



<u>Committee and date</u>
Scrutiny - Place Overview Committee
9 <sup>th</sup> December 2020

<u>Item</u>
7
<u>Public</u>

## LOCAL TRANSPORT PLAN 4 (LTP4)

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### 1. Summary

- 1.1 This report outlines the proposed approach for the development of the next Local Transport Plan for Shropshire (LTP4). The Local Transport Plan process is a key document for the council and sets out the mechanism through which Local Authorities strategically plan for how the safe and effective movement of goods and people around the county will take place over the next ten to fifteen years
- 1.2 Transport has a significant role to play in place-making, supporting the economy of Shropshire and ensuring that everyone can have access to essential services and their daily needs and activities.
- 1.3 This report outlines a future ready approach that considers and prioritises the mobility needs of people, places and activities rather than the transport mode-based approaches that have been used for previous LTPs. Recognition of, and the provision for, these needs will be a key factor in building and maintaining sustainable communities, encouraging economic growth and informing other Council policies and strategies.
- 1.4 The approach will establish key links to other Shropshire Council agendas relating to economic growth, the environment and health. The approach will also support local aspirations that are reflected through the Place Plan process.
- 1.5 The timing of the development of LTP4 presents an opportunity to acknowledge and respond to significant changes in Shropshire that may influence how and why people travel and how goods are transported, such as the carbon reduction agenda, the Covid-19 pandemic and Brexit. The approach taken will also enable Shropshire Council to more dynamically mitigate similar impacts of social change that may happen in the future.
- 1.6 This report also outlines an approach for ensuring targeted, representative and meaningful engagement with officers, Local Members, key stakeholders and the public.
- 1.7 The Local Transport Act 2008 provides local authorities with the power to review and propose their own arrangements for local transport governance to

support more coherent planning and delivery of local transport. The Act retains the statutory requirements to produce and review local transport plans and policies. Authorities are expected to review their LTP to make sure it remains relevant. Each local authority can determine the time span for review of which this report aims to fulfil this requirement.

## **2. Recommendations**

2.1 That the Place Overview Committee:

- **Support the proposed approach for the development of the next Local Transport Plan (LTP4) for Shropshire, and**
- **Support the outline approach for engagement with stakeholders and the public.**
- **Request that progress on the development of the Local Transport Plan (LTP4) is reviewed by this committee again in Spring 2021 in advance of the draft strategy being presented to Cabinet for further approval to consult.**

## **REPORT**

### **3. Risk Assessment and Opportunities Appraisal**

#### **Opportunities**

- 3.1 The development and adoption of a new Local Transport Plan (LTP), in line the approach outlined in Section 6, will present the following potential benefits and opportunities:
- The delivery of a user and outcomes focussed LTP that recognises the future mobility needs of different people, places and activities in Shropshire.
  - Enable an 'all Shropshire' approach that broadly acknowledges the mobility impacts on all residents, businesses, locations and activities rather than focus solely on Council commissioning and service delivery parameters.
  - Adoption of a place-led approach that can link into Shropshire's Local Development Framework and recognise the local infrastructure aspirations identified through Shropshire's Place Plan process.
  - Formation of a 'Whole Council' solution that will enable cross-organisational thinking and the development of integrated and mutually supporting policy. The role of transport in place making, and in supporting broader outcomes relating to the economy, development, the environment and the health and wellbeing of Shropshire's residents, will be recognised.

- A strategic framework that supports wider national, sub-national, regional and local policy objectives.
- The potential to react to change more quickly by updating or developing specific and relevant policies that are reflective of the priorities and vision for transport and highway in Shropshire, rather than requiring frequent updates to the overarching LTP.
- The opportunity to recognise, respond to and influence rapidly changing travel behaviours because of the COVID-19 pandemic, Brexit and climate change.
- Greater chance of success in competitive external funding opportunities.
- An evidence based and widely consulted document that has the confidence and support of the wider Shropshire and neighbouring communities.

