

Liverpool City Region Combined Authority

Our 4th Local Transport Plan:
Issues, challenges and goals

Developing a vision for local transport to 2040



1st Stage Consultation

March 2022

Consultation Version

DEVELOPING THE VISION FOR OUR NEXT LOCAL TRANSPORT PLAN

Structure of this document

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1. What we're setting out to do and why

- 1.1 In his Election Manifesto, the Liverpool City Region's Metro Mayor, Steve Rotheram sets out his commitment to:

"....publish a comprehensive long-term plan for a London-style local transport system bringing together our buses, trains and ferries and combining them with a comprehensive cycling and walking network...."

- 1.2 The related 2021-2024 [Corporate Plan](#) for the city region reaffirms the importance of connectivity as part of a fair, strong, clean and vibrant city region:-





A CONNECTED CITY REGION

We will connect all our communities to opportunity, physically and digitally. Our public transport system will be reformed, fully integrated, and provide a genuine alternative to the car and we will be the most digitally connected City Region in the UK.

- 1.3 This document is the first step in delivering this commitment and in scoping and structuring the vision for a new, comprehensive Local Transport Plan (LTP) to serve the 1.6 million people who live and work in, and visit the Liverpool City Region. It sets out what we think transport needs to do in order to support our wider objectives as a city region –
- 1.4 The city region has a wealth of transport assets. These include: a comprehensive network of high-quality bus services, the Merseyrail network as the jewel in the local rail network, a range of inter-city and inter-regional rail services, a growing network of dedicated walking and cycling routes, and not forgetting the world famous Mersey Ferries service. A number of successful passenger ferry routes also operate from the Liverpool City Region.



- 1.5 Equally, transport does not respect or follow administrative boundaries. It is important to plan for the needs of the wider city region area, that is close to a population of 2.5 million, who travel into, and across the city region and its wider travel-to-work-areas in the [Mersey Dee Alliance](#) areas of North East Wales, Cheshire West and Chester, West Lancashire, Warrington and parts of Greater Manchester.
- 1.6 The Liverpool City Region is also an important gateway for people and visitors through its sea ports and airport, and connections onto other parts of the country are critical. Liverpool is the 4th largest sea port in the country, accommodating a wide range of different cargo types and a total tonnage of 34.3 million tonnes in 2019. Traffic is increasing and the port is a significant current and future asset for the economy. Freight and logistics covers a minimum of 6% of LCR employment and 5% of economic output. For freight, access to distribution depots and onward supply chains relies on a well-functioning transport network.
- 1.7 Before the COVID-19 pandemic took hold, Liverpool John Lennon Airport had in excess of 5 million passengers per annum, with a focus on flights to European destinations, including 1.1 million passengers to the island of Ireland. The airport has a strong catchment from the wider city region and further afield, making good quality surface transport links important.
- 1.8 At the same time, transport must respect and support the Metro Mayor's clear vision for clean, fair economic growth and recovery from the COVID-19 pandemic, good quality homes, better health, clean air, and vibrant city centre and town centres, as examples. This all links to our wider vision to be a net zero emission-producing city region by 2040 and, legally, by 2050 nationally. Allied to this, the city region also declared a [climate emergency](#) in spring 2019.
- 1.9 This document sets out these issues and challenges in a logical order, leading to a series of suggested high-level goals or priorities. But it reflects that we do not yet have the answers to many questions that still abound on the future shape of travel and transport. Developing the right responses, plans and investment priorities in our final LTP that we intend to publish in early 2023 requires us to have the best information to hand. Critically, we must also have buy-in and support from across the city region and by the organisations and people who can make the changes that are needed. We also know that the scale of the change that we need, in order to achieve this vision, is huge, but that the benefits for all are compelling.
- 1.10 Our draft vision and goals are developed further in the sections that follow, but are summarised over the page:



DRAFT VISION	
“To plan for, and deliver a clean, safe, resilient, accessible and inclusive London-standard transport system for the movement of people, goods and freight in a way that delivers our economic, social and environmental ambitions, and in particular, a net zero carbon emitting city region by 2040 or sooner”	
DRAFT GOALS	
GOAL 1	Ensure that transport supports recovery, sustainable growth and development, and that our transport plan, Plan for Prosperity, Climate Action Plan and Spatial Development Strategy are fully aligned
GOAL 2	Achieve net-zero carbon emissions by 2040 or sooner whilst safeguarding and enhancing our environment
GOAL 3	Improving the health and quality of life of our people and communities through the right transport solutions, including safer, more attractive streets and places used by zero emission transport
GOAL 4	Ensuring that our transport network and assets are resilient, responsive to the effects of climate change, and are well maintained
GOAL 5	Ensuring that we respond to uncertainty and change but also innovation and new technologies

- 1.11 We welcome your views on the issues that we’ve identified in this discussion paper, and on whether you think we are planning the right course of action in response to these.**

2. What is a Local Transport Plan and why is it important?

- 2.1 This document is the first stage in developing a new Local Transport Plan (LTP) for the Liverpool City Region. Put simply, the purpose and role of an LTP is to set out plans, policies and ambitions for transport services and transport investment over a set period of time. The Combined Authority is required by law to develop an LTP to guide its transport programmes and to have regard to these policies in making decisions.
- 2.2 The city region is currently covered by two LTPs from 2011, known as “LTP3”, being the third in the series of LTPs since the introduction of the LTP regime in 2000. There is a plan serving Merseyside, developed by Merseytravel as the Integrated Transport Authority at the time, and a separate, but aligned plan for Halton from when it was responsible for transport planning prior to the creation of the Combined Authority. These plans contained long-term strategies extending to 2026 and 5-year delivery plans.
- 2.3 The plans are now a decade old, and are outdated, as their delivery plans have expired, and the plans make reference to historic funding sources. They also pre-date the creation of the Combined Authority, though the LTPs’ overall focus on supporting growth whilst reducing carbon and supporting equality of access remain relevant as high-level objectives.
- 2.4 But, the time is right to develop a new, long-term LTP for the Liverpool City Region:
- As set out in the introduction, a new 4-year Mayoral term commenced in May 2021, and the Metro Mayor wishes to clearly articulate his vision for transport, through a London-style network and plan and a new transport plan
 - The transport plan’s building blocks are being assembled now and include:
 - new economic forecasts and the emerging Plan for Prosperity to provide a long-term economic and place-based vision for the City Region
 - a Climate Action Plan to set out our 2040 decarbonisation plans, and
 - our Spatial Development Strategy (SDS) to set out a vision and framework for how we plan new development and infrastructure.

These complementary activities provide the right context to allow us to understand what transport needs to “do” in response to wider demands and expectations.

