within Appendix C.

1.16 For completeness also attached to this report in Appendices D through to J are the LTP supporting modal strategies. Whilst not forming part of the statutory LTP, the development of these strategies has informed the development of the LTP and will provide a thorough set of detailed evidence, analysis and action plans for each mode and form the framework for delivery of transport interventions across the county. Once approved and when combined with the emerging Local Area Transport Strategies and Route Action Plans, the Authority will have put itself in a strong position with a

comprehensive and integrated set of plans detailing how it proposes to move forward with transport investment both in the short and medium terms. Figure 1.1 illustrates the relationship between the various tiers of policy approaches.

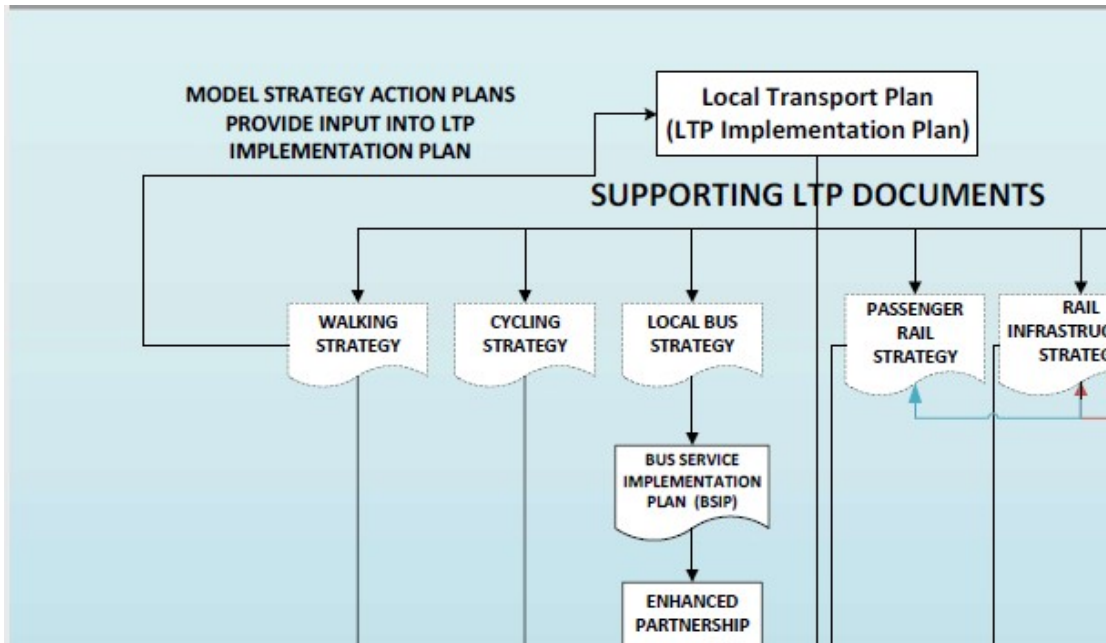


Figure 1.1 Tiers of policy approaches

1.17 However, there are still some gaps in our understanding and knowledge, particularly focussed on specific details of actions including indicative costs and outline business cases, whilst some work is ongoing to broaden this understanding the nature of scheme development means that a continuous process of refinement and improvement is inevitable. The individual strategies will be brought forward for Executive or Executive Councillor approval as and when the LTP has been approved. It is intended to develop a prioritised and costed implementation plan that supports the strategic position.

## 2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.

Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.

Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision-making process.

*As part of the evidence base for the LTP consideration was given to equality issues and incorporated into the document. The LTP itself contains policy in support of equality of access to the transport network and services. In addition, statutory Strategic Environmental Assessment and Sustainability Appraisals have been carried out on the LTP that include appraisal related to equality.*

#### Joint Strategic Needs Analysis (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Wellbeing Strategy (JHWS) in coming to a decision.

*As part of the evidence base for the LTP consideration was given to health and wellbeing and incorporated into the document. The LTP itself contains policy in support of improving health and wellbeing in relation to transport and connectivity specifically on both the physical and mental health benefits of active travel and the reduction of the negative consequences of transport such as noise and light pollution.*

## Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

*As part of the evidence base for the LTP consideration was given to crime and disorder and incorporated into the document. The LTP itself contains policy in support of reducing crime and the fear of crime specifically in relation to accessing the transport network.*

### **3. Conclusion**

Subject to the changes outlined in the recommendations and in Appendix C, and any further changes recommended by Members, the Local Transport Plan has been through its statutory consultation process and can be considered fit for purpose.

### **4. Legal Comments:**

The Council has a duty under section 109 of the Transport Act 2000 to keep its Local Transport Plan under review and alter it if they consider it appropriate to do so. The Council may replace its Local Transport Plan as it sees fit.

The report proposes the adoption of a new Local Transport Plan in replacement of the existing Plan.

As the Local Transport Plan forms part of the Council's Policy Framework the approval of the Plan is reserved to Full Council on the recommendation of the Executive.

The decision whether to recommend the proposed Plan to Full Council is within the remit of the Executive.

### **5. Resource Comments:**

Approval of the recommendations does not have direct resource implications, however the Local Transport Plan sets the policy framework for the implementation of transport schemes in Lincolnshire.