## **Risks**

3.2 Shropshire Council does not currently have a formally adopted Local Transport Plan (LTP) although does have a plan available covering the period for 2011 – 2026 on the council’s web site which had received wide endorsement from key governance meetings. Non-adoption presents the following short and long-term risks:

- Shropshire Council is not fulfilling a requirement to have an adopted formal Local Transport Plan.
- Mode based plans that do not reflect varying mobility needs across Shropshire.
- Difficulty in making defensible short and long-term decisions through a lack of robust evidence of Shropshire Council’s priorities for highways and transport investment and how future activities will be influenced.
- Lack of a strategic framework within which specific policies can be developed and key linkages with wider council aspirations can be identified.
- Reduced likelihood of success in external funding opportunities and in attracting inward investment to Shropshire. It is highly likely that a first sift of applications for Department for Transport funding would be based on the existence of an up to date and adopted LTP.

3.3 The following risks associated with the production of a new LTP have been identified:

- Managing the public’s (including specific interest groups) perceptions on what the purpose and role of this document is and what can realistically be achieved. It is envisaged that the next LTP will be a lean, high level document that will be underpinned by a portfolio of more specific policies and strategies that can be updated more frequently, and in isolation, if necessary.

- The process of developing the next LTP may identify several specific supporting policies that need to be updated or developed. In some cases, there may be pressure to develop specific policies more quickly in order to respond to high profile initiatives such as active travel or funding opportunities.
- Potential difficulties associated with public engagement in response to limitations imposed by the Covid-19 pandemic.

## **Equalities**

- 3.4 An ESIA was produced as part of the proposal to Cabinet to commission production of the LTP in 2018. It is proposed that this ESIA is reviewed alongside the ongoing development of the engagement plan for LTP4.

## **Community and consultation**

- 3.5 An Engagement Plan is currently being developed as part of the LTP4 commission to outline all aspects of engagement and consultation throughout the development and adoption processes. The Engagement Plan will outline:

- **The stages of the commission at which engagement will be needed?**

Any engagement with the public and Local Members will be cognisant of the planned local elections in Shropshire in May 2021. Any engagement will consider other consultation exercises taking place to minimise consultation fatigue. There are currently no major consultations planned other than routine activities that take place annually between mid-December and mid-February.

It is estimated that updates will be brought to Scrutiny in June 2021 prior to the draft strategy being presented to Cabinet for approval to consult in autumn 2021. This will then return to Cabinet and Full Council to consider formal adoption of the plan.

- **Who will to be engaged with (i.e. Shropshire Council departments, Local Members, key stakeholders and the public).**

A comprehensive list of key stakeholders has already been developed. It is envisaged that this will be reviewed, and themed groups will be identified that are representative of areas of interest and types of people. For each themed group the intended outcomes and outputs of the engagement will be identified in order to target the engagement effectively and maximise the value of response.

There will also be specific consultation with Shropshire Council's neighbouring authorities.

Key linkages with other teams within the Council will be developed through a project reference group, as outlined in Section 6.

It is suggested that the approach outlined in Section 6, which acknowledges the mobility impacts on all people, all businesses, all locations and all activities, will secure greater support and action from stakeholders.

- **How the engagement will be undertaken, and which tools will be used.**

The Council has appointed a new Head of Communication and Engagement, although the postholder is not yet in place. This person will have key input to the engagement process and will provide guidance on how engagement can be effectively carried out within the restrictions of the current pandemic. It is envisaged that this role, or a delegated representative, will provide specialist input to the Project Governance team.

Where possible, stakeholder groups will be accessed via online forums. Opportunities to target communications through local newsletters, social media and My Shropshire etc. will also be explored.

- **How engagement activities and outcomes will be reported.**

- **How the outputs from engagement activities will be used.**

## **Environmental**

3.6 A climate change appraisal has been completed and is contained in Section 5.

## **4. Financial Implications**

4.1 It was agreed by Cabinet in 2018, that support for the development of LTP4 could be commissioned through Shropshire Council's Term Engineering Contract with WSP. Sufficient financial resource has been identified and secured to deliver the agreed work programme and strategy.

4.2 It should be noted that the scoping work that will take place as part of the LTP4 commission may identify additional streams of work that are necessary to strengthen the LTP. In this instance, a case for additional funding will be made.