- Naturally, significant changes that have materialised since the LTPs were developed in 2011 that need translating into local policy. Principally, these include: the impacts and legacies of the COVID-19 pandemic, the net zero carbon agenda, new fuels, the planned abolition of new diesel and petrol vehicles, and big, national policy changes that make walking, cycling and bus use transport mods of choice, radically changing the focus of earlier policy and guidance.
 - The need for a clear, robust policy framework to identify the right transport schemes and priorities through the new single transport settlement announced at the autumn 2021 Spending Review and critically, input to future spending review submissions beyond 2025.
- 2.5 Our new LTP will replace our two existing LTPs for the city region and in time, will update a series of existing, detailed [strategies](#) for different forms, or modes of travel.

3. Our process for developing a new Local Transport Plan

- 3.1 As set out in the preceding section, an LTP is a transport strategy for an area. It needs to set out a vision, policies, a delivery programme and metrics to gauge success and overall performance in the delivery of its objectives. LTPs are used to bid for, prioritise and allocate funds, and provide the strategic narrative and rationale for specific schemes and interventions. Government increasingly wants to see local areas develop LTPs as a framework for local action, and in particular, to help set out transport's role in achieving zero-carbon. Whilst we are awaiting new guidance on the development of LTPs from Government, it remains important for us progress the development of a new plan for the reasons set out in the preceding section.
- 3.2 The process of developing a new LTP recognises that transport is a service - something that people need and often rely upon to do and achieve other things, but that transport is not a goal in itself. Transport is a means of travelling to school or college, to work, buying food and goods, seeing people and places, and critically, for moving goods, materials, and things that we all rely on and that sustain us. We often only take note of transport when it goes wrong or isn't there when we want it.
- 3.3 Because of this, transport is a demand that is influenced by other things, and why we can't plan transport in isolation. That is why it's important that we understand what we need our transport network to do and for what reason; whether it is supporting access to new homes and employment opportunities, to essential facilities, or providing access to and from places further afield, we need to be clear on what it's expected to do.
- 3.4 We also know that transport presents its own challenges and problems, whether it is through consuming raw materials – especially petrol and diesel from fossil fuels, producing harmful pollution, creating delay and inconvenience, or tragically, killing and injuring people on our roads. If transport is not there, is of poor quality, is unreliable, or unaffordable, then this is a barrier to growth and an impediment to barrier for people, which in turn can lead to isolation and exclusion and in turn, lead to illness, unhappiness or poverty.
- 3.5 This document sets out some of the main challenges and priorities that we have identified for transport in the run up to 2040 – the date when we have committed that the city region will be a net zero carbon emitter. We also set out a series of high-level themes, priorities and goals.
- 3.6 The planned process for developing our LTP will be structured as follows:

Stage 1 – Understanding the 'drivers of change' to develop a vision for transport

- This entails understanding the economic change anticipated in the city region, where the new homes, jobs, opportunities and developments will typically be based and what form they will take, and conversely where we envisage jobs may be lost.
- The impacts of Brexit and changes arising from the COVID-19 pandemic are especially significant in this process – both significant uncertainties.
- We are developing a new Plan for Prosperity to support the delivery of the Corporate Plan's objectives and to provide a long-term economic and place-based vision for the City Region over the next decade and beyond. This Plan for Prosperity will be informed by, and influence, other city regional strategies, including the LTP.

(Cont...) Stage 1 – Understanding the ‘drivers of change’ to develop a vision for transport

- We have commissioned Oxford Economics to help develop new economic forecasts that will be used to inform our Plan for Prosperity and other related plans, including the LTP.
- This work includes a new economic baseline (i.e. what the economy and the wider LCR could look like based on current assumptions and approaches), including aspects such as demand for housing and new development, changes anticipated in our main town and retail centres, the impact of new jobs and services and leisure and tourism implications
- Five economic scenarios are being developed and which will include high growth and low growth scenarios to reflect current uncertainties.
- We will also understand the priorities emerging from relevant legislation and from relevant national and local policies
- We will review what members of the public are telling us, including an analysis of travel habits and trends
- We will commission an integrated Habitats Regulations Assessment, Equality Impact Assessment and a Health Impact Assessment, to shape our plans and programmes to ensure that there are no adverse or unintended consequences

Stage 2 – Understanding what this change means for transport and transport emissions

- Using the findings from the economic forecasts and this wider vision, we will then seek to understand the more detailed impact of these in transport terms, by developing transport scenarios that we can use our strategic transport model to assess.
- This will include understanding how we think travel work and leisure patterns may change over time, where the main movements are likely to exist, the gaps that exist, and the impact of these possibilities. These scenarios help to explore uncertainty, especially at a time where future transport demand – especially for personal travel – is very uncertain as a consequence of Brexit and COVID-19
- The impact of the planned [Freeport](#), shipping, port, marine and aviation activities will also be factored into our scenarios and our modelling
- But at the same time, we need to better understand movements of freight across the city region, and the degree to which continued growth in home shopping and internet shopping will change demand for our freight and logistics parks across the city region, and also potential impacts on the city centre and town centre movements. This will also help to develop and test solutions that may include freight consolidation centres, freight bike schemes, drones and district locker schemes to tackle the adverse impacts of road-based freight movements.
- The transport scenarios that we will develop will provide modelled demand data that can then be converted into carbon emissions to understand what the scale of gap may be to our net zero carbon trajectory, and what additional policy measures the LCR needs to take.

