GLOUCESTERSHIRE LOCAL TRANSPORT PLAN (LTP) REVIEW – FOR CONSULTATION

Cabinet Date	20 December 2019
Environment and Planning	Cllr Nigel Moor
Key Decision	Yes
Background Documents	**Local Transport Plan 2015 – 2031** The current adopted Local Transport Plan sets out the transport strategy for Gloucestershire. The plan is set out over 13 documents, an overarching strategy, spatial strategies that cover the 6 districts set out as Connecting Places Strategy areas and 6 mode of transport policy documents (bus, cycle, freight, highways, rail, Thinktravel). It can be found here: https://www.gloucestershire.gov.uk/transport/gloucestershires-local-transport-plan-2015-2031/ **LTP Review – Early Stakeholder Engagement** Early engagement of key stakeholders took place in 2018-2019. A draft Consultation Report is available in **Appendix B**, that sets out the early engagement is available on request. **Gloucestershire Economic Growth Joint Committee (GEGJC)** GEGJC Report presented September 2019 to inform committee members on the proposed update and gain their feedback. The LTP presentation and associated reports can be found here: http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=725&MId=9095&Ver=4 **Joint Environment & Economic Growth Scrutiny Committee Report** Members of Environment Scrutiny Committee (ESC) and the visiting Committee (Economic Growth Scrutiny Committee - EGSC) considered the emerging updates and changes with regards to the LTP Review (2019). The LTP presentation given to the Scrutiny Committee and associated papers can be found here: http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=731&MId=9572&Ver=4 **Integrated Sustainability Assessment (ISA) Reporting** ISA Reporting is a process for refreshing the Strategic Environmental Assessment (SEA) and Habitat Regulations Assessment (HRA), through a new assessment process called Integrated Sustainability Assessment. The **ISA Appraisal Report & Appendices and Habitats Regulations Assessment** can be found as **Appendix C & D** to this report. The revised LTP has addressed all recommendations and made appropriate changes as part of this iterative process.

Location/Contact for inspection of Background Documents	Please contact Orlagh Stoner (Orlagh.Stoner@gloucestershire.gov.uk) with any questions regarding the documents listed above.
Main Consultees	**Stage 1: LTP Review Early Stakeholder Engagement in Spring 2019**: Our key stakeholders include members and senior officers of the County Council and District Councils, neighbouring authorities, Department for Transport, the Sub National Transport Board, key partners (CCG, LEP, Public Health), statutory bodies, public transport operators, disability user groups and Leadership Gloucestershire. **Stage 2: Public Consultation**: Following a review by Environment Scrutiny Committee and approval from Cabinet, GCC will publicly consult on a draft revised Local Transport Plan document for 10 weeks in early 2020.
Planned Dates	• 16/01– 26/03/2020 – Formal Public Consultation • 18/03/2020 GEGJC – Information Item • 20/05/2020 - Scrutiny (propose another exceptional joint scrutiny) • 22/07/2020 – Cabinet • 16/09/2020 – Council (Adoption)
Divisional Councillor	All
Officer	Orlagh Stoner 01452 32 8386 orlagh.stoner@gloucestershire.gov.uk
Purpose of Report	The purpose of this report is to seek Cabinet approval of the Draft LTP Consultation Document in **Appendix A** and to commence the public consultation in January 2020.
Recommendations	That Cabinet approves the commencement of a public consultation on the Draft LTP Consultation Document in **Appendix A**, along with the associated documents, to run between 16th of January and 26th of March 2020.
Reasons for recommendations	Cabinet approval will allow GCC to seek the views of all stakeholders as well as the general public, thus ensuring transparency, engagement and buy in for the Local Transport Plan (LTP) Review.
Resource Implications	The costs of the Local Transport Plan consultation will be covered by existing budgets within the Strategic Infrastructure Team in Communities and Infrastructure.

MAIN REPORT CONTENTS

1. Background

1.1 Gloucestershire County Council (GCC) adopted its existing Local Transport Plan (LTP 2015-2031) in June 2016 as a living document. It is a statutory requirement for Gloucestershire to have a LTP under the Local Transport Act 2008.

