

HERTFORDSHIRE COUNTY COUNCIL

**ENVIRONMENT, PLANNING AND TRANSPORT
CABINET PANEL**

THURSDAY, 5 OCTOBER 2017 AT 10:00AM

PUBLIC CONSULTATION ON A DRAFT NEW LOCAL TRANSPORT PLAN

Report of the Chief Executive and Director of Environment

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1. Purpose of report

The purpose of the report is to advise on the content of the new draft Local Transport Plan (LTP) for Hertfordshire, as attached at Appendix A to the report and advise on changes to the County Council's transport policy framework. Additionally, the report provides an update to the timescales and process for the adoption of the new LTP.

2. Summary

2.1 Since 2014, the Transport Policy Team has been undertaking a Transport Vision 2050 project to develop a new Local Transport Plan (LTP4) for Hertfordshire. At their meeting in June 2017, the Panel were updated on the feedback received from the 2016 Transport Vision public consultation on the emerging content of the new LTP. The Panel were also updated on work that has been underway since the consultation exercise to further develop and refine the LTP content. This has included a thorough policy review exercise, technical work to better understand and address future transport planning uncertainties, and work to develop strategic narratives for key multimodal movement corridors in the county.

2.2 The new LTP has now been drafted which builds on the consultation feedback, and reflects the further work that has been undertaken to both address some of the feedback received and develop the LTP content.

2.3 Given the largely positive feedback received as part of the Vision public consultation exercise, the emerging content of the new LTP presented in the Vision report has changed little, and is broadly reflected in the new draft LTP. This includes the vision, key issues and opportunities, objectives, principles, and the policy options that were outlined. Some

of the major scheme proposals have developed slightly, but are also largely reflected in the final LTP.

- 2.4 The core messages within the Vision consultation are on the need for modal shift and behaviour change. The County Council needs to go further than in previous LTPs in achieving this and this has been retained in the draft LTP. As part of this and in recognition of the potentially revolutionary changes in mobility and travel demand and supply, the LTP seeks to facilitate and support a transition to a different, yet uncertain, future transport system across the county.
- 2.5 The policies and proposals of the draft LTP seek to reflect the approach outlined above. Many of the policy changes made seek to support the behaviour change aspirations of the LTP4, and the Sustainable Travel Towns and Bus Rapid Transit proposals are key schemes supporting this.
- 2.6 A three month public consultation on the draft LTP is planned from late October 2017 to January 2018. Subject to the consultation feedback received, a new LTP could be adopted in May 2018.

3. Recommendation/s

- 3.1 The Cabinet Panel is invited to:
 - a) Comment on the content of the draft Local Transport Plan 4, as attached at Appendix 1 to the report.
 - b) Recommend to Cabinet that it approves the content of the draft Local Transport Plan 4 for public consultation as set out in the report.
 - c) Comment on the Local Transport Plan 4 public consultation communications strategy and online survey questions.

4. Background

- 4.1 The Local Transport Plan is the countywide transport strategy, and forms part of the County Council's policy framework. In 2014, the Highways and Waste Management Cabinet Panel endorsed a proposal to update the current Local Transport Plan to develop a new spatial transport vision for the county. Since then a number of reports have been produced and subject to either stakeholder engagement or public consultation. These reports and the feedback have shaped the new LTP and form part of the evidence base to it.

5. The draft Hertfordshire Local Transport Plan

- 5.1 Given the largely positive feedback received as part of the Vision public consultation exercise, the emerging content of the new LTP presented in the Vision report has changed little, and is broadly reflected in the new draft LTP. The Vision now reflects the content of the new Corporate Plan 2017-2021, and there has been some minor revisions

to the wording of the LTP objectives and principles. The strategic challenges and opportunities remain the same.

5.2 The core messages from the Vision consultation have been retained in the draft LTP. Namely that:

- Population growth will fuel future increases in travel demand which is likely to translate into increased levels of traffic and congestion.
- Trying to address this with highway capacity solutions will be very expensive, environmentally damaging and have negative implications for the county as an area and on quality of life. It may also be an ineffective approach in that it will perpetuate further car dependence and traffic growth.
- Modal shift away from single occupancy car use to more sustainable modes, in particular walking, cycling and passenger transport should be an alternative approach, given the positive contribution it can make to environmental, health, social and economic objectives.
- Given the starting point in terms of high levels of car ownership and use, and the distribution of planned growth to 2031, a blended approach of sustainable travel and highway improvements is required.
- Whilst a feature of previous LTPs, such approach has not achieved modal shift to date, so the new LTP must go further in supporting provision for sustainable modes, encouraging behaviour change and applying traffic demand management.

