

From: David Brazier, Cabinet Member for Highways and Transport
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To: **Environment & Transport Cabinet Committee** – 8 September

Subject: Local Transport Plan 5 (LTP5)

Decision no: N/A

Classification: Unrestricted

Summary: This report sets out the plan to initiate an early review of the existing Local Transport Plan 4 (LTP4): Delivering Growth without Gridlock (2016-31) that was adopted by the County Council in July 2017 and start the process of preparing a new LTP5. In due course, this Committee and Cabinet will be asked to review LTP5 for recommendation to full Council and consideration by all Members.

LTP5 will enable Kent County Council (KCC) to continue delivering its statutory function under the Transport Act 2000 (as amended by the Local Transport Act 2008) and reflect the new policy and financial context that has emerged since the adoption in July 2017 of the current LTP4. LTP5 will be a critical tool in facilitating growth through transport and assist in attracting Government funding by showing alignment with national policy delivery. LTP5 will achieve this by undertaking comprehensive consideration of the county's transport needs, integrating recent strategies such as the Energy and Low Emissions Strategy, and consider the sub-national transport strategy of Transport for the South East (TfSE) and the district level transport strategies that support Local Plans that run to 2037.

LTP5 will establish a new ambition for the county's transport that ensures delivery of KCC and Government policies and targets, particularly those set out in the Renewal and Resilience Plan and contributing to carbon emissions reduction targets and budgets from now to 2050 by increasing the capability in Kent to use lower and zero emission forms of transport. In this context, LTP5 will ensure that the needs of people living, working, visiting, or travelling through the county are met, and air quality and public health improved, by setting out the policies and proposals for the promotion and encouragement of safe, integrated, efficient and economic transport.

Recommendation:

The Cabinet Committee is asked to note the plan to initiate an early review of the existing Local Transport Plan 4 (LTP4): Delivering Growth without Gridlock (2016-31) that was adopted by the County Council in July 2017 and start the process of preparing a new LTP5.

1. Introduction

1.1 A Local Transport Plan (LTP) is a statutory requirement for the County Council as Local Transport Authority under the Transport Act 2000, (as amended by the

Local Transport Act 2008). The LTP is a critical tool in facilitating appropriate growth through a sustainable transport system and attracting investment from Government and developers to support its priority transport schemes and policies. It is thus vital that Kent County Council (KCC) has a robust LTP in place, with clear policies aligned with national Government.

- 1.2 The LTP provides the key over-arching single integrated plan for how a transport authority will meet the needs of residents, visitors and businesses travelling to, from and through the county. It provides the detail of the transport infrastructure needs for Kent by bringing together and setting out the impact. For LTP5 this will include using KCC's county-wide transport model, considering the cumulative growth forecasts from district Local Plans that now run to 2037 and the district transport strategies that support those plans. In so doing, LTP5 puts the Council in the best position to promote proposals and their case based on an infrastructure-first approach where growth is planned in the county.
- 1.3 The LTP will plan for the impact of this cumulative growth along with other strategic changes to the transport network such as Lower Thames Crossing; international freight traffic; any 'new normal' to emerge now we have transitioned out of the EU; innovation in the transport industry; and government policies such as the diesel and petrol car sales ban in 2030 and related air quality impacts. Establishing a new ambition and plan will maximise KCC's ability to positively shape the future of Kent by responding to the challenges facing the county and transport industry more widely. LTP5 will demonstrate those areas of Kent's transport system and geography that need to be levelled-up if national policies and targets are to be delivered.
- 1.4 KCC has a series of subject-specific strategies adopted or in development, such as the Highways Asset Management Plan, Vision Zero Road Safety Strategy, Rail Strategy, Bus Service Improvement Plan, Environment Strategy and Energy and Low Emission Strategy as well as the Renewal and Resilience Plan. At a sub-national level, Transport for the South East (TfSE), of which KCC is a constituent authority, has adopted its transport strategy for the South East up to 2050 and aims to complete a Strategic Investment Programme in 2022-23.
- 1.5 Furthermore, Government has been developing work on Future Mobility, Rural Transport, recently published the Transport Decarbonisation Plan, and is now developing the third Road Investment Strategy (RIS3). The Government is part way through its significant national investment of £2bn to 2024/25 as it established the second Cycling and Walking Strategy whilst KCC's Active Travel Strategy to 2021 also requires replacement. LTP5 will provide the mechanism for promoting a new programme of walking and cycling improvements based on identified gaps in provision around the county, to secure sustained walking and cycling investment that has been absent to date.
- 1.6 Whilst each plan and strategy have specific purposes and functions, the LTP provides the overarching strategy and key policies and proposals that, as a package, will have the largest impact and best value in meeting the challenges of population growth, economic prosperity, and environmental quality across Kent.

