

THIRD CAMBRIDGESHIRE LOCAL TRANSPORT PLAN

To: Cabinet

Date: 22 February 2011

From: Acting Executive Director, Environment Services

Electoral division(s): All

Forward Plan ref: 2011/007 **Key decision:** Council Decision

Purpose: To seek Cabinet views on the draft Local Transport Plan due for submission to the Department for Transport following consideration by Full Council.

Recommendation:

- a) That Cabinet comments on and endorses the draft Local Transport Plan prior to consideration by Council on 29 March 2011;
- b) That Cabinet delegates to the Cabinet member for Growth, Infrastructure and Strategic Planning in consultation with the Acting Executive Director for Environment Services, the authority to make any minor textual changes to the document prior to submission.

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1. BACKGROUND

- 1.1 The County Council has a statutory duty, as required by the Transport Act 2000 and the Local Transport Act 2008, to produce a third Local Transport Plan (LTP3) for the period from April 2011. The coalition government has confirmed the continued role of LTPs as a key tool in delivering transport investment and services at the local level.
- 1.2 The LTP3 guidance allows more flexibility to develop plans that focus on local circumstance and priorities than in the past. There will no longer be a national review of plan quality and content, and the requirement to review and replace plans in a five year cycle has been replaced by a requirement to keep the plan current. The draft LTP3 seeks to take advantage of this flexibility and local focus in a number of ways, including:
- Separating the strategy and the implementation plan into separate documents.
 - Having a longer timeframe for the strategy, initially from 2011 - 2026.
 - Having a shorter term detailed implementation plan which will be reviewed annually and look 2-3 years ahead.
 - Taking a modular approach to LTP3, with the intent that individual sections will be updated in timescales that fit with other local plans, policies and processes.

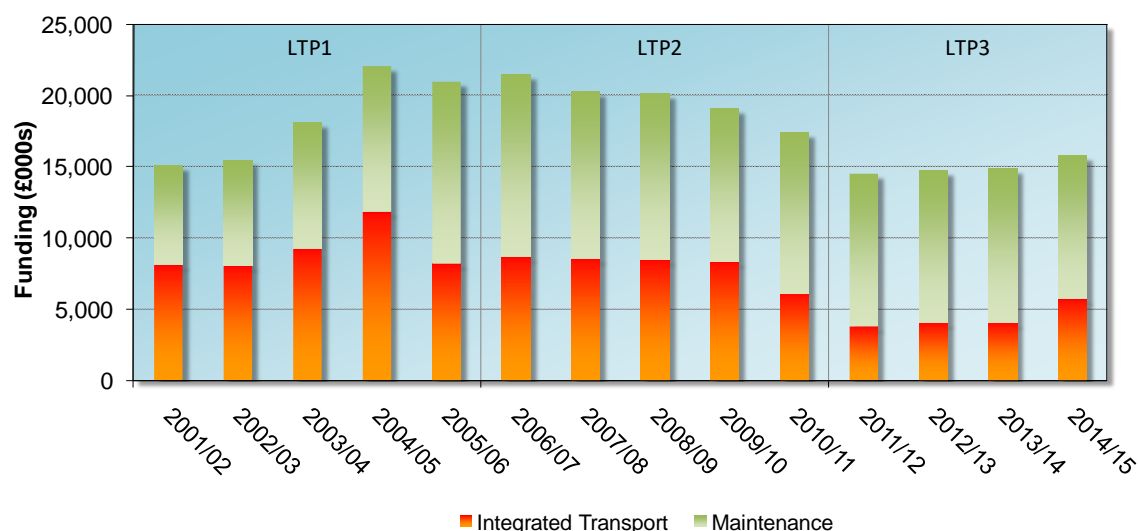
Funding

- 1.3 The capital grants from Government for Integrated Transport and Maintenance for 2011/12 and 2012/13 and indicative funding for 2013/14 and 2014/15 were published on 13 December, as detailed in Figures 1 and 2.