4.3 Project governance and management activities will be carried out using existing Shropshire Council staff resource.

## **5. Climate change appraisal**

### **Energy and fuel consumption (buildings and / or travel)**

5.1 The proposed approach for the development of the next LTP, as outlined in Section 6, will provide an opportunity to identify the required highway and transport infrastructure and strategies that support clean energy and low carbon developments. Through taking a mobility and place led approach, appropriate policy and infrastructure interventions can be identified that support efficient and sustainable movements of people and goods.

### **Renewable energy generation**

- 5.2 The decision arising from this report is not considered to create opportunities to generate renewable energy.

### **Carbon offsetting or mitigation**

- 5.3 The development of a new LTP will provide an opportunity to embed low carbon policy within planning for highways and transport which will reinforce Shropshire's 2019 climate emergency declaration and support the local authority's target to be carbon neutral by 2030.
- 5.4 Part of the engagement approach for the LTP will be for Shropshire Council officers to liaise and participate with the Shropshire Climate Action Partnership (SCAP) to ensure that the LTP maximises opportunities for decarbonisation.

### **Climate Change adaptation**

- 5.6 The future mobility approach that is proposed will provide the opportunity to identify outcomes that best suit the different transport requirements of people, places and activities in Shropshire. This is likely to vary between urban and rural settlements, however there will be a focus on encouraging the increased use of more sustainable and active modes of transport that can help people to become fitter and healthier.

## **6. Background**

- 6.1 Strategic planning for transport is key to how we shape environment, economy and communities. The main mechanism through which local authorities can strategically plan and prioritise highways and transport investment and interventions is through the adoption of a Local Transport Plan (LTP).
- 6.2 Local Transport Plans enable Local Authorities to set out their policies and corresponding implementation plans, which best meet an area's needs for all aspects of transport and highways.
- 6.3 An LTP for Shropshire is necessary to:
- To understand the views and priorities for highways and transport from Shropshire's public and key stakeholders.
  - To enable strategic planning for the development of a highways and transport system that meets the mobility needs of Shropshire and acknowledges strategic linkages with wider Council agendas.
  - To provide a framework by which Shropshire can secure investment, respond to change and manage, maintain and monitor its transport and highways system.

6.4 Since LTP3 was produced in 2011, there have been several changes both at Shropshire Council and at wider national and regional levels. The strategic framework for transport is currently changing rapidly, for example:

- Shropshire Council declared a climate emergency in 2019 and set a target to be carbon neutral by 2030.
- Shropshire Council is due to submit a new Local Plan in 2021 which will prioritise and shape development in Shropshire up until 2026.
- The outcomes of Brexit may change patterns of freight and agricultural movements.
- Rapid innovation and adoption of smart technologies and digital communications.
- The ongoing Covid-19 pandemic has changed public perception of transport needs and enabled new questions to be asked about how transport will be used in the future. Whilst strong digital communications have prompted an unprecedented level of home-working and corresponding reductions in commuter-based travel movements, uncertainties around the use of public transport has not only resulted in more people choosing to walk or cycle but also an increase in pressure to use private cars to access work, education, shopping and leisure.

6.5 It is therefore considered necessary to develop a new and relevant LTP for Shropshire that suits the needs of this significantly different norm. The following approach that is proposed for developing the next LTP for Shropshire is intended to not only acknowledge the current challenges faced in Shropshire, but also to create a vision for transport and mobility in ten to fifteen years' time that embraces the opportunities that the current state of change presents.

6.6 Transport, and use of the highway, is largely not an activity, it is a means to an end, a function of spatial distribution of economic activity. The need for travel, and therefore transport, is generated by the movement of people and goods to facilitate activity (e.g. employment, education, healthcare, leisure, retail, etc) as part of an economy, whether that be local, regional, national or international.

6.7 Previous LTPs have been developed using a transport mode-based approach. However, in reflection of this period of significant change in Shropshire, the next LTP will be developed using an alternative and future ready approach that considers and prioritises:

- **People**

The different characteristics of people that have an impact on their levels of accessibility i.e. age, gender, mobility, ethnicity etc. and the transport issues that they may experience.

