CPCA Local Transport and Connectivity Plan

To:	Highways and Transport Committee
Meeting Date:	12th July 2022
From:	Steve Cox, Executive Director Place and Economy
Electoral division(s):	All
Key decision:	No
Forward Plan ref:	n/a
Outcome:	To provide comments on the draft Local Transport and Connectivity Plan and on the comments on the plan from Council officers, and agree the delegation of the full technical response to the Cambridgeshire and Peterborough Combined Authority's consultation.
Recommendation:	That the Committee:

a) Considers the draft Local Transport and Connectivity Plan and the key areas of interest arising identified by officers and detailed in section 2 of this report; and

b) Delegates to the Executive Director Place and Economy in consultation with the Chair and Vice Chair the agreement on the Council's Response to the consultation.

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1. Background

1.1 The Devolution Deal of 2017 transferred a number of Local Transport Authority powers from Cambridgeshire County Council and Peterborough City Council to the Cambridgeshire and Peterborough Combined Authority (CPCA) including responsibility for the development of a Local Transport Plan (LTP). LTPs set out the policies, plans and strategies for maintaining and improving all aspects of the local transport system.

1.2 The CPCA have now produced a draft of a new Local Transport and Connectivity Plan (LTCP) and are consulting on this for 12 weeks, until 4th August 2022. The LTCP will replace the current LTP which was published in early 2020. The term connectivity has been added to reflect that widespread access to the internet, particularly for home and remote working and by giving access to travel and transport apps by phone, has resulted in changing travel patterns and for some journeys, removed the need to travel at all.

1.3 The new LTCP addresses the Mayor's transport and wider priorities and responds to changed circumstances and updated policy positions at a local and national level. These include:

- the need to respond to the Cambridgeshire and Peterborough independent Commission on Climate's recommendations and the Governments new plans for decarbonisation,
- new Government policies on walking and cycling and
- changes to transport and connectivity as a result of the Covid-19 pandemic.

1.4 The draft LTCP sets out a vision, goals and objectives, and the policies designed to deliver them. These were subject to initial public and stakeholder engagement in November 2021.

1.5 The main LTCP document is accompanied by a suite of other documents:

- 'Our Policies' describes requirements related to transport planning and design, delivery, and operation and maintenance for the Cambridgeshire and Peterborough Combined Authority, public sector partners and key private sector and not-for-profit stakeholders. They also provide the principles which will underpin decision-making, capital investment and revenue support in our transport network.
- The Public Engagement and Consultation Report will provide a summary in due course of the public consultation process and other stakeholder engagement activities, identify key themes in the responses provided and will describe how the LTCP will be modified in response to the feedback received.
- The updated Evidence Base examines the current and future socio-economic, environmental, and transport conditions in the region, aiming to identify the key challenges the LTCP should seek to tackle and the opportunities that transport can help realise.
- The three statutory Impact Assessments have been updated to assess the refreshed Plan. These include the Strategic Environmental Assessment, Habitats Regulation Assessment and Community Impact Assessment (incorporating a Health Impact Assessment (HIA) and an Equality Impact Assessment (EqIA)).

1.6 Officers are collating a full technical response to the LTCP, gathered from across various teams within the Council. Section 2 below outlines key points from this exercise.

2.   Main Issues

General Comments

2.1   The general direction of the CPCA Draft LTCP is positive. It highlights the important issues within Cambridgeshire and Peterborough and is constructive in its standpoint in tackling these key transport issues facing the region. However, there will be a need for future reviews in order to build on the policies contained within the Plan, with innovative transport schemes which push boundaries to deliver sustainable transport solutions, if the objectives are to be fully achieved.

2.2   The draft vision, goals and objectives contained within the LTCP are supported and there is some good alignment of these objectives with those set out in key environmental, transport, planning and economic evidence base documents.

2.3   Environmental targets, such as achieving net zero carbon by 2050, biodiversity net gain, improving air quality, are welcomed. Likewise, the shift towards active travel (walking and cycling) is positive.