Figure 1 Capital grants for LTP3, 13 December 2010

Programme Area	Av. LTP2 funding 2006/07 – 10/11	LTP3 funding		Indicative funding		Av. cut from LTP2
		2011/12	2012/13	2013/14	2014/15	
Integrated Transport	£8.431M	£3.805M	£4.059M	£4.059M	£5.707M	-48%
Maintenance	£11.658M	£10.712M	£10.695M	£10.801M	£10.104M	-9%
Total	£20.089M	£14.517M	£14.754M	£14.860M	£15.811M	-25%

Figure 2 Capital funding from Government for LTP1, LTP2 and LTP3



- 1.4 As a result of the funding announcement and without obtaining funds from other sources, the County Council's ability to deliver transport improvements in Cambridgeshire in the short to medium will be limited in comparison to previous years.

2. LTP3 POLICIES AND STRATEGY DOCUMENT

- 2.1 The Draft LTP3 Policies and Strategy document can be viewed on our website at <http://www.cambridgeshire.gov.uk/transport/strategies/local/>

Process to develop the draft strategy

- 2.2 The draft strategy to 2026 has been developed following public and stakeholder consultation which took place from January to July 2010. Strong partnership working has been integral to the formulation of the consultation materials and development of the draft strategy. The District Councils have contributed to the production of the strategy by means of a joint officer steering group.

LTP3 Objectives

- 2.3 The LTP3 document addresses the new Council Priorities that have recently been developed. However, given that it is an evolution of LTP2 and has been developing over a period of 18 months including consultation a year ago, reference is also made in the document to the Council's previous strategic objectives. These, however, map closely to the new priorities as follows:

Figure 3 Council Priorities and LTP3 Objectives

Council Priorities	LTP Objectives*				
	1	2	3	4	5
Supporting and protecting people when they need it most	✓	✓✓			
Helping people to live independent and healthy lives in their communities	✓✓	✓✓	✓✓	✓	✓
Developing our local economy for the benefit of all			✓✓	✓✓	✓

*** LTP Objectives**

1. Enabling people to thrive, achieve their potential and improve quality of life
2. Supporting and protecting vulnerable people
3. Managing and delivering the growth and development of sustainable communities
4. Promoting improved skills levels and economic prosperity across the county, helping people into jobs and encouraging enterprise
5. Meeting the challenges of climate change and enhancing the natural environment

LTP3 Challenges

2.4 The draft strategy is based on the need to address eight key transport challenges. These challenges, set out below, have been identified through public and stakeholder consultation, local and national research, including drawing on census data, transport modelling data and environmental data. They are:

- Reducing the length of the commute and the need to travel by private car
- Influencing national and local decisions on land-use and transport planning that impact on routes through Cambridgeshire
- Improving the reliability of journey times by managing demand for road space where appropriate, and maximising the capacity and efficiency of the existing network
- Making sustainable modes of transport a viable and attractive alternative to the private car
- Future-proofing our maintenance strategy and new transport infrastructure to cope with the effects of climate change
- Ensuring people – especially those at particular risk of social exclusion – can access the services they need within reasonable time, cost and effort wherever they live in the county
- Addressing the main causes of road accidents in Cambridgeshire
- Protecting and enhancing the natural environment by minimising the environmental impact of transport

Realism

2.5 The draft LTP3 Policies and Strategy document attempts to find a balance between realism over the funding position, the need to have a vision for the future and the need for strategies and programmes against which developer funding can be negotiated and bids for funding from sources such as the [Regional Growth Fund](#) (RGF) and the [Local Sustainable Transport Fund](#) (LSTF) can be made.

2.6 Appendix A contains the Executive Summary to the LTP3 Policies and Strategy document on which member views are sought.

Regional Growth Fund (RGF) and Local Sustainable Transport Fund (LSTF)

2.7 A bid for £10 million towards the cost of building Chesterton Interchange was recently submitted to the RGF. Since the primary focus of the fund is on areas which have high unemployment, deprivation and a weak private sector, it is uncertain whether the County Council's bid will be successful.

2.8 £560million will be available through the LSTF for the 4-year period to 2014-15 to fund packages of small-scale transport schemes that meet the fund's core objectives of supporting economic growth and reducing carbon. Most of the proposals supported by the fund will be for 'Small Project' packages totalling no

more than £5 million. A smaller number of 'Large Project' packages totalling up to £50 million will also be supported.

- 2.9 The first round of bids for the Small Project proposals must be submitted by 18th April 2011, whilst initial bids for Large Project proposals must be submitted by 6th June 2011. A process, working closely with the district councils, is being established to develop the proposed bid and this will be brought to Cabinet for final approval at a later date.