As noted in the report, whilst the LTP sets the themes, objectives and potential benefits for future service interventions and infrastructure schemes, specific actions including indicative costs, outline business cases and funding arrangements are yet to be developed and it is intended to develop a prioritised and costed implementation plan that supports the strategy.



## **6. Consultation**

### **a) Has Local Member Been Consulted?**

n/a

### **b) Has Executive Councillor Been Consulted?**

Yes

### **c) Scrutiny Comments**

On 24 January 2022, the Highways and Transport Scrutiny Committee considered the report on the Local Transport Plan (LTP5) and recorded its support of the Recommendations to the Executive.

The following points were highlighted:

- Members were satisfied that the consultation exercise that took place as part of the was representative with overall figures in excess of 3000 website visitors and with around 750 actual responses to the online survey. Officers added that this rate of response was really above and beyond expectations certainly higher than previous consultations of this nature. It was positive to hear that a wider audience of the younger population – the under 25s- of the County engaged in this consultation exercise again in relation to previous similar type consultations.
- Members expressed an interest in how partnership working i.e., with District Councils, was envisaged and how it was expected to work in practice. Officers explained that Lincolnshire County Council (LCC) is the Highway and Transport Authority, however, partnership working relied heavily on partners' ability to deliver services they are responsible for. It was emphasised that as a partner, LCC had a list of key desires and requirements (e.g., around rail network services) that they work closely with other partners to successfully bring these to fruition. A thorough review of all local plans across the whole of Lincolnshire was carried out initially, that identified the aims of these and helped LCC in developing ways for better integrating transport and land use planning.
- Bus services were mentioned as an industry delivered mainly by the private sector. The service usage was noticeably in decline, owed to the Covid pandemic among other factors. The plan focused in reversing this negative picture. It was acknowledged that many of people across the county relied on a daily basis on these services and also it was noted that car ownership levels in some areas of the County remained relatively low notably in Lincoln and in some other more urban areas.
- Absence of passenger transportation services linking particular locations across the county was emphasised by Members, who argued that lack of alternatives to driving were echoed in the consultation. The impact of lack of services to night-time economy was also brought up, with Members maintaining that a night-time

bus service could have been more effective than a day-time service that is underused by the public. Officers gave assurance that they worked closely with operators as part of the Bus Service Improvement Plan (BSIP) and that there was an enhanced partnership approach being developed which will enable operators to work more closely in a partnership and with Local Authorities, with a very clear governance model around it. It was suggested to the Committee that CallConnect was the likely to be one of the most efficient and agile models for a rural area that that and there was no area in Lincolnshire that was not actually covered by a bus service if Demand Responsive Transport was included. This model drifted from the traditional model of waiting for the bus at the stop and enabled the public to access transportation services on demand. The BSIP was currently on hold waiting for a funding decision later in summer 2022, following which LCC would be working closely with stakeholders, including district colleagues.

- Members asked for clarification in terms of what the LTP 5 implementation plan encompassed, what is already been developed as part of this and how long it was expected to take, whilst acknowledging that the former was a living document and therefore still being developed and optimised. It was also asked that a diagram mapping different strategies (featured in the report) is also added to the LTP5 overarching document (Appendix A), to which officers agreed. In relation to the former, Officers stated that there was a wider plan of suggested ideas and approaches particularly around areas like active travel supporting and passenger transport services improvements (inc. rail network/rail infrastructure both passenger and freight and bus services), that could be adopted across Lincolnshire as part of the implementation plan and that was to be advised at a later stage of this process.
- Members echoed that in terms of prioritisation of areas for development, central government often prioritised e.g., housing over roads infrastructure. The implementation plan and strategy were shifting this direction of travel however, it was argued that LCC would need to swift and streamline partners to that same direction.
- The Electric Vehicle Charging Strategy A was discussed, and concerns were raised that the shift to electric vehicles may not be achieved as these would require the installation of fast charging points. Officers provided assurance that work was being carried out to identify suitable locations for installing charging points.
- Members enquired whether clean air zone was investigated as part of the plan and noted that it would be beneficial to review data from the time before the Lincoln Eastern Bypass was operated and after to verify the impact on air quality for the centre of Lincoln.

#### d) Risks and Impact Analysis

See the body of the Report.

### 7. Appendices

These are listed below and attached at the back of the report	
Appendix A	Local Transport Plan 5
Appendix B	Local Transport Plan 5 Summary and Prospectus
Appendix C	Summary of substantive comments following public consultation and Recommendations in addressing comments raised
Appendix D	Walking Modal Strategy
Appendix E	Cycling Modal Strategy
Appendix F	Local Bus Modal Strategy
Appendix G	Passenger Rail Modal Strategy
Appendix H	Rail Infrastructure Modal Study
Appendix I	Electric Vehicle and Alternative Fuels Modal Strategy
Appendix J	Freight Modal Strategy

### 8. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
All LTP documents and evidence base	<a href="https://www.letstalk.lincolnshire.gov.uk/local-transport-plan">https://www.letstalk.lincolnshire.gov.uk/local-transport-plan</a>

This report was written by Jason Copper, Transport and Growth Manager, who can be contacted on 07500 813698 or [jason.copper@lincolnshire.gov.uk](mailto:jason.copper@lincolnshire.gov.uk).

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