1.2 The LTP Review aims to update policy to reflect national, regional, county and local priorities that have changed during the plan period, including the Council's commitment to achieve a carbon zero county by 2050. The LTP Review will also take account of transport infrastructure requirements identified relatively recently in adopted Local Plans and the Joint Core Strategy (JCS).

1.3 This is reflected in the updated LTP Vision and Objectives:

   1.3.1 The proposed LTP Vision will be updated to reflect the key policy documents in Gloucestershire; the Vision 2050, our new council strategy, 'Looking to the future' and the Council's commitment to achieve a carbon zero county by 2050. It now reads: "A resilient transport network that enables sustainable economic growth, by providing travel choices for all, making Gloucestershire a better place to live, work and visit."[1]

   1.3.2 Our draft LTP objectives now align with the ISA objectives and give prominence to ours and our partners' challenges and priorities going forward;

- Enable safe and affordable community connectivity,
- Support sustainable economic growth,
- Protect and enhance the natural and built environment, and
- Improve community health and wellbeing and promote equality of opportunity.

1.4 The current adopted LTP looks to 2031, broadly in line with the adopted District Local Plans. Following early engagement with key stakeholders, the revised LTP will retain this planning horizon, but will also add a chapter to look further into the future, towards 2041, to reflect significant challenges and arising opportunities to society as a whole, that require a re-think our long-term planning for transport. The LTP Review also seeks to integrate Gloucestershire's 'Smarter Choices' approach, 'Thinktravel', throughout the Plan and to introduce a walking policy. The revised LTP structure is outlined in **Table A**.

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[1] *Changes to the vision and objectives are represented visually, as deletions and insertions for clarity.*

Table A – LTP Review Structure

Local Transport Plan 2015-2041	
Shaping the Way to 2041	
Overarching Strategy (2015-2031)	
CPS1 - Central Severn Vale CPS2 – Forest of Dean CPS3 – North Cotswold CPS4 – South Cotswold CPS5 – Stroud CPS6 – Tewkesbury	PD1 – Bus PD2 – Cycle PD3 – Freight PD4 - Highways PD5 – Rail PD6 – Walk
Delivery (2015-2031)	
Annexes: Glossary, Logic Map, updated Policies, updated Schemes	

1.5 The LTP Review document updates are set out below in the overview in **Table B**. The tracked policy updates can be viewed in the supporting documents, **Annex 3.0 – LTP Review – Policy Updates (tracked)**.

Table B – LTP Review – Updates Overview

New	**Shaping the way to 2041** • Time horizon sets out the direction to 2041 in terms of: - Future challenges and opportunities for transport - Potential growth scenarios - Our vision for growth in central Gloucestershire, north Gloucestershire, rural ambition and the Severn Vale.
Reviewed	**Overarching Strategy** • Reviewed structure to strengthen the climate change. • Provides the overview and overarching policies, some of which are new, and others existing policies reviewed to reflect their role as cross cutting policies: - PD0.1 Reducing Transport Carbon Emissions - PD0.2 Local Environmental Protection - PD0.3 Maximising Investment in a Sustainable Transport Network - PD0.4 Integration with Land Use Planning and New Development - PD0.5 Community Health & Wellbeing - PD0.6 Thinktravel – Influencing Travel Behaviour •
Updated	**PD1 Public & Community Transport** • Previously Bus – heading expanded to cover the full offer of public transport including community and demand responsive. • Concessionary Travel/Home to School Transport – now contained with the supporting text and linked to GCC policies set out on the relevant webpages. • Reviewed Park & Ride policy – introduction of Transport Interchange Hubs to move towards a multi-modal, better connected transport network.