3. LTP3 IMPLEMENTATION PLAN

- 3.1 The Draft LTP3 Implementation Plan document can be viewed on our website at <http://www.cambridgeshire.gov.uk/transport/strategies/local/>
- 3.2 The draft capital programme keeps maintenance funding at near 2010/11 levels, while the Integrated Transport Block sees a 54% cut from 2010/11 allocation levels.
- 3.3 Appendix B contains the Executive Summary to the LTP3 Implementation Plan document.
- 3.4 Appendix C summarises the draft programme for 2011/12.

4. TIMESCALES FOR ADOPTION OF LTP3

- 4.1 The timetable for the adoption of LTP3 is set out in Figure 3.

Figure 3 LTP3 development process and timescales

Date	Activity
22 February	LTP considered by Cabinet
29 March	LTP considered by Full Council
31 March	LTP submitted to government

5. IMPLICATIONS

Resources and Performance

- 5.1 The following bullet points set out details of significant implications identified by officers:
- Cambridgeshire's Local Transport Settlement final capital allocations for Integrated Transport and Maintenance for 2011/12 and 2012/13 and indicative allocations for 2013/14 and 2014/15 were released on 13th December 2010. This will result in cuts to core funding for LTP3 of around 25% from levels seen over the period of the second Cambridgeshire Local Transport Plan (LTP2).
 - All Integrated Transport and Maintenance Block funding will be paid as a grant. Previously, one third of Integrated Transport Block funding and all Maintenance Block funding had been by way of supported borrowing.
 - The RGF and LSTF offer opportunities for additional transport related funding, however since both are competitive funds there is no guarantee that bids submitted by the County Council will be successful. A £10m bid to the RGF towards the cost of Chesterton Interchange has recently been submitted.

Statutory Requirements and Partnership Working

- 5.2 The following bullet points set out details of significant implications identified by officers:
- Public and stakeholder consultation has informed the development of LTP3, as required by the LTP3 Guidance from the Department for Transport, which in turn reflects the requirements of the Transport Act 2000 and the Local Transport Act 2008.
 - Officers have worked closely with partner organisations, particularly the district councils to formulate the draft strategy.

Climate Change

- 5.3 One of the key objectives of the Plan is to tackle climate change. Therefore the draft strategy and the Implementation Plan will include measures aimed at both mitigating climate change and adapting to climate change.

Access and Inclusion

- 5.4 The objectives and improvements proposed within the document will have an impact on transport and accessibility as they are taken forward in the development of LTP3 and the implementation of the programme within it.

Engagement and Consultation

- 5.5 Widespread stakeholder and public consultation was carried out to inform the development of the Plan.

6. RECOMMENDATION/DECISION REQUIRED

- 6.1 Cabinet is asked to endorse the draft Local Transport Plan prior to consideration by Council on 29 March 2011 and delegate to the Cabinet member for Growth, Infrastructure and Strategic Planning in consultation with the Acting Executive Director for Environment Services, the authority to make any minor textual changes to the document prior to submission to Government.

Background papers: as attached

Appendix A *LTP3 Policies and Strategy Executive Summary*

This is Cambridgeshire's Third Local Transport Plan (also referred to as this LTP, LTP3 and the Plan) and covers the period 2011-2026.

The Plan is split in to two main parts; this first part is the Policies and Strategy, which sets out the Plan's objectives, problems and challenges and the strategy to meet the challenges.

The second part is the Implementation Plan, which is essentially a business plan detailing how we will deliver the LTP3 Strategy. It details our programmes for the delivery of transport improvements to the networks managed by the County Council, and also for the day-to-day management and maintenance of the network. It sets out the schemes and measures we expect to deliver in the first year of the Plan in detail, and sets out the processes by which future years' programmes will be developed. It also details the indicators and targets we will use to monitor our performance.

The LTP demonstrates how our policies and plans for transport will contribute towards the County Council's vision – Creating communities where people want to live and work: now and in the future. While we must have a vision for the future, we must also be realistic and recognise that we do not have the resources to deliver all of the measures we would wish to over the lifetime of the Plan. Indeed, given the current economic climate, our ability to implement schemes in the short-term may be particularly limited, although we will try and be innovative in the way that we use funds that are available. In this respect, it is important that the LTP sets the policy framework that leaves us well prepared to take advantage of opportunities that may occur to bring in additional or alternative funding and resources.

