

Report to Cabinet Member for Transportation

Decision to be taken on or after [date]

**Decision can normally be implemented at least
3 working days after decision has been signed.**

**Cabinet Member Report No. [number]
(Member Services will fill this information in)**

Title: Local Transport Plan 4

Date: 29/03/2016

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Local members affected: (All Electoral Divisions);

For press enquiries concerning this report, please contact the media office on 01296 382444

Summary

Transport is a big part of all of our lives. It affects us all: in good ways and bad ways. As Buckinghamshire's economy and population grow, good transport systems and networks will become even more important. The Local Transport Plan 4 will set out how transport can play its part in realising the Council's vision to make Buckinghamshire a great place to live and work. It plays a key part in accessing funding for transport improvements, making sure new developments work for Buckinghamshire and shaping the way we work to improve transport.

The Plan will cover all types of transport and look ahead to 2036. It sets out the Council's high-level approach to transport in Buckinghamshire. More detailed documents will be developed to support it and provide more detail as necessary. These are likely to include area strategies for key growth areas and strategies for specific issues (like Development Management).

The Plan will meet the Council's statutory responsibility to produce and maintain a Local Transport Plan. It also has a vital role to play in the Council's work to deliver its Strategic Plan priorities. With a growing county there is a huge amount that can be done to improve transport



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in Buckinghamshire. Our funds are increasingly constrained so these policies will need to be implemented in partnership with central government, the district councils, communities and businesses. Innovative approaches will be required to try to maintain accessibility with less money. The Plan explains how it will be put into action by a range of people.

The Plan proposed has been informed by an initial 'snapshot' consultation and a formal eight week consultation. This has helped the Plan to meet the needs of Buckinghamshire's people, its businesses and key stakeholder organisations (such as the district councils and the Buckinghamshire Thames Valley Local Enterprise Partnership). The Plan has also been subject to a Strategic Environmental Assessment, Habitats Regulations Assessment and Equalities Impact Assessment with no significant negative issues being identified at this stage.

Recommendation

That the Cabinet Member for Transportation agrees to recommend 'Buckinghamshire's Local Transport Plan 4' (Appendix 1) (the Plan) to Full Council for adoption as the Council's local transport plan for the period to 2036.

That the approval of any minor amendments to the Plan required based on experience with its application is delegated to the Director of Growth & Strategy in consultation with the Cabinet Member for Transportation.

That any decision to review the Plan before 2036 is delegated to the Cabinet Member for Transportation.

A. Narrative setting out the reasons for the decision

1. This section of the report sets out the reasons for the decision and it is divided into three sub-sections: the first setting out the role of a Local Transport Plan; the second explaining more about the Plan proposed; and the third summarising the consultation that informed the Plan's development. The proposed Plan forms Appendix 1 to this report.

The role a Local Transport Plan:

2. The Council is responsible for producing and maintaining a Local Transport Plan. This is a statutory responsibility under the Local Transport Act 2008. The Plan sets out the Council's overarching strategy for transport across the County. The current plan expires in April 2016 and a replacement is, therefore, required.
3. Transport is a big part of all of our lives. It affects us all: in good ways and bad ways. As Buckinghamshire's economy and population grow, good transport systems will become even more important. The Local Transport Plan addresses these issues, setting out how transport can play its part in realising the Council's vision to make Buckinghamshire a great place to live and work:

"Local Transport Plan 4 aims to make Buckinghamshire a great place to live and work, maintaining and enhancing its special environment, helping its people and businesses thrive and grow to give us one of the strongest and most productive economies in the country."

4. The Plan covers all types of transport and looks ahead to 2036, in line with the timescales Buckinghamshire's local planning authorities are using for their Local Plans. Over that period things will change, so we will need to review the Plan (see Section K).