- **Places**

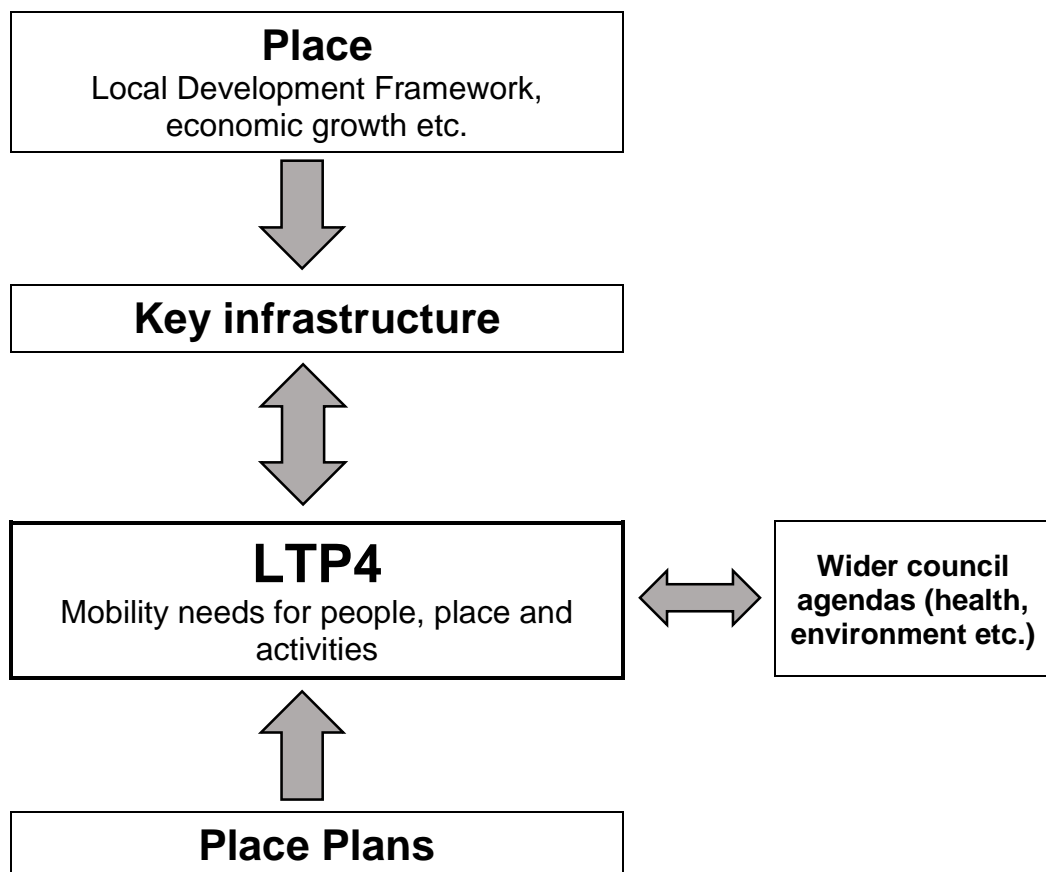
The different spatial characteristics across the County in terms of urban and rural variations, the scale of settlements, connectivity within and between the towns and rural communities of Shropshire and external connectivity for international, national and regional movements.

- **Activities**

The different activities that people and organisations in Shropshire use transport and mobility to access or facilitate and how these needs may be changing. An understanding of the requirements for the movement of people and goods in Shropshire, now and in the future will be key.

6.8 Whilst the LTP will acknowledge all aspects of transport and highways in Shropshire, including walking, cycling, public transport, car-based travel, freight, and the management and maintenance of highways it is envisaged that the next LTP will be a lean, high level strategic document that is underpinned by a portfolio of more specific policies and strategies that could be updated more frequently if necessary.

6.9 The Local Transport Plan will be developed within a high-level framework of national, regional and Shropshire Council based policies relating to health, education, the economy and the environment. The place-led approach will link into Shropshire's Local Development Framework and recognise the local infrastructure aspirations identified through Shropshire's Place Plan process.