Stage 3 – developing a preferred strategy and transport policies and priorities

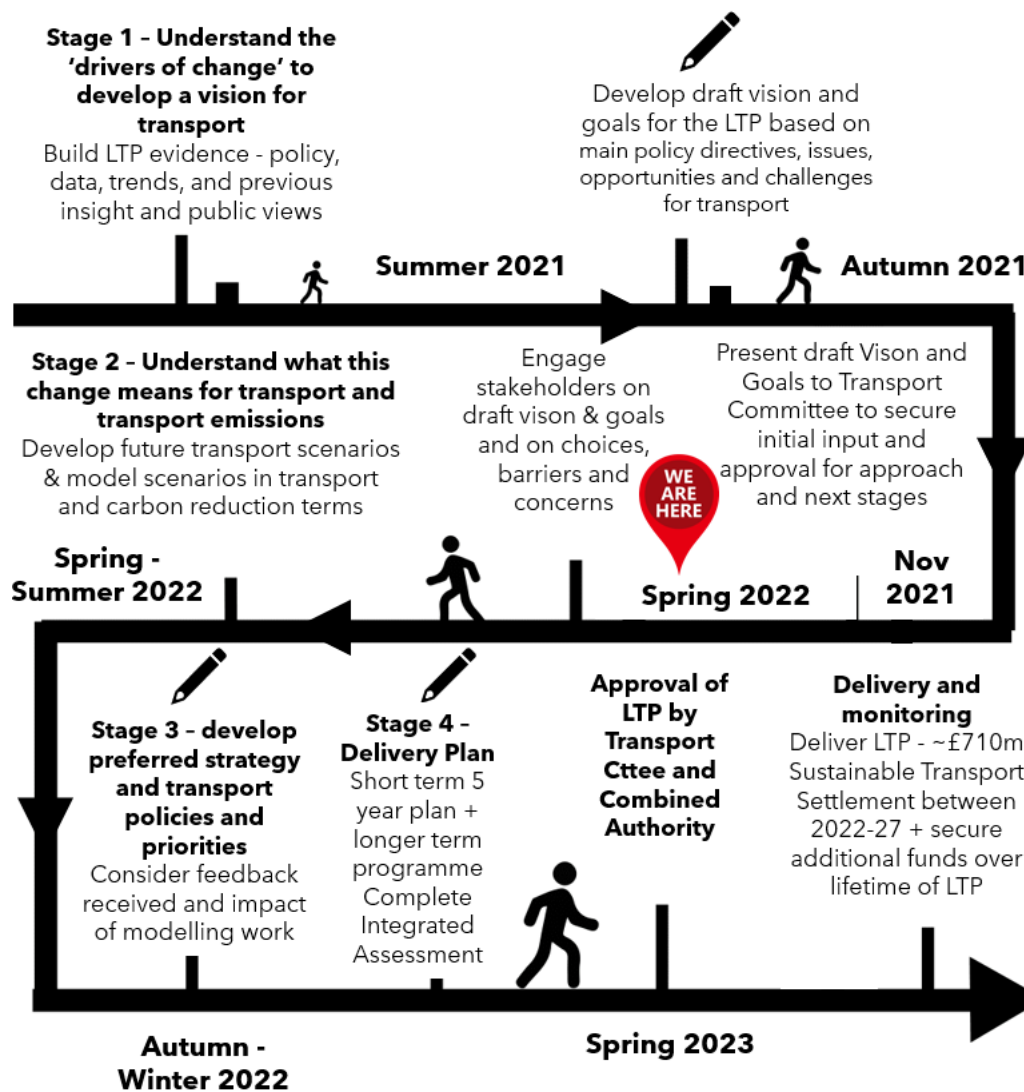
- We will consider the feedback from the above processes including to build on, and refine this vision, to develop a clear statement of intent for what we want to achieve
- We will use our transport model and carbon models to test and inform a preferred strategy that meets the needs of the transport network whilst delivering on our priorities to decarbonise. This will shape the priority interventions that are needed to deliver the vision, looking ahead to 2040, but in practice, the timeframes are likely to be shorter due to COVID uncertainties
- We will undertake further engagement on our preferred strategy and understand people's perceptions on this and what it might mean in practice

Stage 4 – Developing a Delivery Plan

- Levels of funding that the Combined Authority will have access to in the period leading to 2040 are uncertain in the longer term, with the exception of our [City Region Sustainable Transport Settlement](#) (CRSTS) between 2022/23 and 2026/27 and specific national large-scale projects
- Our delivery plan thus needs to best responds to the funding that we believe we'll have access to, or else be able to secure, in order to support our transport strategy
- As we have the greatest clarity over our funding over the short-term (2022 to 2027) our delivery plan will be short-term, but which will include longer term aims and interventions
- We will continue to test and validate our strategies and plans as required by legislation that governs new statutory plans and policies developed by transport bodies, including the independent Integrated Assessment covering aspects such as a Strategic Environmental Appraisal

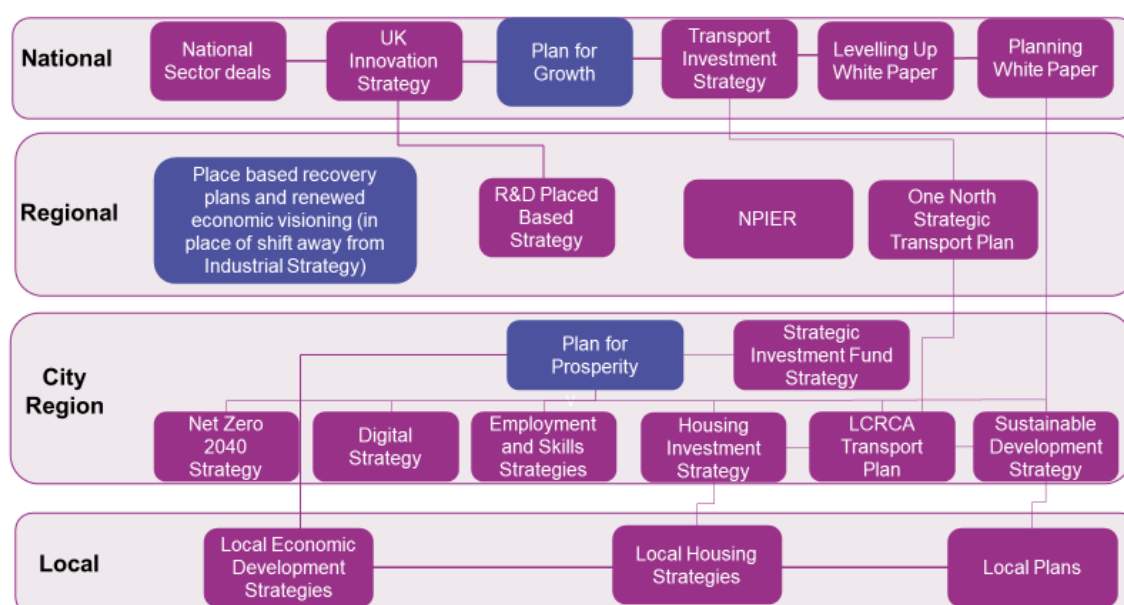
3.7 We are currently at **Stage 1** in the above process and the indicative timeline for working through these stages is summarised below, and also under Next Steps in section 9.

LTP4 development process and timeline in summary:



4. Understanding the bigger picture – relevant transport legislation and policy

- 4.1 Stemming from the above, an important starting point in developing our core vision and goals for transport is to understand the wider policies and directives that affect new development, movement and expectations for transport, to help look at the role of transport in addressing wider priorities or challenges.
- 4.2 This context will also be used to help share the transport scenarios that we are in the process of establishing as outlined in section 3.6 above, and that we will use to test what impact these might have in transport and emissions terms.
- 4.3 The diagram below summarises the main policy considerations at various levels:



- 4.4 The principal national, sub-national and more local priorities and considerations are summarised below

National policy priorities

4.5 Transport Investment Strategy (DfT) - Moving Britain Ahead, 2017

- 4.5.1 The [Transport Investment Strategy](#) sets out how UK Government will, through the investment decision, respond realistically and pragmatically to recent challenges, putting the travelling public at the heart of the choices Government make.
- 4.5.2 Investment must seek to create a more reliable, less congested, and better-connected transport network that works for the users who rely on it; intensively used networks are ageing and face increasing demands, creating delays and undermining reliability. In places they don't provide the connections people and businesses need.