Partnership Working and Area Based Plans

2.4   CCC welcomes the LTCP's commitment to working in partnership with Local Authority partners to improve the regions transport network. There are clearly a lot of interdependencies between the CPCA major schemes, the GCP programme of schemes, the CCC pipeline of schemes and the growth proposals in the District Local Plans. The LTCP has clearly set out area-based strategies and schemes for each District and this is welcomed, especially in the context of growth and Local Plans. This partnership working will be vital if objectives are to be met, particularly around Climate Change (and net zero), biodiversity net gain, public health and economic prosperity.

Greater Cambridge Partnership (GCP)

2.5   The continued inclusion of the GCP programme of schemes within the LTCP is welcomed, and it is noted that this programme was drawn from the programme of schemes in the County Council's Transport Strategy for Cambridge and South Cambridgeshire. It is important for the success of the GCP aims of achieving sustainable transport goals, reducing congestion, improving air quality and tackling pollution in the Greater Cambridge area, as well as delivering the growth proposals sustainably, for the LTCP to recognise and support measures such as those included in the Making Connections work and goals such as reaching 15% traffic reduction targets.

Child Documents and CCC Pipeline of schemes

2.6   CCC welcomes reference to the suite of documents that sit beneath the umbrella of the LTCP (the "Child Documents") which will help to apply the policy direction, visions, objectives and goals into the more local strategies or mode specific strategies. As detailed in a separate paper to this meeting, the County Council is currently working on three of these strategies; namely the Fenland Transport Strategy, the Huntingdonshire Transport Strategy and the Active Travel Strategy, and is planning to review the existing Transport Strategies for East Cambridgeshire and for Cambridge and South Cambridgeshire.

2.7   It would be beneficial for reference to be made more explicitly to these strategies, perhaps in its own section within the LTCP so that a clear mandate for developing these can be established. These Child Documents are vital in the development of the CCC pipeline of schemes and for general scheme development, which are a basis for funding bids. Furthermore, these 'child' documents often form a crucial part of evidence base for Local Plans

Delivery Plan

2.8   It is noted that a delivery plan is referenced in the Draft LTCP and is 'being developed' alongside the LTCP. The county Council would be keen to work with the CPCA in the development of this, and with reference to the section above, ensure that the Child Documents and the CCC pipeline of schemes are referenced.

Climate Change and Carbon

2.9   The LTCP is a marked improvement on the previous LTP in terms of Carbon and the Environment and the inclusion of these themes as goals and in the vision of the plan is welcomed. Likewise, a specific objective on reaching 'net zero' by 2050 is noted and welcomed, which is closely aligned with the Cambridgeshire target of reaching net zero by 2045.

2.10   However, there are a number of areas where the commitment to reducing carbon emissions and addressing Climate Change could be strengthened considerably. The commitment to reaching Carbon goals could feature more prominently throughout the document in every section, with some information displayed within the LTCP as to how they will be achieved. At present, there are some references to environmental and climate considerations and assessments being included into schemes, but there is limited indication on how that will happen, what parameters will be included/quantified to support the decisions and if there will be a hierarchy between the goals.

2.11   Carbon assessments are mentioned as part of "further scrutiny" and embodied carbon discussed on p40 of the LTCP, which is welcomed. However, these should be strengthened to give a commitment to undertake lifecycle carbon impact assessments for larger schemes, and for programmes of smaller schemes, which is vital to establishing whether a scheme will overall help or hinder carbon reduction targets. This should be explicit within the LTCP and would be a clear step-change in how schemes are assessed and put forward.

2.12   Whilst CCC notes and understands the need for intervention on the road network where there are issues with congestion and in particular safety, it is difficult for larger scale road capacity proposals to be compatible with climate and net zero carbon objectives. It is therefore vital to ensure all non-car options to mitigate issues on the road network are investigated and given high priority, prior to road capacity increases being considered. Carbon and Climate Change implications are a vital element to the assessment of any infrastructure proposal, including road building schemes.

Ecology & Biodiversity

2.13   CCC welcomes the commitment to biodiversity net gain and the goals and objective related to this. However, within the LTCP biodiversity net gain is mentioned sporadically but not

quantified – a commitment, preferably above the anticipated 10% planning requirement will strengthen these references. Indeed, the natural environment section contains little in the way of commitments, with only "environmental considerations" being integrated into schemes. To this end, the LTCP would benefit from making firm commitments on biodiversity and the natural environment.