5. With a growing county there is a huge amount that can be done to improve transport. Our funds are increasingly constrained so these policies will need to be implemented in partnership with central government, the district councils, communities and businesses. Innovative approaches will be required to try to maintain accessibility with less money. The Plan explains how it will be put into action by a range of people. It will play a key part in accessing funding for transport improvements, making sure new developments work for Buckinghamshire and shaping the way we work to improve transport. The Local Transport Plan will be used to:

- Make sure the transport investments the Council makes (or supports) meet its objectives and keep Buckinghamshire thriving and attractive in the future.
- Support bids for funding: to the Department for Transport and other Central Government departments; via the Buckinghamshire Thames Valley Local Enterprise Partnership; to European funds; and from a range of other funders. All these funders need to know that a bid is part of a bigger plan (like the Local Transport Plan) to deliver value from their funding.
- Respond to development proposals and make sure they work for Buckinghamshire.
- Help interested individuals and organisations to deliver the transport improvements or services they want themselves. By providing information and guidance the Plan is part of the Council's work to help people to do things for themselves, where appropriate.

The plan proposed:

6. The policies in Local Transport Plan 4 set out a high-level approach to transport in Buckinghamshire. It is divided into four sections. Section 1 explains what the Plan does, provides a picture of Buckinghamshire today and how it is expected to change, and sets out the aim and four objectives the rest of the Plan addresses. Section 2 sets out 'big picture' policies, for issues that affect the whole county. Section 3 provides a range of policies for specific issues, such as policies for particular modes of transport. Section 4 describes the range of ways the Plan will be put into action and includes a map showing aspirations for schemes identified in work undertaken to date.

7. It is proposed that the Council should develop additional documents to support the high-level policies set out in the Plan and provide more detail as necessary. These are likely to include area strategies for key growth areas and strategies for specific issues. The diagram in Section 1 of the Plan provides more information on the subjects that are expected to be covered by the strategies (some of which have already been developed). This approach (a high level Local Transport Plan supported by more detailed documents) is proposed as the best solution for Buckinghamshire because:

a. It allows us to plan on a timetable that is right for Buckinghamshire.

By separating the more detailed strategies for key growth areas from the main Plan's timetable we are able to produce them at the most appropriate time. As the district councils are still developing proposals for their new Local Plans it would be impossible to understand the details of where transport issues will be in twenty years or how, therefore, to address them. Instead we can develop these strategies when we have the information to understand the issues properly.

b. It allows us to develop policies for the issues that matter for Buckinghamshire.

A high-level Plan supported by a more flexible set of documents allows us to develop only the policies we need as Buckinghamshire changes.

c. It allows us to make the best use of our limited resources to deliver the policies Buckinghamshire needs, with the resources the Council has.

Consultation that informed the proposed Plan:

8. Local Transport Plan 4 will have a significant impact on a wide range of people, including residents, businesses and other travellers. Engaging Buckinghamshire's people and businesses has been a central part of getting the Plan right.
9. The proposed Plan has been informed by an initial 'snapshot' consultation and a formal eight week consultation. This has helped the Plan develop to meet the needs of Buckinghamshire's people, its businesses and key stakeholder organisations (such as the district councils and the Buckinghamshire Thames Valley Local Enterprise Partnership).
10. The initial 'snapshot' phase of consultation ran between 24 August and 7th September 2015 and used an online consultation tool to understand individuals' priorities for the Plan. It identified the issues that were most important to people and how they would prefer to address them. This information helped us write the consultation draft Local Transport Plan 4 which was the subject of the second phase of consultation.
11. The second phase of consultation was held between 7th December and 29th January. It allowed us to understand what people (and stakeholder organisations) think of the proposals for the draft Plan. A consultation report summarising the consultation, the responses received and changes made to the proposed Plan as a result forms Appendix 2 to this report.
12. The eight week consultation successfully engaged over 600 individuals and stakeholder organisations (including Members, District Councils, Town Councils, Parish Councils, businesses, and other organisations). It was designed to reach as wide a range of people as possible in an affordable way. Consultation materials and a questionnaire were available on the BCC website's 'Have your say' portal. The consultation was promoted using a range of methods (detailed in the Consultation Report).
13. The analysis suggested a range of ideas and helpful improvements. The key improvements made to the proposed Plan based on the findings include:
 - Measures to clarify the Local Transport Plan's role as the Council's highest level transport policy and to explain the more detailed policies which will be developed to support it. Including:
 - An improved diagram showing: the Local Transport Plan; the more detailed policies; and their relationships with other key policies.
 - Highlighting parts of the Plan that are 'living policies' that may be updated and published online as our understanding develops.
 - Clarifying the role of the Plan's objectives.
 - Expanding Policy 2: 'Beyond Buckinghamshire' to include a series of maps that show key challenges and current options for addressing them. Improving the existing map. This will form one of the 'living policies' described above.
 - Changes to help the Council's Development Management team secure mitigation measures and funding from developers.
 - A range of more detailed changes addressing new issues and responding to improved information provided by respondents.
 - Sharing information gained with other parts of the Council, especially the team conducting the Public Transport Review.
14. The Plan has also been subject to a Strategic Environmental Assessment, Habitats Regulations Assessment and Equalities Impact Assessment. Updates were made where appropriate as the Plan was refined and developed. Consultation on the