5.3 The new LTP represents a transition in the county's transport system, moving away from a focus on highway capacity improvements and a preoccupation with facilitating movement by cars, but also preparing the county for an uncertain, yet potentially revolutionary change in mobility and transport over the next 15 years. The policies and proposals of the draft LTP seek to reflect and support this change.

5.4 An area of the LTP that has been developed further is its appreciation of the future, 'drivers of change' or key uncertainties and what this could mean for transport supply and demand for the county in the future, and how the strategy should reflect this. A technical report forming the LTP evidence base entitled *Hertfordshire LTP Future Scenarios and Strategies* has informed this, and the LTP includes key conclusions from this report in its section on 'Drivers of Change and Hertfordshire Futures'. A key conclusion from the work is that the transport system we are planning for in the future is highly uncertain, so it is important the content of our strategy is flexible and adaptable. Some schemes and policies are more robust in their alignment with divergent future transport scenarios than others. Some schemes can be made more adaptable however; there are a number of activities the County Council can be undertaking to be better positioned for the changes ahead.

5.5 The Vision 2050 policy options have all been included in the LTP. These were:

- The adoption of a ‘transport user hierarchy’
- Delivering a step change in cycling in larger urban areas
- Greater facilitation and support for shared mobility
- Enhanced public transport connectivity between towns through bus priority measures
- A priority traffic management network
- Growth and Transport Plans.

The User Hierarchy and Growth and Transport Plans have their own specific policies, the others have been incorporated into the coverage of broader policy statements.

5.6 The policy review exercise identified how the current LTP policies could be strengthened to better support the LTP4 objectives. The County Council has also taken the opportunity to consolidate the previous LTP policy statements into a more concise set, with reduced duplication, and operational detail removed where this will be covered in LTP4 daughter documents. The intention has been to produce a clearer and more accessible LTP for residents, officers and other stakeholders.

5.7 Below is a summary of the substantive policy changes made:

	Policy Change from LTP3	Rationale
A	A new policy to adopt a Transport User Hierarchy applying to transport strategies, scheme design and new development (Policy 1)	Ensures opportunities to reduce travel demand and encourage less car use are not missed in the early stages of strategy or scheme development. Overall provides stronger support to increase use of sustainable modes and reduce car use by evolving the built environment to be more favourable to non-car modes.
B	Policy to influence land use planning in the interests of sustainable transport strengthened (Policy 2)	Future land use planning decisions will be critical to the future transport system. New policy supplements previous policy with National Planning Policy Framework reference to high quality public transport, and with supporting text on post 2031 growth implications in the Drivers of Change chapter.
C	A new policy to always consider the application of behaviour change techniques (such as personalised travel planning and marketing) when delivering physical	Stronger support to increase use of sustainable modes and reduce car use, and improve value for money as evidence suggests this approach will have greater impact than just physical improvements on their own.

	transport improvements (Policy 3).	
D	Clearer statement that traffic demand management will be required in next five years in urban areas, via parking costs & restrictions. Details to be developed with Local Planning Authorities (Policy 4).	Stronger support to increase use of sustainable modes and reduce car use, and improve value for money as evidence suggests without demand management behaviour change will be difficult to achieve. Also provides potential new funding sources for sustainable transport investment aiding LTP delivery.
E	A new policy to work with development promoters and local planning authorities to ensure new development includes provision for Ultra Low Emission Vehicles (ULEVs) and shared mobility solutions such as car clubs (Policy 5).	Stronger support to increase the uptake of ULEVs and shared mobility options.
F	Development Management updated to reflect National Planning Policy Framework regarding reference to 'severe' impact and to endeavour to work with developers (Policy 5).	Updates policy wording to reflect current government policy and a more positive stance towards facilitating sustainable development.
G	Policy to improve accessibility which references wider range of solutions and the LTP will produce an Accessibility Strategy to guide activity in this area, including support for bus services (Policy 6 and 9).	Acknowledges a wider range of solutions to address accessibility issues (working with public service providers on how services are delivered, Open Data initiatives to improve the availability and ease of use of information, and support for shared mobility initiatives). A thorough assessment of accessibility issues has not been undertaken in the county for over 10 years. So activity that can address accessibility issues can be delivered more effectively, a new LTP4 Accessibility Strategy will be developed. Overall this should ensure more effective and efficient use of resources.
H	A new policy to deliver a step change in cycling levels in the county, and a greater focus on infrastructure improvements and promotional activity in	Stronger support to increase use of sustainable modes and reduce car use.