4.6 National Infrastructure Assessment - National Infrastructure Commission, 2018

- 4.6.1 Of the many important recommendations in the above [infrastructure assessment](#) by the [National Infrastructure Commission](#) (NIC), a core issue relates to the condition of local transport assets, particularly local highway condition:-

“Local road maintenance

In recent years, insufficient funding has led to poor conditions on local roads, affecting road users throughout the country. Six per cent of urban local A roads are considered to be in poor or very poor condition, and 3 per cent of rural A roads.¹⁸ This creates hazards for road users, and also increases the long-term cost of maintenance. The economic case for maintenance is very strong, since inadequate upkeep creates a risk that roads may need to be closed for emergency repairs....” (p.72)

- 4.6.2 The NIC recommend that government should make significant funding (£500 million) available from 2025-35 for local highways authorities to address the local road maintenance backlog across the country

4.7 Better Delivery - National Infrastructure Commission, 2019

- 4.7.1 The NIC’s [Better Delivery](#) report emphasises the need for a clean freight network, linking this not just to decarbonisation but to other emissions and issues of congestion too. The report urges the government to publish plans for the infrastructure that will decarbonise freight (both charging networks for zero emission vehicles and rail electrification) but is ambivalent on modal shift. The recommendations also highlight the need for local authorities to better consider urban freight in their plans.
- 4.7.2 The report points to parallel issues related to decarbonisation – how the need to ensure a ‘clean’ freight transport system also deals with aspects including particulate emissions and congestion. It indicates that building or widening roads is not a long-term solution to tackling congestion in urban areas, being a matter of time before it is filled again.
- 4.7.3 The report notes that there are no current commercially available Hydrogen or battery-electric Heavy Goods Vehicles (HGVs), although believes these will be the most likely solutions for the future. For rail it comes down more in favour of electrification rather than batteries or hydrogen. Modal shift is not capable of replacing all HGV journeys and will not be the long-term solution to decarbonising road freight.
- 4.7.4 Among the recommendations considered within the report include banning the sale of new diesel HGVs from 2040 is the need for local authorities need to consider urban freight within their infrastructure strategies. For example, this could include identifying the land necessary for new initiatives such as consolidation centres.

4.8 Road Safety Statement: A Lifetime of Road Safety - Moving Britain Ahead, 2019

- 4.8.1 This [Department for Transport statement](#) sets out a road safety aspiration where the UK moves towards a “[Vision Zero](#)” approach to road safety. This acknowledges that since road deaths and casualties are not merely the result of poor driving, but include aspects such as infrastructure design, avoidable road deaths and injuries should be reduced to an absolute minimum.
- 4.8.3 Vision Zero is a strategy to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all. The Safe Systems approach, supported by Vision Zero, views human life and health as paramount to anything else and should be the first and foremost consideration when designing or redesigning a road network.
- 4.8.4 It also recognises the need for a “hierarchy” of sources of danger and risk and road users most at risk in the event of a collision must be at the top of the hierarchy.

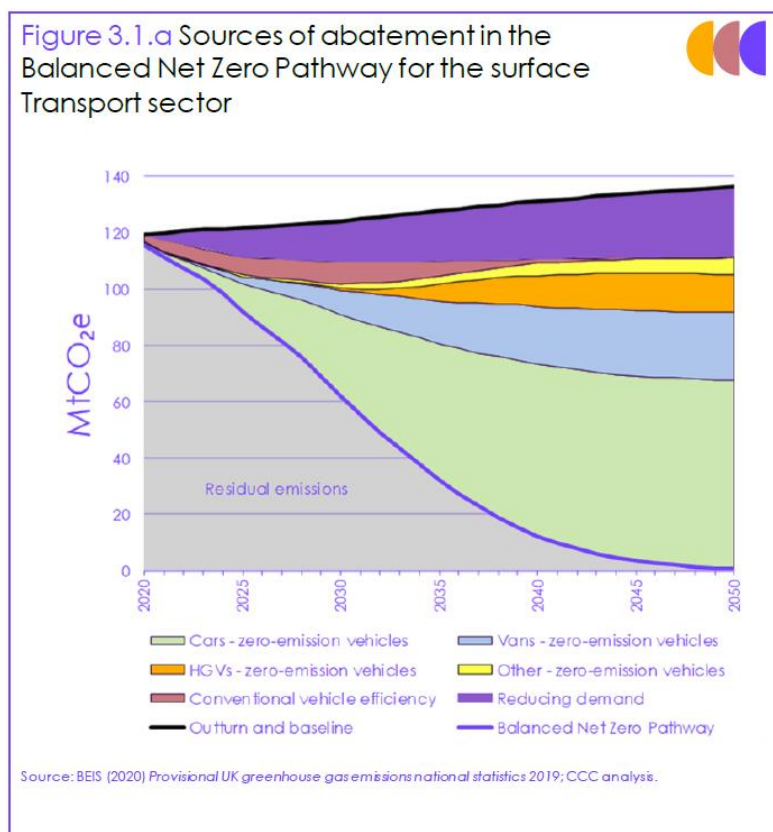
4.9 Future of Transport programme, Department for Transport, 2020

- 4.9.1 The main aims of the [Future of Transport](#) programme are to:
- stimulate innovation in the transport sector
 - create new transport markets
 - secure a 21st century transport system
 - secure the UK’s position as a world-leading innovator, decarbonising the transport system for the benefit of all society.
- 4.9.2 The programme recognises that technology will drive radical changes in transport in the next ten years, with profound implications for transport users and businesses. Electrification, connectivity, automation, and real-time data collection and analysis are driving the development of new modes of travel and new ways to do business.
- 4.9.3 Some of these changes – such as transport apps, electric vehicles, drones and early vehicle automation – are already here; the rest are likely to ramp-up dramatically between now and 2030. By improving how we do business and how we travel, this brings opportunities to advance decarbonisation, improve air quality, tackle congestion, and improve our communities and make them better places to live and work.

4.10 Climate Change Committee – Sixth Carbon Budget, 2020

- 4.10.1 The Climate Change Committee’s [Sixth Carbon Budget](#) reports an impact of COVID-19 restrictions that during 2020 emissions from surface transport dropped by 20.8%; but noted there needed to be a sustained reduction.
- 4.10.2 The report provides a range of indicative targets for transport, including that even with increasing zero emission vehicles, car miles should be reduced by 9% by 2035 and 17% by 2050. It is suggested that this should be via a combination of working

from home, increased active travel, and more mode shift to public transport than pre-COVID-19.