Strategic Environmental Assessment was undertaken in January, with findings being incorporated as appropriate. No significant negative issues were identified by these assessments: with their main effects being assessed as positive, neutral or to be defined for individual projects as they are developed. The Strategic Environmental Assessment identified no significant negative effects and concluded that an up-to-date plan is likely to have a better impact than continuing with Local Transport Plan 3 (the alternative case considered) would. For cumulative effects considered likely between certain LTP4 policies and transport schemes prioritised by the County, no additional measures are considered necessary at this strategic level. The Habitats Regulations Assessment identified no significant effects for some of the Plan's policies and deferred the full assessment of schemes arising from others, which could not be assessed at this high level, to project level when more detail is known (when such assessments would be required anyway). Text has been added to Policy 10 of the proposed Plan to reflect this. The Equalities Impact Assessment concluded that the Plan should have a range of benefits for equalities issues (by improving access and managing transport's negative impacts) and that there will be further opportunities to consider other specific needs in more depth in subsequent scheme assessments and supporting strategies.

B. Other options available, and their pros and cons

Alternative Option A: Not replace the current Local Transport Plan 3.

15. The Council is responsible for producing and maintaining a Local Transport Plan. This is a statutory duty under the Local Transport Act 2008. When the current plan expires in April 2016 the Council would be in breach of the Local Transport Act 2008.
16. This would have legal implications, compromise the Council's ability to access Central Government transport funding and reduce its ability to bid for other transport funding. With significant growth options being considered by the district councils, the lack of a Local Transport Plan would significantly affect the Council's ability to respond to development proposals and secure the transport mitigation measures Buckinghamshire will require. Without the Plan to steer its considerable spending on transport it would be difficult to ensure this investment provides value for money in delivering the Council's Strategic Plan objectives.
17. This option is not recommended.

Alternative Option B: Extend the current Local Transport Plan 3.

18. This could fulfil the Council's duty to produce and keep updated a Local Transport Plan. Significant changes have taken place in the way transport investments are funded since Local Transport Plan 3 was published. Also, districts are beginning to look at different levels of growth and our aspiration to empower different providers has developed. As such, this option is not recommended. Local Transport Plan 3 is unlikely to continue to reflect Buckinghamshire's needs in the future; and would be likely to lead us to miss opportunities for transport improvements that would benefit the county.
19. If pursued, this option would require a new Strategic Environmental Assessment, Habitats Regulations Assessment and Equalities Impact Assessment (and as a result would require further consultation to be undertaken).
20. This option is not recommended.

C. Resource implications

21. The work on the proposed Local Transport Plan is now largely complete (except the work required to take it to Full Council). Not progressing with the proposed Plan and developing an alternative replacement plan would have significant resource implications.
22. Once implemented, the Plan will have no additional resource implications until a review is required. By making our policies clear and easy to up-to-date the Plan should make some of the Council's work easier. The Plan should identify new opportunities and funding which will help the Council to resource the improvements required to meet its vision. As such, the Plan is expected to be a net attractor of funding. The funding implications of these opportunities will be the subject of separate decisions as required at that time.
23. The production of the supporting policies and strategies will have financial implications. These will be managed within agreed budgets and approved through separate appropriate decision making processes as required.