- 1.7 KCC has an adopted LTP (LTP4 - Delivering Growth without Gridlock 2016-31) but now is an excellent time to undertake an early review of the existing LTP4 and prepare a new LTP5 that reflects the markedly changed environment in which KCC is seeking to meet its statutory transport duties and work with partners to improve travel, air quality, public health and hit carbon emissions targets. Furthermore, the lifting of restrictions that have had a significant impact on travel demand means KCC can prepare LTP5 with a full understanding of the post-pandemic trajectory on travel demand and the new pressures it could create across the transport network. These are not simple challenges to address and will require all parts of the transport system and KCC's role and influence on them to be carefully planned and directed to ensure improvement in one aspect is not at the expense of another.
- 1.8 The case for preparing LTP5 is detailed in section 2, followed by the policy framework context in section 3, then the scope of the programme and schedule for its completion in sections 4 and 5, respectively.

2. The case for an early review of LTP4 and development of a new LTP5

- 2.1 Much has changed since LTP4 was prepared – a new LTP provides KCC the opportunity to establish a new direction that can address delivery of its own and governments' new policies and targets. The main changes in the policy and financial climate that LTP5 will address are summarised as follows.
- 2.1.1 Sources of funding that provided sustained investment in Kent's transport networks over the life of LTP4 are coming to an end – particularly the Local Growth Fund, whilst there are no clear plans for a further Housing Infrastructure Fund. At the same time, significant new funds have been announced that are specific to types of transport – £3bn for Bus, £2bn for walking and cycling, £300m by Ofgem on Electric Vehicle (EV) charging and a £4.8bn fund for Levelling Up, which can include transport schemes but they must demonstrate contribution towards the Government's emissions pathways and budgets up to net-zero in 2050.
- 2.1.2 Government's legislation to achieve net zero carbon emissions and the Council's own recognition of a Climate Emergency and subsequent adoption of the Kent and Medway Energy and Low Emission Strategy and its policies.
- 2.1.3 An opportunity to complement the work of Transport for the South East (TfSE) by providing ready-prepared evidence and proposals that the Sub-national Transport Body (STB) can champion and lobby for to the benefit of the county. Simultaneously, LTP5 preparation can benefit from TfSE's own area-based studies exploring orbital and radial travel in the TfSE region and the thematic studies on the future of transport and establishing a freight strategy. Several constituent members of TfSE are also preparing new LTPs for the reasons given in this paper.
- 2.1.4 Growth of the digital economy has gathered pace through 2020-21. The new plan can respond to and reflect the outcomes of the Government's Future of Transport Regulatory Review and build on KCC's own

innovative trials that are underway or in development e.g., Canterbury E-scooter hire, Ebbsfleet Mobility as a Service (MaaS) etc.

- 2.1.5 The COVID-19 pandemic has changed travel patterns, impacted air quality, and increased the primacy of public health. This has increased emphasis and funding towards prioritising active travel both for all types of journeys and to directly improve public health.
 - 2.1.6 The future of the rail market and the operation of the industry has been hastened by the pandemic, with the Great British Rail proposed reforms now published in the Williams-Shapps review.
 - 2.1.7 Transition out of the EU has completed and the effects of the new trading arrangements are becoming established enabling planning, with confidence, for the long-term role of Kent as an international gateway.
 - 2.1.8 LTP5 will be able to take account of Government's planned reforms to the planning system, potential devolution through the Levelling Up agenda, and the shifts in transport policy that the Department for Transport (DfT) has announced in 2020/21 such as Gear Change and the Bus Back Better – the National Bus Strategy.
- 2.2 A new LTP5 will maximise KCC's ability and influence to secure critical funding from government to invest in the local transport network. Without a new plan there will not be the variety of schemes to match the different targeted funding routes government has established and will be available for the foreseeable future. The current policy goals and priorities the available funding addresses are challenging to deliver and will require a comprehensive consideration of Kent's whole transport system to ensure that the LTP5 can establish a new ambition and plan that integrates users' needs and networks and is attractive to Government to fund to deliver its national policies and targets.