	larger urban areas (Policy 8).	
I	Bus policy has changed to focus any infrastructure including bus priority measures on a newly defined core commercial bus network (Policy 9)	Focusses resource on providing bus priority on the more commercially viable and hence secure bus network, meaning better value for money and enhanced bus provision.
J	Bus policy also changed to commit to utilising new powers from the Bus Services Act 2017, encourage the development of smart ticketing, and to work with partners to improve multimodal interchange (Policy 9).	Stronger support to increase use of sustainable modes and reduce car use.
K	The Network (highways/traffic) Management policy has changed with greater focus on making more efficient use of existing road space rather than reducing traffic in congested areas (which could imply new road building solutions) and that efforts to reduce congestion should prioritise strategic routes. Reference to role of street works management and open data also now included (Policy 12)	Stronger support to increase use of sustainable modes and reduce car use, and moves away from tackling congestion with new road capacity which perpetuates the problem. Focusses resource to maintain strategic connectivity.
L	The policy on new roads has changed to recognise the need to safeguard future traffic capacity but not to release this until necessary so demand is not induced. (Policy 13)	Future proofs strategy but without compromising efforts to support increased use of sustainable modes and reduce car use.
M	The Speed Management policy removes economy as a consideration and instead focusses only on safety, other road users, and environmental considerations (Policy 15).	Improves clarity of the policy, recognising these three considerations are of greatest importance in determining appropriate speeds.
N	The Freight policy has	Stronger commitment to monitor,

	changed to commit the County Council to monitoring changes in logistics activity to inform possible solutions to address socio-environmental concerns, and to identify freight sector needs regarding facilities (Policy 16).	understand and address freight issues, given increases in logistics traffic fuelled in part by internet shopping, and the current low level of engagement with this sector.
O	The Road Safety policy removes the absolute target to reduce 'Killed or Seriously Injured (KSI)' and replaces with an aim to continually improve safety and work to a goal of zero KSIs (Policy 17).	Provide a more flexible interpretation of road safety improvement through monitoring of rates (per capita, car mileage, cycle trips etc) in addition to absolute totals that are prone to fluctuation.
P	Policy on transport safety and security changed to give greater focus to where this will deter travel by active and passenger transport modes (Policy 18).	Provides greater clarity and focus ensuring better use of resources. Stronger support to increase use of sustainable modes.
Q	A new policy setting out that to reduce emissions the County Council will reduce these from its own operations (fleet emissions, street light and property energy consumption etc) (Policy 19).	Greater acknowledgement of other county council activity already being undertaken which contributes to this LTP objective.
R	A policy change with marginally stronger support for Low Emission Vehicle take-up by committing the County Council to do more to understand barriers to take-up and addressing these. Also as part of this to prioritise those areas with identified poor air quality (Policy 19).	Stronger support to increase uptake of ULEVs. Stronger position to address air quality issues through focussing of resource on areas with an identified problem.
S	A policy change to implement, monitor and review the county council's Air Quality Strategic Plan	Links to the plan maintained by the county council Public Health Team. Given the uncertainty over national air quality policy, the increasing profile of the issue, and

	(Policy 20)	that the local evidence base is still being developed, it enables this plan to develop the council's air quality policies and approach further.
T	Environment policy broadened to cover impacts of all transport infrastructure, not just impacts from traffic and roads or highway improvements on the natural, built and historic environment (Policy 21).	Provides greater clarity that impacts of all transport infrastructure (cycleways, segregated bus lanes, signage and street lights etc) on the environment will be considered.
U	Asset Management policy changed so that the Highways Asset Management Plan (HIAMP) considers how it can support delivery of the LTP objectives and policies, such as with regard to safety, accessibility and active travel (Policy 22).	Stronger support for sustainable modes, and other LTP policies from what is a significant area of county council activity and spending.
V	New policy to produce Growth and Transport Plans (GTPs) and for these to identify schemes and interventions in alignment with LTP objectives in the context of Local Plan and localised issues and opportunities (Policy 23).	Formalises GTPs as daughter documents of the LTP, which will have a key role in translating the high level strategy into more detailed schemes and interventions at the local level.