D. Value for Money (VfM) Self Assessment

24. As the Local Transport Plan imposes no direct costs (beyond officer time allocated in existing business plans) it is not possible to provide a quantitative assessment. This section provides a summary of the Plan's key impacts on economy, efficiency and effectiveness.
25. **'Economy'** is the price paid for what goes into providing a service. Developing the Plan in this way (a main strategy supported by more detailed documents) has allowed costs to be minimised and incurred only at the most appropriate point. Utilising online methods and existing consultation software where possible minimised consultation costs. Consulting effectively also helps us to get the Plan right, reducing the risk of having to correct errors with attendant resource implications.
26. **'Efficiency'** is a measure of productivity – how much you get out in relation to what is put in. The Plan was delivered with fewer resources than previous plans. Further, the Plan's flexible format avoids the risk of producing strategies which have a short lifespan as they were produced to meet an arbitrary fixed timescale, rather than at the optimum time. This will ensure we get the most value out of our strategies. The Plan has also been designed to work for a broader range of funders/deliverers of schemes (communities, businesses, developers and others, as well as the traditional Department for Transport audience): this will help it attract more funding and deliver more for Buckinghamshire. Using digital methods, and an approach to consultation and Plan format that focus on the user, has allowed both phases of consultation to deliver the impressive results described in Sections A and H. Both the consultations showed that these methods can reach more people than previous consultations did (and have a real, positive, effect on the Plan) with fewer resources.
27. **'Effectiveness'** is a measure of the impact achieved. The Plan will help the Council to shape and attract significant transport investments for the next twenty years, and help to ensure any future development keeps Buckinghamshire special. The Plan's accessible format is designed to work for more people and should allow individuals and communities to contribute to meeting their own transport needs. By developing a main plan now with more detailed strategies being produced at the optimum time afterwards, they should be best able to deliver the best results for Buckinghamshire. Overall the Plan should provide returns far larger and longer lasting than the relatively small investment required in its production.

E. Legal implications

28. Advice has been sought from Buckinghamshire Law Plus, and no legal implications have been identified

F. Property implications

29. Advice has been sought from property services, and no legal implications have been identified.

G. Other implications/issues

30. The Local Transport Plan includes a range of economic, social and environmental objectives. The Plan should have a positive impact on these issues. The assessments of the Plan described in Paragraph 31 and the consultation described in Paragraph 32 have helped to ensure that the Plan really does have a positive impact in practice.

31. The Strategic Environmental Assessment, Habitats Regulations Assessment and Equalities Impact Assessment undertaken of the Plan are described in Section A above. The Strategic Environmental Assessment covers a broad range of issues including: air quality and climate; biodiversity and water; land and soil, landscape and heritage; health and well-being; and population and communities. Overall no significant negative impacts were identified by these assessments and some important benefits were highlighted.

32. The two phases of consultation were designed to attract responses from as representative a range of people as possible, including those with characteristics identified in equalities and diversity guidance. The high response rates and a more balanced than usual sample should help the Plan meet different people's needs as effectively as possible.

33. Value for money is considered in Section D above. Advice has been sought from Finance, and no financial implications have been identified

34. Investments made as a result of the Plan will be subject to appropriate assessments of Equality and Diversity, Crime and Disorder, Value for Money, Biodiversity, Sustainability, and Risk through the decision processes required at that point.

H. Feedback from consultation, Local Area Forums and Local Member views

35. The '*Consultation that informed the proposed Plan*' sub-section of Section A describes the two phases on consultation undertaken to inform the development of Local Transport Plan 4.

36. The initial 'snapshot' consultation received 615 responses and helped us to find out: what transport issues matter in Bucks; and how people would prefer to address them. The consultation was designed to provide an easy way for people to tell us what they think about a wide range of things. Its innovative online format was selected to reach a large audience and encourage groups which don't usually engage with traditional consultations to participate. The responses helped to shape a draft Plan.