As a flexible and dynamic document, the LTP Policies and Strategy document will be updated to reflect changes in the wider local and national policy context, council priorities and local consultation as and when needed. The Implementation Plan will be updated on an annual basis.

As with our previous Plans, this LTP3 has been produced in partnership with Cambridge City Council and the district councils of East Cambridgeshire, Fenland, Huntingdonshire and South Cambridgeshire. We have had a strong working relationship for many years and have been very successful in bringing together the planning and transport responsibilities of these authorities, to ensure an integrated approach to the challenges.

LTP3 seeks to address existing transport challenges as well as setting out the policies and strategies to ensure that planned large-scale development can take place in the county in a sustainable way. In addition to working with Cambridge City and the District Councils, our Policies and Strategy and Implementation Plan documents have also been informed by public and stakeholder consultation, so that these documents reflect local people's views and concerns.

This LTP has been produced during a period of significant change, particularly in terms of the regional planning framework and tough financial climate. However, the County Council is committed to its overarching vision – Creating communities where people want to live and work: now and in the future.

Funding

In the short to medium term our ability to deliver transport improvements in Cambridgeshire will be limited compared to previous years. For Integrated Transport we have £3.805 million for 2011/12 compared to £8.4 million on average in the previous five years. For maintenance we have £10.695 million compared to £11.658 million on average in the previous five years. This means that we will not be able to implement large-scale transport schemes such as new roads, public transport improvements or road safety initiatives. In addition, there will be less money for road maintenance.

We will endeavour to secure additional funding through bidding opportunities such as the Regional Growth Fund and the [Local Sustainable Transport Fund](#). Through the fund £560million will be available to the fund for the 4-year period to 2014-15 and will comprise both revenue and capital

funding. The first round of bids must be submitted by 18th April 2011, authorities can bid for up to £5 million. Bids for packages of measures up to £50 million will be short listed in July 2011.

Objectives and challenges

The LTP3 document addresses the new Council Priorities that have recently been developed. These are:

- Supporting and protecting people when they need it most
- Helping people to live independent and healthy lives in their communities
- Developing our local economy for the benefit of all

However, given that it is an evolution of LTP2 and has been developing over a period of 18 months including consultation a year ago, reference is also made in the document to the Council's previous strategic objectives. These, however, map closely to the new priorities as follows:

Figure 0.1 Council Priorities and LTP3 Objectives

LTP Challenge	LTP Objectives*				
	1	2	3	4	5
Supporting and protecting people when they need it most	✓	✓✓			
Helping people to live independent and healthy lives in their communities	✓✓	✓✓	✓✓	✓	✓
Developing our local economy for the benefit of all			✓✓	✓✓	✓

*** LTP Objectives**

1. Enabling people to thrive, achieve their potential and improve quality of life
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Key among the issues affecting Cambridgeshire is the large-scale growth planned across the county, with the associated pressure on the transport network and the environment, and the risks of increased congestion and carbon dioxide emissions and worsening air quality. In parallel, many rural areas of the county continue to suffer from poor access to key services and leisure facilities and the risk of social exclusion.

We have translated the issues and problems related to each of the objectives, into a set of eight challenges for transport, under which, we have set out our strategy for addressing them. The challenges and summarised strategies are:

Challenge 1: Improving the reliability of journey times by managing demand for road space, where appropriate and maximising the capacity and efficiency of the existing network

We will continue to investigate the potential to manage demand where appropriate using the experience we have already gained within the county where this can help to improve conditions for sustainable modes of transport and maximising the capacity of the network. Furthermore, we will support measures which encourage the transfer of more freight onto rail and continue to work with freight operators to promote the use of the most appropriate routes for road freight, particularly where that is passing through the county.

Challenge 2: Reducing the length of the commute and the need to travel by private car

Our transport strategy supports the development strategy for Cambridgeshire by aiming to reduce the need to travel and by providing sustainable travel options for new developments. We will focus on securing school, workplace and residential travel plans and support and encourage employers

to adopt smarter choices measures to help reduce the need to travel. We will also support and encourage journey planning tools to improve information available for journeys by sustainable modes.