5.8 The major scheme proposals that were included in the Vision consultation report have been retained, but some of proposals have developed slightly. The changes are:

	AMENDED: Hertfordshire Bus Rapid Transit (BRT) network	Scheme extent amended to serve Welwyn Garden City, with the potential to extend further eastwards to serve Hertford and Harlow. No longer includes Abbey Line railway. Instead St Albans could be served by additional BRT spur from the main route along the A414, or via a BRT interchange with the Abbey Line when the long term future of the rail line is agreed.
	AMENDED: Sustainable Travel Towns	Bishops Stortford and Broxbourne designated as additional Sustainable Travel Towns. Partly in response to Vision consultation responses from the respective district/borough council's, but also to reflect the emerging transport strategies for these

		urban areas.
	ADDED: Transport Improvements to Support Major New Developments	Major development sites likely to impact significantly on the transport network (e.g. new junctions and link roads) have been included.
	ADDED: Suggested locations for cycling infrastructure improvements	Supplementing the LTP4 cycling policy's urban focus, towns identified as having potentially high use cycle routes within them (using the government endorsed Propensity to Cycle Tool) have been identified.
	ADDED: Potential Passenger Transport Hubs to investigate	The application of park and ride solutions should be a consideration in larger urban areas identified to be Sustainable Travel Towns, particularly given the LTP4 Demand Management policy. The adopted LTP3 Interurban Route Strategy included a countywide network of public transport hubs including at Maylands Hemel Hempstead and A1m J8 for investigation. These hubs would serve local park and ride services and interchange with long distance coach services. Concept is therefore not new policy
	ADDED: New rail stations to investigate	Three as detailed in current County Council Rail Strategy (one at Stevenage and two in Broxbourne).
	ADDED: Growth Deal 3 funded Highway and Junction Improvement schemes	A10 junction south of Buntingford and the Essex Road scheme in Hoddesdon
	ADDED: Watford North Curve	Referred to as the Amersham Chord in the county council Rail Strategy as part of plans supported by the strategy to develop a future Aylesbury to Watford service.
	Incorporates committed/funded major schemes from LTP3	Schemes include the A602 Improvements, A120 Little Hadham Bypass, Metropolitan Line Extension and Stations.
	Incorporates other (non-county council) planned transport improvements that were included in Transport Vision as 'likely future	Proposals map includes: M1-A6 Link Road, A1 junction 6-8 Smart Motorway, New M11 Junction 7A, Luton Airport Parkway, Crossrail 2, West Anglia Main Line 4 Tracking, Station Upgrades (Watford Junction and Stevenage), Stevenage Town Centre Redevelopment, Harlow A414 multiple junction upgrades, M11 Junction 7 upgrade, M25 Junction 25 upgrade, M11 Junction 8 upgrade.

5.9 In the LTP these are now presented as features of high level strategic descriptions for what have been identified as key multimodal movement corridors in the county. Connectivity is a feature of the LTP objectives and these corridors are considered to be to most strategically important connections. Alongside the LTP Transport Proposals Map they have been used to communicate a spatial transport vision for the county. The LTP major schemes are accompanied by other committed and likely major transport improvements in the county on the Transport Proposals Map.

6. Strategic Assessments

- 6.1 The development of the Local Transport Plan has been informed by a Strategic Environmental Assessment (SEA) and a Habitats Regulation Assessment (HRA). The undertaking of an SEA on any plans likely to have a significant effect on the environment is a legal requirement (EU Directive). There is also a legal requirement to undertake a HRA on the LTP. Initial assessments on the emerging content of the LTP were published in 2016 and subject to public consultation alongside the Vision 2050 report.
- 6.2 Overall the LTP emphasis on a transition away from a highway capacity enhancement and the stronger support for modal shift and behaviour change will have beneficial implications for the environment and equalities. The SEA has not flagged up any significant issues requiring changes to the content of the LTP, although they have made a number of recommendations to be addressed during the development of the LTP4 daughter documents or schemes. The HRA concluded the LTP4 Strategy would not have an adverse effect, but made recommendations that some schemes would require further assessment when they are further developed.
- 6.3 The assessments will be published alongside the draft LTP, as attached as Appendix D to the report, and comments will be invited on them during the public consultation exercise.