3. Policy Framework

- 3.1 The Interim Strategic Plan that the Council set in December 2020 carries the following aims for addressing the demand challenge:
 - 3.1.1 *Develop a new Local Transport Plan for Kent to reflect changes to transport policy as a result of the COVID-19 crisis and the climate change emergency, working closely with residents, businesses, local transport providers and local, regional, and national partners.*
 - 3.1.2 *Consider the appropriate use of active travel schemes (walking and cycling) within the development of the new Local Transport Plan.*
- 3.2 The new LTP will also make a significant contribution towards the delivery of the Kent Environment Strategy and its supporting strategies, particularly the Energy and Low Emissions Strategy. The new LTP will set out KCC's proposals for making best use of the existing transport networks to avoid negative impacts to the environment and establish a sustainable future including the necessary contribution towards reducing carbon emissions and combatting and adapting as necessary to climate change.

- 3.3 The three key principles of the Renewal and Resilience Plan can be furthered by a new LTP. The new LTP will help to ensure that the transport system supports a greener future through a sustainable and lower carbon economy by addressing the contribution transport makes (e.g., its own carbon emissions from operations) and supporting housing and employment growth so their impacts are sustainable. The new plan will seek to ensure the transport system improves rather than reduces productivity through on-network delay and unreliability. The new LTP will also set out how KCC can harness change and innovation in the transport sector to make the network resilient and provide better opportunities for all.
- 3.4 Work on the plan will consider feedback and outcomes KCC obtains from its other programmes. For example, the Reconnect programme for children and understanding how the transport system is or is not supporting their return to the activities and opportunities they enjoyed before COVID-19. Or how transport arises as a barrier when KCC works with adults through its social care service programmes such as Making a Difference Every Day. Infrastructure programmes that transport either compliments or substitutes will also be considered as the new LTP is prepared – such as understanding how delivery of the Kent Broadband Programme and enhanced mobile services will change digital accessibility and resultant remaining gaps where dependency on transport services may be heightened relative to other parts of the county.

4. Scope

- 4.1 The proposed scope of LTP5 is that it covers:
- 4.1.1 All forms of transport and networks including those Kent is not the statutory transport authority for e.g., motorways/trunk roads, rail, and ports.
 - 4.1.2 The needs of both passenger traffic and of freight traffic.
 - 4.1.3 All parts of the county; as well as cross-boundary interfaces with Medway, London, Surrey, East Sussex, and internationally.
 - 4.1.4 Cover all KCC's policies and delivery plans and consider how transport can support their delivery.
 - 4.1.5 Possible enhancements to transport services and the maintenance, operation, management, and best use of the assets necessary for transport delivery.
 - 4.1.6 The cumulative effects of growth in population and employment set out across district Local Plans.
 - 4.1.7 The trajectories and carbon budgets set by government and Kent's own targets and the challenge of adaptation to climate change and creating a resilient transport network.

5. Schedule

5.1 The LTP5 programme milestones are set out below. The programme is planned to complete in autumn / winter 2023 with adoption of LTP5 by the County Council. The key tasks are:

5.1.1 Agree new Ambition for LTP5 – January 2022

5.1.2 New policies and proposals established to address objectives of LTP5 – August 2022

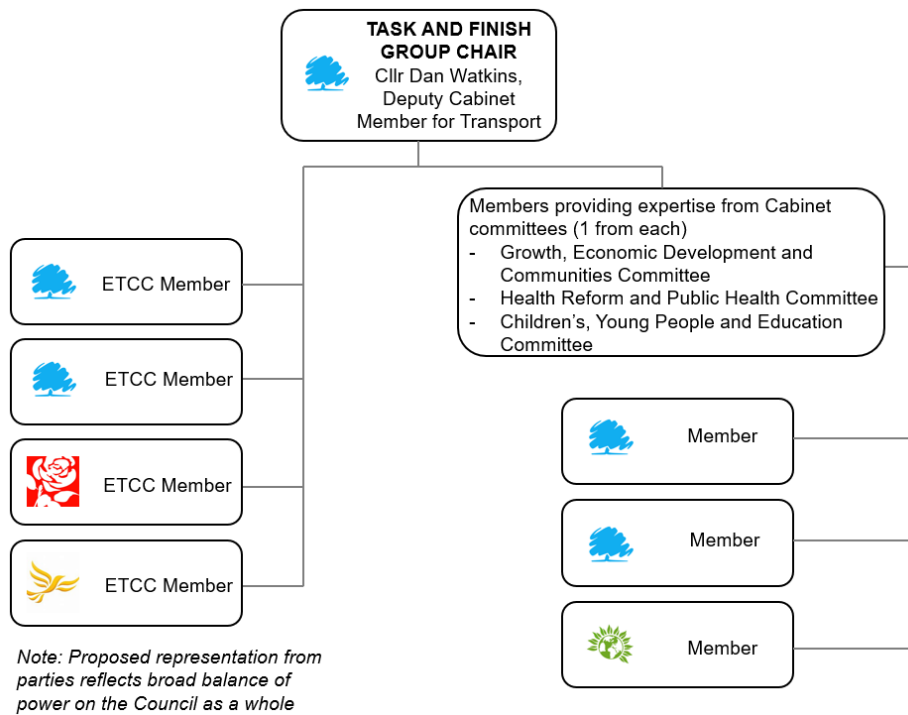
5.1.3 Complete Strategic Environment Assessment and Equalities Assessment, and undertake consultation – autumn 2022 / winter 2023