Challenge 3: Making sustainable modes of transport a viable and attractive alternative to the private car

Countywide, we will continue to push forward in making sustainable modes of transport more attractive by continuing to develop sustainable networks for walking and cycling, making it easier for people to change between modes of transport and working with bus operators to provide high quality bus services. In addition, our aim is to improve the environment and safety for pedestrians, cyclists and public transport users, in accordance with our user hierarchy and focus on raising awareness of the transport choices available, including the health and environmental benefits of cycling and walking. This will include work with local planning authorities to ensure provision for sustainable modes that form an integral part of new developments.

Challenge 4: Future-proofing our maintenance strategy and new transport infrastructure to cope with the effects of climate change

To address these issues our strategy will use a risk management approach to help determine priority areas for adapting to climate change. We have developed an adaptation action plan to set out how we will meet our objectives. We will take account of the projected impacts of climate change at the scheme design stage, make use of emerging technologies as they become available and build new infrastructure to the latest standards for withstanding the impacts of climate change.

Challenge 5: Ensuring people – especially those at risk of social exclusion – can access the services they need within reasonable time, cost and effort wherever they live in the county

Our strategy focuses on access to key services for our communities to the nearest main service centre, e.g. large village or market town. We will consider the whole journey, including the interaction between different modes of transport and aiming to provide suitable transport provision for necessary journeys, whilst also recognising the importance of car borne access in many of our rural areas. We will continue to support the development and work of community transport schemes as well as investigating alternative forms of public transport where traditional bus services do not meet community needs. This will include work with service providers to be innovative in the way services are delivered locally recognising that it is not simply about providing a transport service but as much about where and how the service is provided based on need.

Challenge 6: Addressing the main causes of road accidents in Cambridgeshire

To continue to reduce casualties our strategy will focus on education, training and publicity to improve road user behaviour, particularly targeting young drivers and riders, users of rural roads and children. In addition, we will progress our programme of measures aimed at reducing casualties at accident cluster sites that will give the highest casualty reduction and work with the police and other agencies through the Cambridgeshire and Peterborough Road Safety Partnership.

Challenge 7: Protecting and enhancing the natural environment by minimising the environmental impact of transport

Our strategy to protect and enhance the environment will focus on working with the district councils to reduce levels of air pollution in order to meet national objectives. This will be achieved through managing and reducing vehicle emissions and encouraging increased usage of sustainable modes of transport. Additional demand management measures will also be investigated where appropriate in order to manage car use and we will investigate the use of new technologies as they become available. Environmental issues such as protecting biodiversity and impacts on the landscape will be considered at the design stage of transport projects and we will support the provision of green infrastructure. Furthermore, we will reduce carbon dioxide emissions through a programme of smarter choices measures, improvements to sustainable travel options and the management of car use.

Challenge 8: Influencing national and local decisions on land-use and transport planning that impact on routes through Cambridgeshire

We will reflect national policies in our local plans, policies and strategies and continue to lobby for rail improvements as well as improvements to the trunk road network, including the A14.

While aiming to address all the challenges we have identified, the main focus of our strategy will be on measures and initiatives that maintain and enhance the economy and also those that tackle climate change. This reflects both the outcomes from public and stakeholder consultation as well as the direction of national transport policy. The strategy recognises the tensions between enabling economic growth and tackling climate change, and will aim to balance the two objectives.

Monitoring and performance

Monitoring the effectiveness of our Policies and Strategy document and Implementation Plan is a key part of our LTP. We want to ensure that the delivery of our Plan is as effective as possible and is providing value for money, and therefore have a robust monitoring framework of indicators and targets to check our progress towards delivering our strategy and achieving our objectives. The indicators we have chosen reflect the issues which are most important to Cambridgeshire while at the same time enabling us to compare our progress against other local authorities in the country.

Conclusion

Our LTP3 Policies and Strategy document and Implementation Plan set out how we will help to address existing transport related problems and meet the transport needs of the large-scale development planned for the county. It is important that our strategy provides the right balance between being aspirational, and outlining what we want to achieve against a backdrop, in the shorter term at least, of significantly less funding than during previous LTP periods whilst still being able to respond to the changing environment as and when needed.

As such, our LTP3 is a flexible and dynamic suite of documents which will respond to the changing environment, as and when needed. This LTP aims to provide maximum value for money through close partnership working, by closely integrating our Policies and Strategy document and Implementation Plan and by monitoring our performance against indicators relevant to local communities.