7. Next Steps and the Public Consultation

- 7.1 Subject to Cabinet approval, public consultation on the draft LTP and accompanying strategic assessments and evidence reports will commence on 31 October 2017. The consultation will be open for three months and close on 23 January 2018. Subject to the feedback received the LTP could be adopted by the County Council in May 2018. In advance of this the Panel will be updated on the consultation outcome and any recommended amendments to the LTP.
- 7.2 The approach to the public consultation will be similar to the Vision consultation undertaken in 2016. There will be a focus on ensuring

responses from identified key stakeholders (neighbouring authorities, local district/borough councils, Hertfordshire Local Enterprise Partnership (LEP), Network Rail, Highways England, transport operators etc).

- 7.3 To encourage more widespread feedback established communication channels will be used to promote the consultation and direct people to the consultation webpages. This will include the Transport Policy Team's stakeholder database, LEP and Chambers of Commerce contact lists (which they will send out on the county council's behalf) and the County Council resident panel. Press releases, social media, newsletter articles, and the County Council website will be used to promote the consultation. Some targeted activity to generate responses from the local business community and young people will also be undertaken.
- 7.4 A draft communications strategy is included as Appendix B. This will guide activity ahead of and during the consultation period, and includes a copy of the proposed online survey questions.

8. Financial Implications

- 8.1 The financial costs of the consultation exercise on the Draft Local Transport Plan will be met from existing budgets.
- 8.2 What does need to be acknowledged is that the proposals and policies of the Draft LTP will have major financial implications over a long period. These funding requirements will come from a variety of sources, including contributions from new developments in the county, through to Government funding sources. A more detailed assessment of funding requirements to support the new LTP will accompany the final version of the Plan.

9. Equality Implications

- 9.1 When considering proposals placed before Members it is important that they are fully aware of, and have themselves rigorously considered the equalities implications of the decision that they are taking.
- 9.2 Rigorous consideration will ensure that proper appreciation of any potential impact of that decision on the County Council's statutory obligations under the Public Sector Equality Duty. As a minimum this requires decision makers to read and carefully consider the content of any Equalities Impact Assessment (EqIA) produced by officers.
- 9.3 The Equality Act 2010 requires the Council when exercising its functions to have due regard to the need to (a) eliminate discrimination, harassment, victimisation and other conduct prohibited under the Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The protected characteristics under the Equality Act 2010 are age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion and belief, sex and sexual orientation.

- 9.4 The development of the Local Transport Plan has been subject to an Equalities Impact Assessment from the Transport Vision stage to the current draft LTP4 consultation stage. The Equalities Impact Assessment is attached at Appendix C to the report. This process has informed the content of the Plan and minimal equalities impacts have been identified in the content of the Draft Plan.
- 9.5 The overall message of the Draft LTP is to challenge the growth and dominance of individual car use, and addressing the socio-economic inequalities and transport issues that arise with an aging population. The objectives of the Draft Plan include enhancing connectivity and accessibility for all. Also providing information on transportation matters in formats that all groups can access.
- 9.6 The other key dimension to addressing equality issues will be the review of the Accessibility Strategy, which is programmed to be completed to coincide with the final adoption of the LTP. As part of Review of the Accessibility strategy there will be an updated audit of essential services for transport disadvantaged groups.

Background Information

Appendix A - Draft LTP4

Appendix B - LTP4 communication strategy and proposed consultation survey questions

Appendix C - Equalities Impact Assessment

Appendix D - Strategic Environmental Assessment (SEA) and a Habitats Regulation Assessment (HRA) - published online

<https://cmis.hertfordshire.gov.uk/hertfordshire/Calendarofcouncilmeetings/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/789/Committee/52/SelectedTab/Documents/Default.aspx>