- 6.10 Following approval by this committee, clear project governance arrangements will be established. An LTP Project Board will be set up and will include a Project Director and Client Project Manager, supported by other key Council officers who have an interest in the governance of the commission. The Project Director will be the Assistant Director of Infrastructure and will lead on decision making. Change and risk registers will be routinely reviewed by the Board.
- 6.11 In addition, it is proposed that a Project Reference Group of Shropshire Council officers, Members and key stakeholders is set up to represent wider Shropshire Council interests (place plans, planning, economic growth, carbon reduction etc.). This forum will be used to ensure that emerging needs are relevant and appropriately prioritised. The LTP4 Project Board will determine attendees and agree agenda items.
- 6.12 It is currently envisaged that a draft LTP will be presented to Cabinet for approval to consult in autumn 2021. The following list provides an overview of indicative project milestones (all dates will be reviewed and confirmed by the Project Governance Team):

<b>Milestone</b>	<b>Estimated delivery date</b>
Project Plan	November 2020 [Completed]
Engagement Plan	November 2020 [Live document, first draft completed]
Summary of Strategic Framework and Challenge Themes	November 2020 [Completed]
Engage with Scrutiny	December 2020
Engagement with officers and key stakeholders	January 2021
Evidence base review / SWOT analysis	January 2021
Review of 2019/20 Place Plans	January 2021
Vision and Objectives Setting	February 2021
Strategic Environmental Assessment and Habitats Regulations Assessment	March 2021
Options Identification, Sifting, Shortlisting and Recommendations	March 2021
Draft Intervention Delivery Plan	April 2021
Engage with Scrutiny	June 2021
Cabinet	Summer 2021
LTP4 Engagement	Autumn 2021
Final LTP4 Development	Autumn / Winter 2021
Cabinet / Council adoption	Winter 2021

## 7. Additional Information

- 7.1 The Local Transport Act 2008 provides a statutory requirement for Local Transport Authorities (LTAs) to have a local Transport Plan (LTP). The Act allows LTAs the freedom to replace LTPs as and when they see fit rather than

requiring a five-year planning cycle as in previous legislation (Transport Act 2000).

- 7.2 The LTA 2008 provides local authorities with the power to review and propose their own arrangements for local transport governance to support more coherent planning and delivery of local transport. The Act retains the statutory requirements to produce and review local transport plans and policies. Authorities are expected to review their LTP to make sure it remains relevant. Each local authority can determine the time span for review.
- 7.3 Shropshire Council adopted its first Local Transport Plan in July 2000 and it's second in March 2006. A draft third Local Transport Plan (LTP3) was published for public consultation after going to both Scrutiny Committee and Cabinet in March 2011. The provisional LTP3 has been made public on the Shropshire Council website since that date acting as a 'working document'.
- 7.4 On 17<sup>th</sup> January 2018, it was resolved by Shropshire's Council's Cabinet that the development of a new LTP would be commissioned.

## 8. Conclusions

- 8.0 The approach outlined in this report will result in a high quality, well researched strategic transport plan that has been widely consulted upon and that is reflective of the future mobility needs of Shropshire's people, places and activities. The document will enable cross-organisational thinking and support broader outcomes relating to the economy, development, the environment and the health and wellbeing of Shropshire's residents.

### **List of Background Papers (This MUST be completed for all reports but does not include items containing exempt or confidential information)**

Shropshire Council. 2018. *Local Transport Plan [LTP] 4 - Approval to proceed and consult*. (Cabinet report 17-01-2018). [Online]. Shrewsbury, Shropshire Council. [Accessed: 22-10-2020]. Available from: <http://shropshire.gov.uk/committee-services/ieListDocuments.aspx?CId=130&MId=3428&Ver=4>

### **Cabinet Member (Portfolio Holder)**

Steve Davenport, Portfolio Holder - Highways and Transport

### **Local Member**

This report relates to a proposed County wide strategy.  
The Local Members' Protocol is contained at Page E45 of the Constitution.

**Appendices – None.**