Updated	**PD2 Cycle** • LCWIP- introduction of Local Cycling & Walking Infrastructure Plans and takes account of government guidance in order to deliver a high quality, coherent, direct, safe, comfortable and attractive cycle network.
Updated	**PD3 Freight** • Gloucestershire Advisory Freight Route Map - introduces a route corridor hierarchy/weighting without altering the primary route corridors, based on actual HGV traffic flows that downgrade less trafficked routes. • Reviews Vehicle Messaging Signs (VMS) policy. • Reviews the freight journey planning platform and lorry watch facility in view of Freight Gateway going off-line. • Reference low carbon deliveries.
Updated	**PD4 Highways** • Review has seen the following policies moved to more appropriate documents as overarching/mode specific policies: - Maximising Investment in the Highway Network - Enabling Development - Health & Wellbeing - Environment - Pedestrians - Use of Bus Lanes • Strengthen climate change resilience.
Updated	**PD5 Rail** • Acknowledge opportunities for discrete electrification to accelerate journey times, increase capacity on the line, increase bi-modal & tri-model trains (diesel/electric) and promote cleaner air, especially through the conurbations of Cheltenham & Gloucester. • Recognise rail infrastructure and service capacity constraints overall on the network and not in isolation. • Provide strategic ambitions linked to housing/employment growth and current motorway pressure, linking the potential to switch to rail on the north/south rail corridor that runs parallel to the M5 corridor. • Include EV Charge Points in all station improvement policy statements. • Reference rail parcel hubs to look to a low carbon future. • Reference rail freight facilities in the county and cross-boundary. • Reference the development of a Rail Strategy for the county. • Establishing a Bristol – Birmingham 2hrly service

New	**PD6 Walk** • Introduction of a new policy document to strengthen reference to this active travel mode. • Revise existing policy as appropriate to walking. • Recognised the important role of a continuous, safe and accessible pedestrian network. • Encourage inclusive streets.
Updated	**Connecting Places Strategy** • Detailed spatial strategies brought together under one document (6 CPS areas in 1 document). • Reviewed scheme priorities set out differently to represent Strategic / Major / Local and Countywide. • Spatial maps of scheme priorities by CPS areas.
Revised	**Delivery** • Previously set out in different areas of LTP, this brings together in one document: • Schemes have moved away from categorisation by short, medium and long-term, as this is largely determined by funding. Instead GCC is applying a 'scale of impact' indicator to provide objective classifications for the schemes; Strategic, Major and Local. • Inclusion of Scheme Appraisal (referenced in terms of ISA objectives). • Also discusses Funding, Monitoring & Review, Governance • Please see below (para. 1.6) regarding schemes proposed for removal from the adopted LTP.
Updated	**Annexes & Associated Documents** • Annex 1.0 Glossary of Terms • Annex 2.0 Logic Map (LTP Challenges/Objectives/Policies/Outcomes) • Annex 3.0 LTP Policy Updates (tracked) • Annex 4.0 LTP Schemes Updates (tracked) - Please see below (para. 1.6) regarding schemes proposed for removal from the adopted LTP.

1.6   Schemes that had previously been identified within the adopted LTP, but are proposed to be removed from the revised LTP.

1.6.1   The following schemes are proposed to be removed from the adopted LTP because they have been completed:

- Highway (Junction) improvement - A4151/A4136, Cinderford
- Highway improvements - Cirencester Town Centre
- Elmbridge Transport Scheme, Gloucester
- A40 Over Roundabout improvement (Phase 2), Gloucester
- Gloucester Transport Hub, new Bus Station, Gloucester

- Bus advantage improvements Metz Way corridor, Gloucester, including off carriageway cycle lane
- Access Improvements for London Rd and Cirencester Rd, Cheltenham
- Bus advantage improvements for Lansdown Rd corridor, Cheltenham
- Bus advantage improvements for Lower High Street, Cheltenham
- Junction Improvement A4173 junction, Pitchcombe
- Improvements to A38 Berkeley Bridges, Berkeley
- B4632 Lye Lane, Cleeve Hill (Maintenance scheme)

1.6.2   The following schemes are not proposed to be included in the revised LTP because they fall below minimum cost threshold for LTP schemes and are better suited to be picked up through other processes, such as the GCC Capital Works Programme:

- Local Improvement for Southgate Street to St Ann's Way, Gloucester

1.6.3   It is also proposed that feasibility studies are not listed as schemes in the LTP going forward. This is because the need for feasibility studies is often related to capital investment and difficult to plan for a time horizon until 2031. Feasibility studies will be undertaken as and when required to implement the policies and scheme priorities outlined in this revised LTP. Reference to the following studies are therefore proposed to be removed from the adopted LTP (see Annex 4.0), though this is not necessarily a reflection of a change in ambition from GCC.