Major Schemes

2.14   CCC welcomes the inclusion of the major schemes contained within the LTCP. This includes those being pursued by the CPCA as well as the GCP programme of works. The continued focus on rail improvements and new stations is also welcomed. The National Highways proposals for the trunk road network are also included.

Active Travel

2.15   CCC welcomes the renewed focus on active travel within the LTCP. Walking, cycling and other active modes are key tools in tackling public health issues such as the obesity crisis. Furthermore, active travel can and does play an important role in reducing congestion.

2.16   However, CCC would like to see the prominent role of active travel in the vision, goals and objectives followed through more within the LTCP itself. There are a number of areas within the LTCP where the role cycling (and walking) can play is not mentioned or is not prominent enough, for example in section on safety, on the Major Schemes map and on the role of areas with high walking, cycling and active travel in attracting businesses.

Highways & Maintenance

2.17   The LTCP needs to take account of the Highway Authority's statutory asset management requirements. There has been a significant problem in the past with major infrastructure projects not doing so, so it is important that it is recognised up-front in the planning of any new transport schemes.

Rights of Way Improvement Plan

2.18   CCC welcomes the link to the Rights If Way Improvement Plan (ROWIP) in the LTCP, but this link needs to be fleshed out in more detail and strengthened. The ROWIP is a statutory policy document which is due to be revised in 2026. It will be aligned with the emerging Active Travel Strategy and will respond to the sea-change in development pressures that the county is experiencing to enable it to continue to provide a meaningful strategic management plan for the PROW network for the next 10 years.

2.19   The LTCP should recognise that the public rights of way (PROW) network also need to be actively managed to provide the regular leisure opportunities for both existing and new communities in order to help meet key public mental and physical health objectives set out in the Council's Vision and the councils' joint Health & Well-being Strategy, particularly in light of lessons learned from the Covid-19 pandemic. The responsibility for the mechanism for managing the PROW network is through the ROWIP, and this should be acknowledged.

Equalities & Diversity

2.20   At the time of writing this report, the Equalities Impact Assessment was unavailable to read. CCC would be keen to see this and will submit further comments specifically on this,

separate from this report, if required.

2.21 The main LTCP document itself needs to be made more fully accessible for disabled people in order to not restrict who can give comments. The Public Sector Equality Duty is clear that Local Authorities should be demonstrating due regard for EDI throughout their decision making and Plan making.

2.22 The LTCP should broaden its focus in a number of areas to be more inclusive. For example, by recognising that productivity is not all about paid work and that many contribute to society in other forms.

2.23 In addition, the section on safety is too narrowly focussed. This needs to be broadened to include safety for disabled people, travel for marginalised groups and recognise that there are many for whom a car is the only viable option for travel.

Public Health

2.24 CCC is pleased to see focus on the creation of" a transport system that makes it easier and safer to walk to shops, school and other amenities. The development of a series of "20-minute neighbourhoods" and healthy streets complements the principles of the Putting Health in Place programme guidance, based on the NHS Healthy Towns Initiative.

2.25 However, CCC would welcome more of a focus on and consistent reference to health and wellbeing throughout the document overall. For example, the 'Our Transport Vision' section contains a number of 'Ambitions' which are aimed at supporting the overall vision, however, these don't appear to include any refence to health and wellbeing. In addition, the LTCP should build upon the extensive health data available both locally and nationally, which highlights the need to increase physical activity, particularly in areas of inequality.