(Source: Climate Change Committee)

4.11 Gear Change: A Bold Vision for Cycling and Walking, 2020

- 4.11.1 The Department for Transport's [Gear Change](#) sets out an ambitious clear vision for country to be a great walking and cycling nation. Places are to be truly walkable and cyclable, and the natural first choice for many journeys, with the ambition that half of all journeys in towns and cities will be cycled or walked by 2030.
- 4.11.2 The strategy notes now cycling and walking measures are no longer seen as an afterthought but have moved to the very heart of considerations for all transport policy and planning, at all levels of leadership. Cycling is or will become mass transit and must be treated as such. Routes must be designed for larger numbers of cyclists, for users of all abilities and disabilities.
- 4.11.3 Gear Change introduces a clear link between standards and funding; schemes that are delivered using DfT funding that fail to adhere to the standards will either not be funded, or else funding can be clawed back.
- 4.11.4 The strategy and related technical guidance recognise that traditional approaches to planning for and promoting walking and cycling must change to achieve this vision. The new design guidance sets out the much higher standards required if schemes are to receive funding, along with a number of failings which Government will either

no longer allow at all, or will strongly discourage. The standards will be enforced by a new inspectorate, Active Travel England. The extract below summarises some of the new approaches mandated in the technical guidance.



(Source: DfT)

4.12 The National Bus Strategy – Bus Back Better, 2021

4.12.1 Similar to the principles in Gear Change above, the [National Bus Strategy](#) seeks to make buses a practical and attractive alternative to the car for more people. The strategy seeks to make buses more frequent, more reliable, easier to understand and use, better co-ordinated and cheaper and more like London's. In the capital, such improvements dramatically increased passenger numbers, reduced congestion, carbon and pollution, helped the disadvantaged and got motorists out of their cars.

4.12.2 Buses are also the easiest, cheapest and quickest way to improve transport, and that relatively small sums of money, by the standards of transport spending, can deliver significant benefits.

4.12.3 There are a number of key elements to the Strategy, including:

- Comprehensive networks and integration
- Fares and ticketing
- Infrastructure, with a significant focus on implementation of bus lanes where possible and technology to prioritise buses (e.g. at traffic lights);
- Zero Emission vehicles
- Accessibility

4.12.4 The strategy acknowledges that the lasting impact on bus use remains unknown, with passenger numbers expected to fall from pre-COVID-19 levels – at least initially, and that there are likely to be several years of recovery. Despite this, there is a clear opportunity to build back better and ensure that bus plays an important role in the economic recovery.

4.12.5 From April 2022, local transport authorities will need to have an Enhanced Partnership regulatory system in place, or be following the statutory process to decide whether to implement a franchising scheme, to access the new discretionary streams of bus funding.

4.12.6 Importantly, the Strategy sets out initial spending plans for the £3bn for buses in England outside London that will be the subject to Bus Service Improvement Plans. In these, Government expects to see plans for bus lane on any roads where there is a frequent bus service, congestion, and physical space to install one. Local authorities are advised to consider physical changes to roads' footprints to allow the provision of continuous bus lanes. Where there is insufficient space for a bus lane, LTAs should consider point closures of some main roads to private cars, allowing through traffic on other main roads nearby. Robust enforcement of traffic restrictions will be key.



(Source: DfT)

4.13 Great British Railways: Williams-Shapps Plan for Rail, 2021

4.13.1 The [Great British Railways White Paper](#) proposes the biggest change to the railways in 25 years, seeking to end the fragmentation of the past and bringing the network under single national leadership.

How the railways will change for the better

Keith Williams and the government have a shared vision for Great Britain's railways that can be summarised in 10 outcomes.



- 1. Modern passenger experience**
 Passengers must receive high-quality, consistent services day in, day out. This means accessible, reliable journeys that are well connected with other transport services and include new customer offers at stations and on trains.
- 2. Retail revolution**
 A new customer offer will be driven by clearer, easy-to-understand information, simpler travel with contactless and cashless payment and clearer prices. Compensation will be simpler to claim and journeys will become easier across transport services.
- 3. New way of working with the private sector**
 Passenger Service Contracts will replace franchising, bringing a new focus on reliability, performance and efficiency. New opportunities for innovators, suppliers (including small and local partners) and funders will be created through streamlined contracts and more contestability.
- 4. Economic recovery and financially sustainable railways**
 The railways are a public service, paid for by taxpayers and passengers to connect places and foster economic growth through leveling up across our towns, cities and regions. Bringing together responsibility for cost and revenue across the system will ensure the railways become more financially sustainable.

Chapter One – The railways since privatisation



- 5. Greater control for local people and places**
 Railways will be more responsive to the needs of local communities and customers, whether from Woking, Wrexham or Wick. Empowered, locally-led teams will support leveling up and be accountable to the people and places they serve.
- 6. Cleaner, greener railways**
 Britain's railways can and will spearhead the nation's ambition to become a world leader in clean, green transport. Decarbonisation, greater biodiversity and improvements in air quality in towns and cities will ensure rail is the backbone of a cleaner, greener public transport network.
- 7. New offer for freight**
 The pandemic has highlighted the importance of freight to our country and economy. National co-ordination, greater opportunities for growth and strong safeguards will put rail freight on the front foot.
- 8. Increased speed of delivery and efficient enhancements**
 Restoring lost rail links and accelerating the delivery of critical upgrades to the network will help level up places across the country, spark new economic growth and improve public transport connectivity and prosperity across our nations and regions.
- 9. Skilled, innovative workforce**
 Enhancing skills, leadership and diversity across the sector will create new opportunities for the hundreds of thousands of people working on our railways. High-value jobs for the future will be created and make the most of data and technology to better support customers.
- 10. Simpler industry structure**
 Track and train will come together in a 'guiding mind' for the system, Great British Railways. It will be made up of regional railways that are locally rooted and accountable, with new culture and incentives focused on serving customers. A 30-year strategy will enable the sector to modernise efficiently.

(Source: DfT)

4.13.2 A new public body, Great British Railways, will own the infrastructure, receive the fare revenue, run and plan the network and set most fares and timetables. The existing franchised system will also be replaced by new Passenger Service Contracts will focus operators on meeting passengers' priorities and will incentivise them to grow rail usage. A 30-year strategy will provide long-term plans for transforming the railways to strengthen collaboration, unlock efficiencies and incentivise innovation.

4.13.2 In line with the COVID-19 roadmap, the White Paper sets out plans to continue to work closely with the sector on measures to enable people to have confidence to travel again and to support their new working patterns, to include new flexible season tickets. Frictionless payment options for every journey will be introduced across the network and Pay as You Go journeys will be expanded outside London to make many more trips straightforward

4.13.3 The pandemic has highlighted the importance of freight and the White Paper states that national co-ordination, greater opportunities for growth and strong safeguards will put rail freight on the front foot.

- 4.13.4 Devolved railways will be strengthened, with closer collaboration with Great British Railways improving services, consistency and co-ordination across the country. In England, new partnerships with Great British Railways' regional divisions will give towns, cities and regions greater control over local ticketing, services and stations.
- 4.13.5 We will use this process to build on the strong and effective devolved approach that we have to managing the Merseyrail franchise, when the current 25 year concession is renewed from 2028. This recognises the very considerable benefits that this devolved model of managing the local rail network has brought to the city region.