Appendix B LTP3 Implementation Plan Executive Summary

This Implementation Plan is the second of the two core documents in the suite of documents that make up the Third Cambridgeshire Local Transport Plan (LTP3). It shows how the Implementation Plan fits in with and draws from the LTP Policies and Strategy, and from policy guidance, key objectives and more detailed local strategies.

As the mechanism for managing our delivery of the whole LTP, the Implementation Plan is essentially a business plan detailing how we will deliver the LTP Policies and Strategy. It details our programmes for the delivery of transport improvements to the networks managed by the County Council, and also for the day-to-day management and maintenance of the network. It sets out the schemes and measures we expect to deliver over the first year of the plan in detail, and sets out the processes by which future years' programmes will be developed.

The Transport Capital Programme for 2011/12 focuses on the delivery of improvements to the transport network in Cambridgeshire, and the undertaking of major maintenance schemes. The types of measures that are funded from this programme include:

- Traffic calming schemes
- Pedestrian crossings
- Major road maintenance and structural maintenance schemes
- Cycleway schemes
- Junction improvements
- Major schemes (e.g. Guided Busway, Papworth Everard Bypass)

The Transport Revenue Programme for 2011/12 focuses on the day-to-day management and maintenance of the local transport network in Cambridgeshire. The types of measures that are funded from this programme include:

- Routine ongoing minor maintenance (e.g. pothole filling, gully emptying, grass cutting)
- Road safety education
- Winter maintenance
- Travel planning with schools and businesses
- Supported bus services / concessionary bus fares
- School crossing patrols

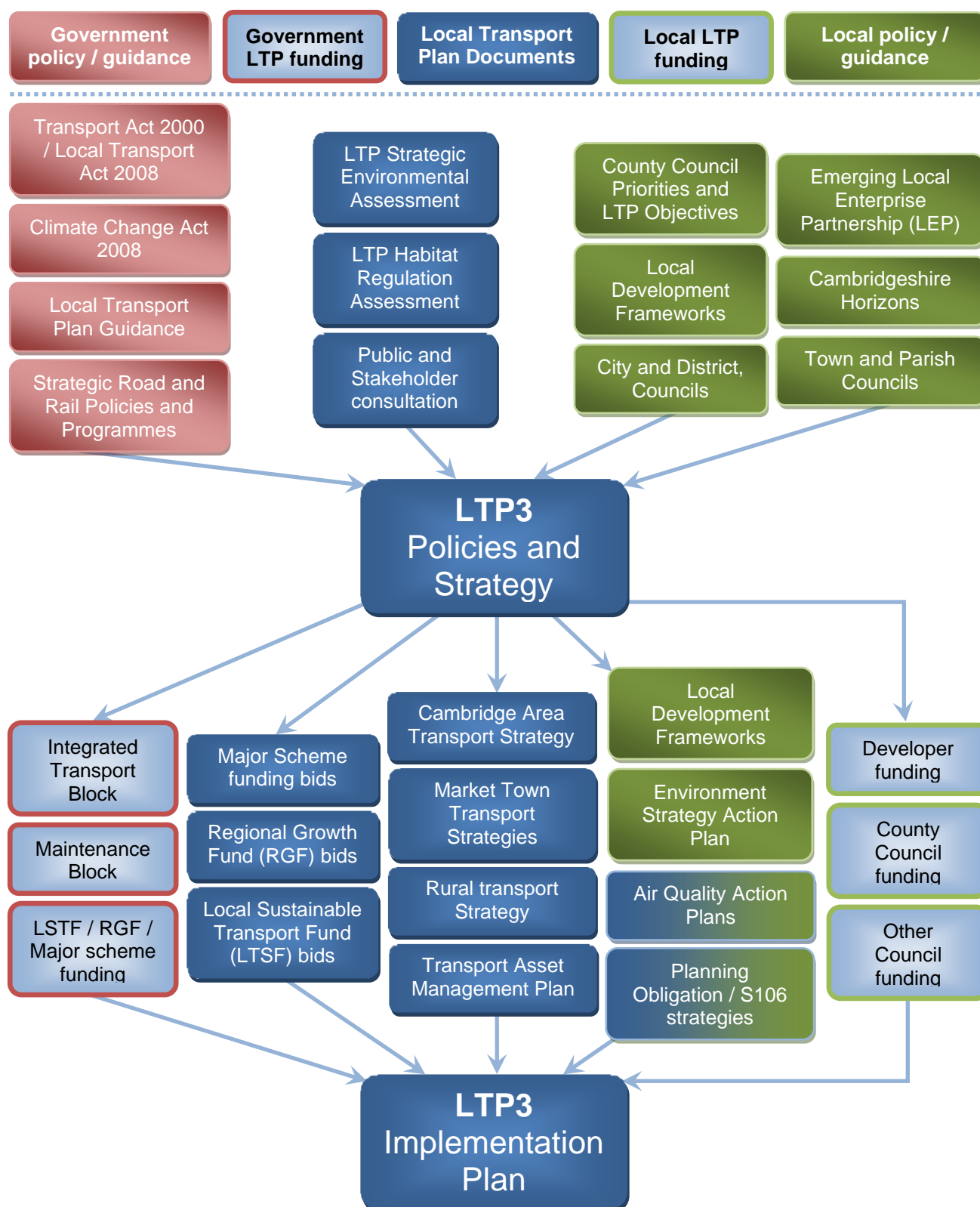
Funding levels for at least the first four years of this plan will be extremely challenging, with cuts to core funding of around 25% from levels seen over the period of the second Cambridgeshire Local Transport Plan (LTP2). Revenue funding for transport will also reduce over the Plan period. There are new opportunities such as the Regional Growth Fund and the Sustainable Transport Fund, but these are bidding funds, and cannot be relied upon to supplement our reduced core budgets.