3. Alignment with corporate priorities

3.1 Environment and Sustainability

The following bullet points set out details of implications identified by officers:

- The LTCP contains a number of strategic aims, goals and objectives that tackle the topics of environment and sustainability. Furthermore, any schemes being proposed are assessed against study objectives. Objectives include:
  - Deliver a transport network that protects and enhances our natural, historic and built environments;
  - Reduce emissions to 'net zero' by 2050 to minimise the impact of transport and travel on climate change
  - Ensure transport initiatives improve air quality across the region to exceed good practice standards
  - Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability
  - Ensure all our regions businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports
  - Connect all new and existing communities sustainably so all residents can easily access a good job within 30 minutes by public transport, spreading the regions prosperity

3.2   Health and Care

The following bullet points set out details of implications identified by officers:

- The LTCP contains a number of strategic aims, goals and objectives that tackle the topic of health. Furthermore, any schemes being proposed are assessed against study objectives. Objectives include:
    o Ensure transport initiatives improve air quality across the region to exceed good practice standards
    o Embed a safe systems approach into all planning and transport operations to achieve 'Vision Zero' – zero fatalities or serious injuries
    o Provide healthy streets and high quality public realm that puts people first and promotes active travel

3.3   Places and Communities

The following bullet points set out details of implications identified by officers:

- The LTCP contains a number of strategic aims, goals and objectives that tackle the topics of place and communities. Furthermore, any schemes being proposed are assessed against study objectives. Objectives include:
    o Provide healthy streets and high quality public realm that puts people first and promotes active travel
    o Ensure all our regions businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports
    o Connect all new and existing communities sustainably so all residents can easily access a good job within 30 minutes by public transport, spreading the regions prosperity
    o Support new housing and development to accommodate a growing population and workforce, and address housing affordability issues
    o Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible to all
    o Communities are digitally connected, innovative technologies are supported, and there is improved mobility and connectivity across the region

3.4   Children and Young People

The following bullet points set out details of implications identified by officers:

- The LTCP contains a number of strategic aims, goals and objectives that tackle the topics of children and young people. Furthermore, any schemes being proposed are assessed against study objectives. Objectives include:
    o Provide healthy streets and high quality public realm that puts people first and promotes active travel
    o Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible to all
    o Communities are digitally connected, innovative technologies are supported, and there is improved mobility and connectivity across the region

3.5   Transport

The following bullet points set out details of implications identified by officers:

- The LTCP aims to improve transport for the whole of the Cambridgeshire and Peterborough combined authority area. This includes for residents, workers and visitors in the area.
- The LTCP contains a number of strategic aims, goals and objectives that tackle the topic of Transport specifically. Furthermore, any schemes being proposed are assessed against study objectives. Objectives include:
    o Provide healthy streets and high quality public realm that puts people first and promotes active travel
    o Promote social inclusion through the provision of a sustainable transport network that is affordable and accessible to all
    o Communities are digitally connected, innovative technologies are supported, and there is improved mobility and connectivity across the region
    o Ensure all our regions businesses and tourist attractions are connected sustainably to our main transport hubs, ports and airports
    o Connect all new and existing communities sustainably so all residents can easily access a good job within 30 minutes by public transport, spreading the regions prosperity
    o Ensure transport initiatives improve air quality across the region to exceed good practice standards
    o Embed a safe systems approach into all planning and transport operations to achieve 'Vision Zero' – zero fatalities or serious injuries
    o Deliver a transport network that protects and enhances our natural, historic and built environments;
    o Reduce emissions to 'net zero' by 2050 to minimise the impact of transport and travel on climate change
    o Build a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability

4.   Significant Implications

4.1   Resource Implications

The following bullet points set out details of significant implications identified by officers:
- The LTCP is developed and produced by the CPCA so there are no direct resource implications from the development of the Draft LTCP.
- CCC is currently developing child documents of the LTCP (Hunts Transport Strategy, Fenland Transport Strategy and Active Travel Strategy. Funding for these is sought from the CPCA

4.2   Procurement/Contractual/Council Contract Procedure Rules Implications

There are no significant implications for this priority.

4.3   Statutory, Legal and Risk Implications

There are no significant implications for this priority.