4.14 DfT Transport Decarbonisation Plan, 2021

- 4.14.1 The DfT published the [Transport Decarbonisation Plan](#) that builds on the evidence established in [Decarbonising Transport: Setting the Challenge](#) earlier in 2020. Earlier commitments have been referenced or reinforced in the finalised plan including:
- Emphasis on the importance of achieving net zero for transport
 - Contains suggestions on how each mode can be decarbonised
 - Identifies key 'enablers' for this to happen (including non-transport considerations)
 - Sets out the pathway to net zero carbon for transport following the above
- 4.14.2 Reflecting uncertainty, the plan notes how post-COVID-19 demand for transport may change compared to pre-pandemic, but notes: that while the reduction in use of public transport has been a short-term necessity, there is a need to ensure a speedy return to public transport and to support a growth in patronage.
- 4.14.3 Importantly, the strategy reflects that a decarbonised transport network does not simply mean changing how we power our vehicles. It means we can make better use of limited road space for all users, and provide more mobility options, especially for short journeys that dominate UK travel. Increasing road vehicle occupancy can significantly reduce carbon emissions as well as directly help tackle congestion when it displaces what would otherwise be additional road vehicle journeys.
- 4.14.4 But equally, private vehicles clearly remain part of the mix of traffic and need to be proactively planned for and managed; the strategy notes that investment in the national traffic signal asset is needed to maintain an effective traffic management system. Traffic signal controls are essential for managing congestion, delay, and emissions. Investing in the maintenance of this essential asset will not only improve emissions but also enable new technologies and data systems that will support the delivery of a digital and connected road network. This is why continued high investment in the road network will remain as necessary as ever to ensure the functioning of the nation and to reduce the congestion which is a major source of carbon.
- 4.14.5 The plan also sets out the following high timeframes and pathways to working towards the UK Government target of achievement net zero emissions by 2050:

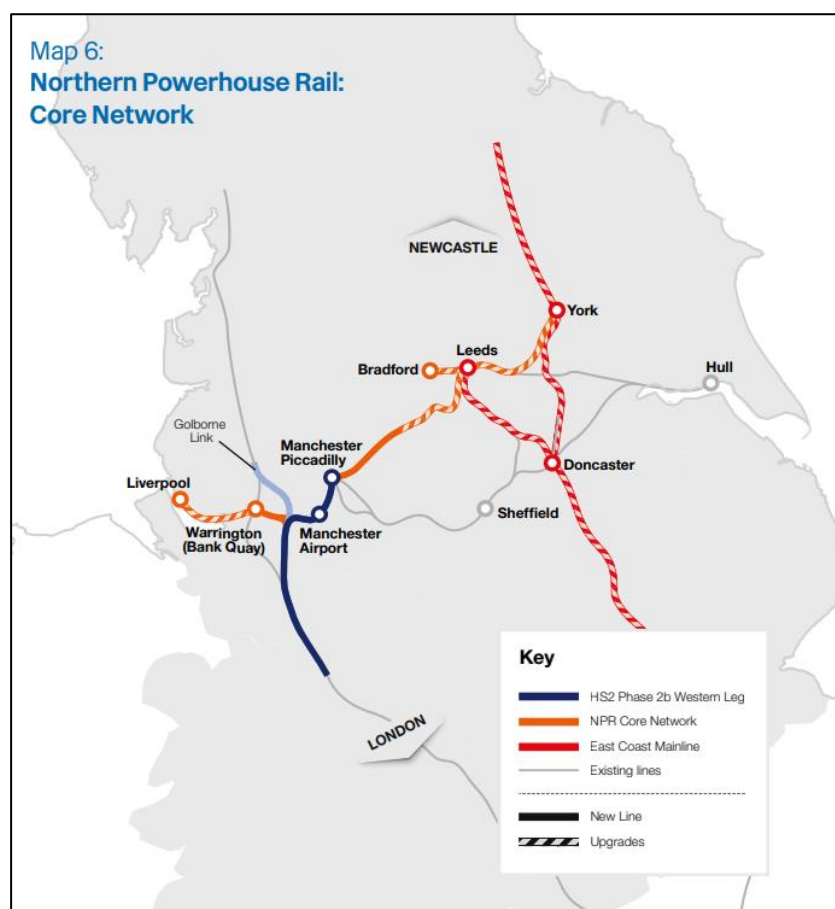
2021	2030	2035	2040	2050
<ul style="list-style-type: none"> Introduce petrol with 10% bioethanol. Jet zero consultation. Hydrogen strategy produced. Consult on ship-to-shore power. 	<ul style="list-style-type: none"> 50% of journeys in towns & cities to be walking/cycling. End sale of new petrol & diesel cars & vans. 	<ul style="list-style-type: none"> End sale of non-ZEV cars & vans. End sale of non-ZEV HGVs (up to 26t). 	<ul style="list-style-type: none"> World class walking/cycling network in place. End of diesel traction on rail network. End sale of all non-ZEV new HGVs. UK domestic aviation to achieve net zero. 	<ul style="list-style-type: none"> Maritime to achieve net zero.

(Source: DfT)

4.15 Department for Transport Integrated Rail Plan, 2021

4.15.1 The Government published its [Integrated Rail Plan](#) (IRP) which sets out proposals to transform the rail network in the North and Midlands. It has been published in response to the Transport for the North plans summarised in the sub-national policy overview that follows.

4.15.2 The IRP is a £96 billion plan that outlines how major rail projects, including High Speed 2 (HS2) Phase 2b, Northern Powerhouse Rail (NPR) and Midlands Rail Hub will be delivered. Its core network proposed is summarised below:



(Source: DfT)

- 4.15.3 The IRP proposes to deliver NPR through a new high-speed line between Warrington, Manchester and Marsden in Yorkshire. The full electrification and upgrade of the TransPennine Main Line between Manchester, Leeds and York would follow as part of delivering the first phase of NPR. The reinstatement of Warrington Bank Quay low level station, including upgrading and electrifying existing lines between Warrington and Liverpool, and enhancing Liverpool Lime Street station would provide an upgraded additional route between Liverpool and Warrington.
- 4.15.4 The delayed IRP, published as this LTP4 Vision document was at an advanced stage of development, is still in the process of being analysed, to understand its implications in full. However, the IRP downgrades original plans to transform rail connectivity across the North of England and the focus by Transport for the North on new rail lines and additional capacity. In particular, the plan to upgrade the existing rail line via Fiddlers Ferry is considered highly unsatisfactory, when new lines are required to not only provide faster journeys but to provide the extra capacity for more passenger trains on the network. Crucially, more capacity is needed to carry more freight by rail – an issue of great significance to the LCR as set out in preceding sections.
- 4.15.4 The LCRCA also has concerns about the likely disruptive impact from the upgrade of existing lines on existing passenger services, not least in terms of the implications for our £5bn per annum visitor economy and the movement of freight by rail. These aspects are being taken forward through ongoing discussions with Transport for the North, authorities from across the North of England and with the Department for Transport.
- 4.16.5 The LCRCA believe that viable alternatives do exist, and will work with DfT to determine a workable alternative to the current Fiddler's Ferry proposal, given they share our concerns with respect to disruption to delivery. This work will explore options for "a middle ground" by working through scenarios of costs and timescales for different options, to help identify what might realistically be deliverable.