37. The second phase of the consultation allowed us to understand what individuals, businesses and other stakeholder organisations thought about a draft of the Plan. The eight week consultation successfully engaged the public and stakeholders (including Members, District Councils, Town Councils, Parish Councils, businesses, and other organisations). It was designed to reach as wide a range of people as possible in an affordable way. Consultation materials and a questionnaire were available on the BCC

website's 'Have your say' portal. The consultation was promoted using a range of methods:

- On the BCC homepage
- A programme of BCC Facebook and Twitter account messages.
- Press releases, successfully picked up by print and online sources.
- The 'My Bucks' newsletter
- In libraries.
- By contacting known stakeholders directly by email (including Members, District Councils, Town Councils, Parish Councils, transport interest groups and previous respondents)
- An item circulated to Local Area Forums.
- Lunchtime learning sessions for BCC officers and TfB staff
- Two drop-in sessions for members and officers, in the lift lobby

38. Responses to the consultation informed improvements to the proposed Plan. These improvements are summarised in Section A above and explained in more detail in the Consultation Report (See Appendix 1 for the proposed Plan and Appendix 2 for the consultation report). The public, Local Area Forum members and Local Members were amongst those invited to participate in both phases of consultation.

39. As well as the consultations described above, the Cabinet Member for Transportation has been engaged throughout the Plan's development. The Plan was also discussed at Scrutiny and officers subsequently provided a written update on the consultation results at the Committee's request (unfortunately, the second dedicated session offered to scrutiny members was not possible within the Committee's timetable). Cabinet Members were engaged on a number of occasions during the Plan's development. As a result an additional map was added to the 'Putting the Plan into action' section, showing aspirations for schemes, and improvements were made to the maps already included in the plan to incorporate their suggestions.

40. Two drop-in sessions were also held for members and officers, in the New County Offices lift lobby, during the second consultation period.

I. Communication issues

41. Councillors will be informed of the decision by member services. The Local Transport Plan will be published on the Council's website.

42. Those without internet access can use Buckinghamshire's libraries to access the Plan. Our libraries provide internet access and support in using the internet for less experienced users.

J. Progress Monitoring

43. If adopted no significant additional work will be required on the Local Transport Plan. The effectiveness of the Plan will be monitored by the review processes set out in Section K below.

44. More detailed documents developed separately in the future to support the Plan will be monitored through the Council's established business management and decision making processes.

K. Review

45. The Local Transport Plan 4 looks ahead to 2036, in line with the different timescales on which Buckinghamshire's local planning authorities are planning for growth across the county. Over that period things will change, so we are likely to need to review the Plan within it.
46. The additional documents envisaged to support the high-level policies set out in the Plan include area strategies for key growth areas. The issues and solutions identified in these strategies will help us to understand how transport will change in Buckinghamshire. This will help to establish the timescale on which the Local Transport Plan should be reviewed. The recommendation made above is that the decision to review the Plan before 2036 is delegated to the Cabinet Member for Transportation.

Background Papers

A number of important background papers form appendices to this report:

- The proposed Local Transport Plan 4
- Consultation Report
- Strategic Environmental Assessment
- Habitats Regulations Assessment
- Equalities Impact Assessment.

The (superseded) consultation draft Local Transport Plan 4 is available from:

<https://democracy.buckscc.gov.uk/documents/s72133/LTP4%20working%20layout%203.0%20PUBLISHED%20CONSULTATION%20DRAFT.pdf>

The papers setting out the decision to carry out consultation provide more details on the planning of the consultation. They are available from:

<https://democracy.buckscc.gov.uk/ieDecisionDetails.aspx?ID=5140>.

Local Transport Plan 3 is available from: <http://www.buckscc.gov.uk/transport/more/local-transport-plan-4/local-transport-plan-3/>.

Your questions and views

If you have any questions about the matters contained in this paper please get in touch with the Contact Officer whose telephone number is given at the head of the paper.

If you have any views on this paper that you would like the Cabinet Member to consider, or if you wish to object to the proposed decision, please inform the Member Services Team by 5.00pm on [Date]. This can be done by telephone (to 01296 387969), or e-mail to democracy@buckscc.gov.uk