4.4   Equality and Diversity Implications

The following bullet point sets out details of significant implications identified by officers:
- An Equality Impact Assessment (EqIA) has been undertaken by the CPCA for the draft LTCP (not yet available to view on consultation site for LTCP)
- CCC is reviewing the CPCA's EqIA and is undertaking our own assessment of the equality implications of the draft LTCP
- An EqIA will be undertaken for each child document (the child documents are a suite of documents under the umbrella of the LTP and are referred to on page 15 of the Draft LTCP) and any intervention/scheme proposed through these

4.5   Engagement and Communications Implications

The following bullet point sets out details of significant implications identified by officers:
- The LTCP is out for public and stakeholder consultation currently.
- CCC staff are helping to man these events

4.6   Localism and Local Member Involvement

The following bullet point sets out details of significant implications identified by officers:
- CCC's response on the draft LTCP will be reported at CCC H&T committee
- Any future strategy work that CCC carry out underneath the umbrella of the LTCP (Child documents etc.) is usually supported by Member Steering Groups made up of County Members, and where appropriate, District, Town or Parish Councillors. Local County Councillors are generally offered the opportunity to feed into work as stakeholders and through consultations on the emerging or draft strategies.

4.7   Public Health Implications

The following bullet point sets out details of significant implications identified by officers:
- Transport is both a key factor in the state of, and has a key role to play in the improving of public health in the region
- Improving public health is a key goal and objective set out by the CPCA for their LTCP
- The LTCP contains a number of strategic aims, goals and objectives that tackle the topic of health. Furthermore, any schemes being proposed are assessed against study objectives. Objectives include:
    - Ensure transport initiatives improve air quality across the region to exceed good practice standards
    - Embed a safe systems approach into all planning and transport operations to achieve 'Vision Zero' – zero fatalities or serious injuries
    - Provide healthy streets and high quality public realm that puts people first and promotes active travel

4.8   Environment and Climate Change Implications on Priority Areas

4.8.1   Implication 1: Energy efficient, low carbon buildings.
        Status: Neutral
        Explanation: There are no implications in this area

4.8.2   Implication 2: Low carbon transport.
        Status: Positive

Explanation: Reducing Carbon to 'net zero' in one of the key objectives of the LTCP *("Reduce emissions to 'net zero' by 2050 to minimise the impact of transport and travel on climate change")*

4.8.3   Implication 3: Green spaces, peatland, afforestation, habitats and land management.
Status: Neutral
Explanation: Any direct implications arising from the LTCP, a child document, a strategy or scheme development work will be addressed in future reports to this Committee. However, it is also noted that, one of the key objectives of the LTCP is to *"Deliver a transport network that protects and enhances our natural, historic and built environments";*

4.8.4   Implication 4: Waste Management and Tackling Plastic Pollution.
Status: Neutral
Explanation: There are no implications in this area

4.8.5   Implication 5: Water use, availability and management:
Status: Neutral
Explanation: There are no implications in this area

4.8.6   Implication 6: Air Pollution.
Status: Positive
Explanation: Policy / strategy approaches that focus on reducing traffic and a cleaner vehicular fleet have potential to improve air quality in areas where transport is the dominant generator of pollutants, but need commitment to interventions that will enable or drive significant changes in travel behaviour if they are to be most effective. The draft LTCP has a key objective to *"Ensure transport initiatives improve air quality across the region to exceed good practice standards".*

4.8.7   Implication 7: Resilience of our services and infrastructure, and supporting vulnerable people to cope with climate change.
Status: Positive
Explanation: The draft LTCP contains a key objective on reducing carbon to 'net zero' by 2050 (*"Reduce emissions to 'net zero' by 2050 to minimise the impact of transport and travel on climate change"*) and on ensuring the transport network is resilient and adaptive to change as a result of environmental disruption (*"a transport network that is resilient and adaptive to human and environmental disruption, improving journey time reliability"*)

Have the resource implications been cleared by Finance?   Yes
Name of Financial Officer: David Parcell

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the LGSS Head of Procurement?   Yes
Name of Officer: Clare Ellis

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or LGSS Law? Yes
Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact?   Yes
Name of Officer: Elsa Evans

Have any engagement and communication implications been cleared by Communications? Yes
Name of Officer: Sarah Silk

Have any localism and Local Member involvement issues been cleared by your Service Contact?   Yes
Name of Officer: David Allatt

Have any Public Health implications been cleared by Public Health? Yes
Name of Officer: Iain Green

5.   Source documents guidance

5.1   Source documents

None