Sub national policy priorities

4.16 Northern Powerhouse Independent Economic Review, Transport for the North, 2016

- 4.16.1 The [Northern Powerhouse Independent Economic Review \(NPIER\)](#) identified some of the key factors that contribute towards the economic gap between the North and the South, which included poor links and under investment in transport
- 4.16.2 The Review set out a bold vision of economic transformation for the North that will rebalance the UK economy and increase international competitiveness, with a clear focus on transport infrastructure to improve connectivity and agglomeration between towns and cities. A transformed North in 2050 could generate:
- £92 billion (15%) increase in GVA.
 - 850,000 additional jobs.
 - 4% higher productivity than in a business as usual scenario.

4.16.3 Work is now underway to refresh this evidence, and it is anticipated that this will be completed by 2022/23.

4.17 One North: The Strategic Transport Plan, Transport for the North (TfN), 2019

4.17.1 The TfN [Strategic Transport Plan \(STP\)](#) is designed to rebalance decades of underinvestment and transform the lives of people in the North. It outlines how up to £70 billion of investment to 2050 could contribute towards an additional £100 billion in economic growth. The plans include a major focus on transport investment and priorities include:

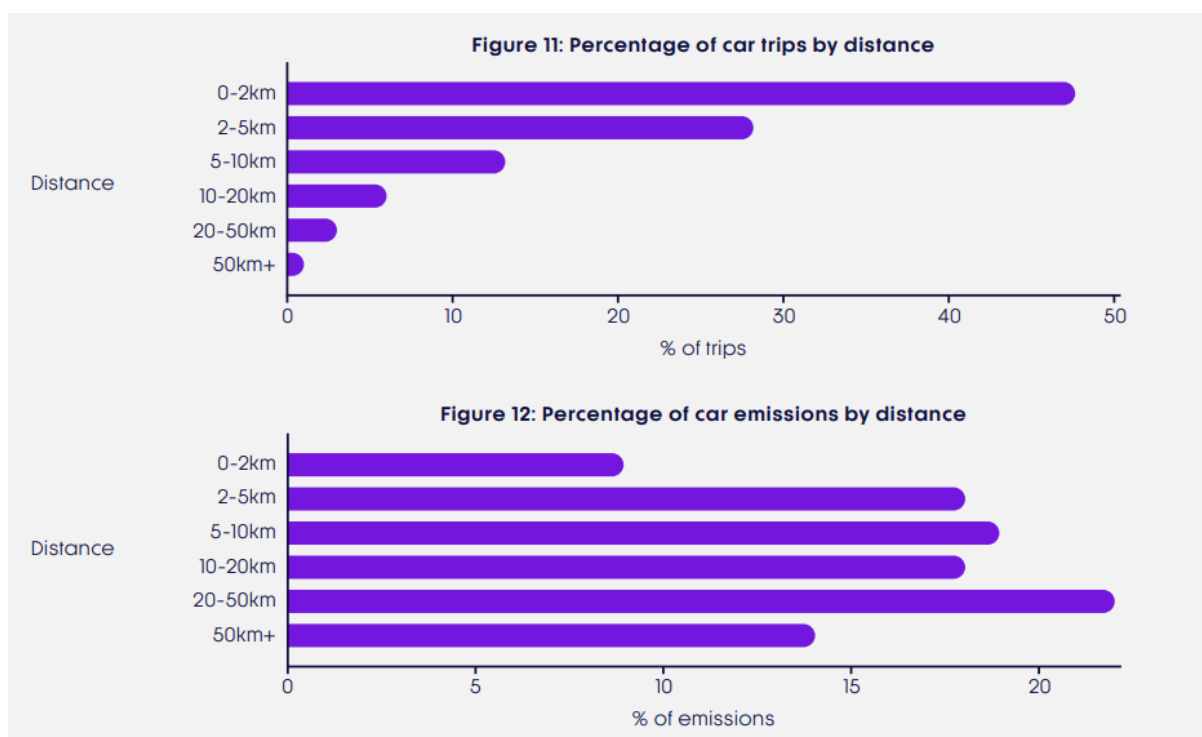
- Northern Powerhouse Rail
- Strategic Rail
- Strategic Roads Study: Manchester North West Quadrant Northern Package
- Integrated & Smart Travel
- Freight & Logistics
- International Connectivity



(Source: Transport for the North)

4.17.2 Northern Powerhouse Rail is especially important, and fully supported by the LCR in terms of its creation of much needed capacity on the rail network to accommodate new demand, especially new capacity for freight. There is now a mismatch between the ambition and support for NPR, and the Government's Integrated Rail Plan response summarised in section 4.15 above.

- 4.17.3 In addition, TfN is analysing [future travel demand scenarios](#). These are four realistic future scenarios developed in collaboration with partners to represent a range of differing possible futures which may affect the demand of and nature of transport to 2050, taking into account a wide range of factors including the economy, environment, spatial development, technology and public attitudes and behaviour. These will also inform the local transport scenarios that form part of Stage 2 in the LTP4 development approach set out in section 3.6.
- 4.17.4 The TfN Strategic Transport Plan is currently under review and its timetable for completion is March 2024 and will remain an important consideration as the new LTP is developed.
- 4.18 Transport for the North Decarbonisation Strategy and adaptation to climate change, 2021
- 4.18.1 Transport for the North's (TfN) [Decarbonisation Strategy](#) is an evidence-led assessment, using scenarios to explore how far current plans and policies will go towards achieving zero carbon in a range of different futures. Through the Strategy, TfN and its partners are committing to a regional near-zero carbon surface transport network by 2045.
- 4.18.2 The strategy presents a range of suggested policies which local areas could follow to support their work, based around the three areas of Zero Emission Vehicles, Demand Management and Improvements of Conventional Vehicles.
- 4.18.3 Helpfully, the strategy breaks down emissions by trip length and identifies where the potential to switch mode of travel would offer the greatest benefits;
- three-quarters of car trips in the North were under 5 kilometres, and just under 90% under 10 kilometres. Given their short distance, a notable proportion of these trip short trips could be switched to walking, cycling, e-bikes, or public transport.
 - Medium and long-distance trips, on the other hand, made up the majority of car emissions, with trips over 10 kilometres generating 54% of car emissions.
 - Trips over 50 kilometres, while only representing 1% of car trips, were responsible for 14% of emissions.
- 4.18.4 A significant proportion of these longer distance trips are related to leisure travel. For some trips, such as to National Parks, shifting these trips to cleaner modes is challenging, especially to bus and active travel, demonstrates the importance of decarbonising the vehicle fleet in order to meet decarbonisation targets in the medium and long-term.