The significant challenges that the current funding environment brings therefore requires the County Council and its partners to review not only the scope of the programmes that can be delivered, but also the organisational structures that deliver them.

We have therefore set out the process which we will undertake through 2011 to develop the detailed programme for 2012/13 onwards. A detailed programme looking a year ahead will be maintained, along with a less detailed programme setting out the expected expenditure in programme areas of the following 3-4 years. Both will be updated on an annual basis, to ensure that the Implementation Plan remains aligned with our District Councils' Local Development Frameworks (LDFs) and the needs of partner delivery agencies, local stakeholders and the public.

The 2011/12 programme addresses the views of stakeholders and communities by reflecting their views on our LTP objectives and priority areas. For future years, work will be undertaken in 2011 to consider areas or programmes where decision making on priorities and schemes can be devolved to a more local level, but also to identify those areas where it will remain critical to maintain the strategic overview needed to ensure the safe and effective operation of the transport network.

Figure 0.1 The Local Transport Plan suite of documents within local and national guidance



Effective programme management and monitoring of performance is essential if the best possible outcomes are to be achieved from available resources, particularly in times when funding and resources are reducing. Cambridgeshire County Council seeks to ensure that the management of its transport programmes is effective and appropriate, and is accountable to Members of the Council, the Council's partners and the wider community in Cambridgeshire.

Appendix C Draft LTP3 Programme, 2011/12

Integrated Transport Block Programme Area	LTP3 funding (£000's)
Countywide programmes	
Accessibility Works	31
Air Quality Monitoring	15
Civil Parking Enforcement	200
Cycleway Improvements (countywide)	120
Jointly Funded Minor Improvements	200
Major Roadworks	90
Major Scheme Development	100
New Footpaths / Rural Pedestrian Improvements	50
Safety Schemes (Small and Medium size)	250
Speed Management	76
Strategy Development	100
Cambridge and the Market Towns	
Cambridge Access Strategy	180
Market Town Transport Strategy schemes	500
Major Project - St Neots Cycle Bridge	500
Bus Infrastructure - Huntingdon	50
Smarter Travel Management	
HCV Routing	40
Personalised Travel Plan	55
Travel for Work	40
Safer Routes to School	100
Traveline development	15
Guided Busway Contribution	1,000
Integrated Transport Block Total	3,712
Maintenance Block Programme Area	
LTP3 funding (£000's)	
Carriageway / Footway Maintenance	
Carriageway maintenance – Non Principal	7,161
Carriageway maintenance – Principal	
Footway Maintenance and Cycle Paths	
Rights of Way	140
Street Lighting	140
Structural Maintenance	
Strengthening of Bridges to carry 40 tonne loading	2,448
Structural Maintenance of existing highway structures	
Traffic Management	
Traffic Signal Replacement	600
Integrated Highways Management Centre	179
Real Time Passenger Information	137
Maintenance Block Total	10,805