1.6.4   Finally, there were a number of proposed revenue schemes in the adopted LTP that are better reflected as policy/proposal ambitions in the respective policy documents:

- Working with West of England partnership to develop a business case for the MetroWest rail extension (Phase 2)
- Railway station Travel Plans and Investment strategies
- Providing an improved service linking Gloucester, Cam & Durlsey with Bristol (MetroWest)
- Providing rail service enhancements from Kemble to Swindon and London
- Providing for hourly service at Ashchurch for Tewkesbury, linked to the proposed development at MOD Ashchurch

2. LTP Consultation

The LTP Review early engagement has provided significant feedback from our key stakeholders; on emerging policy and scheme updates, and closer alignment with the LTP objectives and the ISA objectives.

2.1   Key Themes from the early engagement with our key stakeholders were 'Climate Change', the 'Health Agenda' and a longer time horizon. The overall feedback has resulted in updates and revisions which are summarised in our draft Consultation Report, available in **Appendix B**.

2.2　Following the public consultation, a final Consultation Report will be produced, detailing the feedback received and how the comments have been considered and addressed in terms of changes to the draft LTP.

2.3　Reporting on the outcome of the public consultation will also be done through the Integrated Sustainability Assessment (ISA) Reporting process and changes to the draft LTP and any implications for the ISA will be reported in a Post-Adoption Statement.

2.4　The final draft LTP will return to committee for scrutiny, then onto the decision making process to Cabinet for approval to progress to adoption by full County Council in the autumn of 2020.

3. Options

3.1　Not to review the LTP. This is not recommended as, since the LTP's adoption in 2016, there have been; considerable changes in policy, the emergence of new strategy documents, local and national, as well as the adoption of a District Local Plan and the Joint Core Strategy to 2031, which collectively require a review of the LTP, in order for the LTP to be able to continue to provide up to date strategic direction for transport planning in Gloucestershire.

3.2　Not to consult on the Draft LTP. This is not recommended asgood practice for decision making. Legal advice strongly recommends undertaking a public consultation.

3.3　To delay the LTP review until after the currently ongoing reviews of a number of District Local Plans and the Joint Core Strategy to 2041 (JCS Review). This may still be an option to be considered in the future, however, it is felt that strategic guidance on where the County Council feels transport planning is heading is required now, in order to feed into local and regional planning decisions and ensure the delivery of long term sustainable growth.

3.4　Officers recommend that we proceed with a reviewed Draft Local Transport Plan (LTP) for public consultation.

4. Risk Assessment

4.1　The governance for the current LTP requires this living document to be subject to review in order to bring the Plan up to date with local and national policy and local development plan reviews and to ensure its relevance.

4.2　Considerable risks may exist in relation to the specific schemes proposed in the LTP Review. These will be managed individually on a scheme by scheme basis

5. Officer Advice

5.1 It is advised that Cabinet resolves to approve the draft LTP consultation material set out below and gives approval to undertake the 10 week public consultation exercise planned between 16th January and 26th March 2020. This will allow County Council officers to seek the views of all stakeholders and the public, thus ensuring transparency, engagement and buy in for the draft LTP.

> Consultation material to be approved:
> ➢ Draft Local Transport Plan (draft for consultation) **Appendix A**
> ➢ Draft Integrated Sustainability Assessment (ISA) Appraisal & Appendices **Appendix C**
> ➢ Draft Habitats Regulations Assessment (HRA) **Appendix D**

6. Performance Management

6.1 LTP Implementation Reports are produced annually to document scheme delivery, changes in policies and performance against monitoring indicators. All documents will be published on the GCC website and a document management system used.

6.2 **LTP Outcomes** are measured against our policies and set out in **Annex 2.0 Logic Map**. The specific expected outcomes for each policy are set out in detail within our Overarching Strategy and six mode policy documents (PD1-PD6), following each policy.

6.3 LTP Targets measure performance against our policies and are monitored annually and published in the LTP Implementation Plan. Detailed description of the target outputs are listed in the Plan's Delivery chapter.

7. Equalities considerations

A Due Regard Statement (DRS) has been completed. A summary of the main transport issues affecting protected groups is provided below:

7.1 This Due Regard Statement provides a full analysis of each defined protected characteristic group and sets out transport related barriers, in terms of accessibility, mobility and safety. At the same time, the draft LTP for consultation has to address the climate change agenda and adaptation, and the digitisation of transport, transport user needs, sustainable economic growth, and the delivery of a safe, efficient and sustainable transport system within the financial limits that exist.