5.1.4 Adoption – autumn 2023

6. Proposed Member Task and Finish Group

6.1 LTP5 will be a new statement of ambition and priorities for Kent's transport system. As a statutory requirement and a strategy covering the whole of Kent, LTP5 will require adoption by the full Council. Given this, it is proposed that a Member Task and Finish Group is formed from representatives of the Environment and Transport Cabinet Committee and other relevant Committees such as Growth, Economic Development and Communities, Health and Wellbeing etc, be established to provide a means of regular input by Members on more detailed matters and to build consensus.

6.2 The Task and Finish group is proposed to be chaired by the Deputy Cabinet Member for Transport. The Member Task and Finish group is proposed to meet circa three times a year (during core formative stages and therefore not necessarily evenly spaced over calendar i.e., every four months), given the schedule to prepare LTP5 and report to Environment and Transport Cabinet Committee (ETCC), which will provide Member oversight for the County Council.



6.3 A proposed structure of the Task and Finish Group is set out in the above. Volunteers will be required to fill the group. The group party membership broadly represents the balance of power on the full Council.

6.4 The full Terms of Reference for the Task and Finish Group will be prepared in due course for approval by its Chair.

7. Financial Implications

7.1 The estimated cost of preparing LTP5 for adoption is £194,500 of non-staffing cost – covering consultation activity, use of the county-wide model and the statutory environmental assessment. Forecast phasing over the financial years covered by the plan is shown in Table 1. Costs are being met from the Transport Strategy revenue budget.

Table 1 Estimated required budget for preparing LTP5

	2021/22	2022/23	Total
Non-staffing	85,500	109,000	194,500

8. Legal implications

8.1 Commencement of the new LTP programme and the preparation of a draft for consultation does not have any impacts on KCC's General Data Protection Regulations (GDPR) obligations as no personal data is required to complete these tasks. A Data Protection Impact Assessment will be undertaken to address any personal data that may be collected through the public consultation exercise.

9. Equalities implications

9.1 LTP5 preparation will include completion of an Equalities Impact Assessment (EqIA) for the consultation version of the draft plan and the proposals it contains, and then reviewed as part of the preparation of the final LTP5. An EqIA screening of the project of preparing the LTP5 itself has concluded a Low rating with no adverse impacts forecast on those groups with protected characteristics.

10. Governance

10.1 LTP5, once prepared in draft, will be taken to County Council for adoption as specified in the Constitution. To reach that stage, the LTP5 programme will report to the Environment and Transport Cabinet Committee on its progress and obtain feedback on key matters such as the draft LTP5 prior to its public consultation. Cabinet Committee and Cabinet will be asked to review LTP5 for recommendation to full Council and consideration by all Members.

11. Conclusions

11.1 Preparing LTP5 provides an excellent opportunity to align KCC’s policies and priorities, maximise the success of delivering the most effective improvements to journeys in the county, and ensure that KCC is in the best position to attract funding and investment. It will coincide with policy development and reforms emerging from the Government and the recovery from the impacts to the transport sector from the pandemic, whilst supporting the delivery of KCC’s Environment Strategy and the Energy and Low Emission Strategy.

12. Recommendation

Recommendation:

The Cabinet Committee is asked to note the intention to initiate an early review of the existing Local Transport Plan 4 (LTP4): Delivering Growth without Gridlock (2016-31) that was adopted by the County Council in July 2017 and start the process of preparing a new LTP5.

13. Background Documents

13.1 Local Transport Plan 4 published on KCC website at https://www.kent.gov.uk/_data/assets/pdf_file/0011/72668/Local-transport-plan-4.pdf .

14. Contact details

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