7.2 Through this review process and the planned public consultation, GCC want to establish clear priorities based on an understanding of the needs of all transport users, both in terms of how different stakeholders use the LTP and the travel needs of all stakeholders including residents and businesses. This understanding will inform the revised LTP which, if approved by cabinet, will be adopted in 2020.

7.3   We will ensure that consultation and promotional literature, in association with the LTP Review consultation are inclusive and that it communicates positive and accurate information to reflect the diversity of Gloucestershire's Protected Groups and their transport needs.

7.4   Cabinet Members should read and consider the Due Regard Statement in order to satisfy themselves as decision makers that due regard has been given.

Report Title	Local Transport Plan - Draft for Consultation
Statutory Authority	Local Transport Plans are subject to the provisions set out in the Transport Act 2000 as amended by the Local Transport Act 2008.
Relevant County Council policy	• County Council Strategy – Looking to the Future (2019-2022) under Transport, Economy & Infrastructure • Adopted LTP (2016)
Sustainability checklist:	
Partnerships	Our key partnerships are our **key stakeholders**, set out in **Appendix B** draft Consultation Report.
Decision Making and Involvement	Regular updates were presented to the Strategic Communities & Infrastructure Members Board (SCIMB) and the officer level LTP Management Board. The LTP Review was taken to Economic Scrutiny Committee and Gloucestershire Economic Growth Scrutiny Committee at a joint meeting.
Economy and Employment	The LTP Vision and Objectives support sustainable economic growth and access to employment and training.
Caring for people	Indirect reference to access to transport for all and the social impact of connected communities in terms of health and wellbeing.
Social Value	Social Value is implicit in the LTP and the associated assessment, Integrated Sustainability Assessment (ISA), which is the umbrella process of Sustainability Assessment/Strategic Environmental Assessment (SA/SEA) has been followed to cover the requirement for Health Impact Assessment, Equality Impact Assessment and Community Sustainability Assessment. This assessment process has become more widely accepted as a way of covering environment, social and economic dimensions of sustainable development. The ISA Reporting process helps inform and shape the revised LTP through recommendations.
Built Environment	The LTP Review is supported by the associated ISA which identifies recommendations to update policies in the LTP Review towards the protection and enhancement of the built environment (townscapes, historic environment and our heritage).
Natural Environment' including Ecology (Biodiversity)	The LTP Review is supported by the associated ISA which identifies recommendations to update policies in the LTP Review towards biodiversity net gain and the protection and enhancement of the natural environment (geodiversity, natural resources, landscapes).

Education and Information	Access to education and services is considered in LTP Review. It runs through the current adopted LTP in terms of the existing key themes 1 & 2 and those of the LTP Review, the emerging theme 3. **Theme 1**: Connecting Places Strategies considers access to training, education, employment and services. **Theme 2**: Thinktravel focuses on economic growth through access to opportunities such as education, by sustainable transport modes. **Theme 3**: Digitisation of Transport considers how we will meet the transport needs in an era of unprecedented change and how these effects will influence transport needs including access to jobs, education and services in the future.
Tackling Climate Change	Carbon Emissions Implications? Positive Vulnerable to climate change? No
Due Regard Statement	Has a Due Regard Statement been completed? Yes Yes - considerations included in main body of report A copy of the full Due Regard Statement can be accessed on GLOSTEXT via http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1 Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk.
Human rights Implications	none
Consultation Arrangements	A draft Communications Plan has been developed in liaison with the Comms Team and an agreed consultation approach for a 10 week consultation period between 16th January and 26th March 2020, which will include the following planned events during that period and on request further consultation.

County Councillors & GCC Officers	Information Event	Evening	1 evening
County Councillors	Surgery Event	Daytime	1 daytime
District Members / District	Information Events	Evening	4 evenings • JCS districts

	Officers/Parishes/Key Stakeholders	(District wide events & separate Parish Quarterly Meetings)		event shared • Cotswold DC • FoDDC • Stroud DC
	District Members / District Officers/Parishes/Key Stakeholders	Surgery Events (District Council Offices)	Daytime	6 x ½ days
	Public & Public Online Consultation, Social Media, Advertised Events	Public Share Events (District wide events)	Daytime	6 daytime
	LTP Review – Public Consultation			**18 events**