(Source: Transport for the North)

- 4.18.5 A key part of the TfN Strategy is around embedding awareness of how climate change may affect the transport network. This emphasises how the risks from this should be embedded in policy and infrastructure planning as much as decarbonisation itself. Data is based on the predicted 4°C global temperature rise, should there fail to be global efforts maintaining global warming below 2°C.
- 4.18.4 Key data highlighted includes, by the following estimates for England by 2050 – with all factors worsening by 2080, as shown by figures within brackets. The link with the national maintenance backlog highlighted in section 4.6 will be clear too:
- Summer temperatures +7.4°C above current average (+11.7°C)
 - Rainfall extreme intensity +20% higher than current levels (+40%)
 - Peak river flows +50% above current levels (+105%)
 - Sea level rise of +0.6m (+1.0m)
 - Storm surges increasing by +35% (+70%)

4.19 Transport for the North: Major Roads Report, 2021

- 4.19.1 This [report](#) recognises that each and every one of us uses some part of the highway when making a journey. An efficient, reliable and safe highway network is considered essential for modern supply chains: enabling raw materials to be received, finished goods to be dispatched, food stores to be supplied, office complexes to be serviced.
- 4.19.2 However, given the need to address climate change, choices will need to be taken about how we use the available highway space, with greater priority given to pedestrians, cyclists and public transport. New highways will continue to be built,



needed to provide access to new housing and employment sites. Investment in our highways will continue, ensuring that existing roads are maintained, and that new roads are designed and delivered in ways that minimise their impact on our environment.

- 4.19.3 The Report outlines the critical role that the North's strategic roads play in enabling residents and businesses to go about their daily lives. It also sets out the scale of the challenge as we look to enhance their safety and reduce their environmental impact.

New local policy priorities

4.20 LCR Bus Service Improvement Plan, 2021

- 4.20.1 As a requirement of the Bus Back Better strategy, the Combined Authority developed and published its [Bus Service Improvement Plan](#) (BSIP) at the end of October 2021. This will then be updated annually and reflected in the new Local Transport Plan (LTP) as required by Government.
- 4.20.2 The LCR's BSIP has been developed in collaboration with local bus operators, local authorities, community transport bodies and local businesses, services and people, and in order to secure an investment of £667.4m over the next three years. This is to enable the city region to transform bus services, and achieve the shared ambitions set out in Bus Back Better and the LCR's Vision for Bus. The BSIP sets out our plans and ambition to draw in an investment of £667.4m over the next three years. This would enable the city region to begin the transformation of its bus services, and achieve the shared ambitions set out in Bus Back Better and the LCR's Vision for Bus. The BSIP's aims include:
- Quick and reliable bus journeys
 - A comprehensive and integrated bus network
 - Straight forward ticketing and great value fares
 - An excellent passenger experience
 - An emission-free bus system

Introducing our Investment Priorities for Bus

The BSIP sets out the measures required to meet the LCR's Vision for Bus and the objectives of Bus Back Better. Together, these measures will deliver a fundamental shift in how bus services are delivered, so that more passengers want, and are able, to travel by bus.



Quick and reliable bus journeys

Green Bus Routes - scaling up and advancing the delivery of bus priority measures on our first five Green Bus Routes.

Bus Rapid Transit - developing proposals to introduce a Bus Rapid Transit system for the region, focused initially on Wirral Waters and Liverpool Knowledge Quarter.



A comprehensive and integrated bus network

Enhancing our bus network - sustaining and enhancing the network including improving frequencies and greater off-peak bus provision.

Integrating Halton - enhancing the bus network and infrastructure in Halton in order to fully integrate it into the city region's transport system.



Straight forward ticketing and great value fares

Affordable fares - fare reductions to support better value multi-operator daily, weekly and monthly bus tickets.

Tap and go - delivering "tap-and-go" contactless ticketing with daily and weekly fare-capping.



An excellent passenger experience

MetroBus - accelerating the introduction of MetroBus branding across the bus network, in line with a clear local transport identity.

Passenger charter - setting standards that passengers should expect to see on bus services in the city region.



An emission-free bus system

Hybus - scaling up the deployment of zero emission buses, building on the existing Hybus project.

4.20.3 To support delivery, we will reform our bus services by introducing either Franchising or an Enhanced Partnership. In 2020 the LCRCA agreed that Franchising was the emerging leading option for reform. A recommendation on the next steps is expected to be made by the Combined Authority in the spring on 2022.

4.21 LCR Road Safety Strategy, 2021

4.21.1 As one of the most urgent and stark consequences of transport and movement, a priority has been to develop a new [Road Safety Strategy](#) for the city region, but covering the Merseyside Road Safety Partnership area. Going beyond earlier priorities to reduce the numbers of people killed and injured on the roads, the draft revised strategy is built around "vision zero" principles, and to eliminating avoidable deaths and injuries on the roads by 2040.

4.21.2 This is about developing a "safe system" approach, reflecting that one death on the roads is one too many. This is in contrast to stark numerical targets around casualty reduction in earlier strategies, with an acceptance that deaths and injuries will continue. This new strategy begins with making roads and spaces safe to begin with, aligned to new government policy (and funding) on sustainable travel and reducing the dominance of private vehicular traffic. This includes initiatives such as low traffic neighbourhoods and school streets that not only reduce danger at source, but on roads within the neighbourhood and no increases in casualties on boundary and adjacent roads.



4.21.3 Merseyside and Halton have separate arrangements for road safety due to the policing boundaries, and whilst this is a Merseyside strategy, a complementary approach is set to be developed for the Cheshire Constabulary area in the case of Halton.

4.22 LCR Plan for Prosperity, 2022

4.22.1 This [draft plan](#) is being developed in tandem with our LTP, and stems from a commitment in our CA Corporate Plan published in July. The plan supersedes our draft Local Industrial Strategy and sets out a 15-year vision.

4.22.2 The Plan is committed to making the City Region prosperous and economically, socially and environmentally sustainable. It offers a vision for a City Region where meaningful prosperity, opportunity, and equality is shared by all communities, and that will build up the resilience and productivity of its economy and unlock its global potential. It will also pioneer sustainable ways of living and working together which will protect the health of our people and the environment.



- 4.22.3 It sets the strategic direction for City Region policies on the economy, business support, skills, transport, housing, planning, underpinned by an ambitious pathway to net zero carbon. To this end, its core messages are clear - outdated, carbon-intensive ways of living, working, and getting around continue to pollute our natural environment and leave our communities on the frontline against an accelerating climate emergency. We must reduce our energy consumption, supported by a shift to low carbon energy, to reduce our carbon emissions in line with our 2040 net zero objectives in a way that is just and fair to all.
- 4.22.4 Linked to the LCR's geography and core assets, the plan highlights that the LCR is one of eight places across England that has been granted Freeport status. The LCR Freeport is a low carbon, multi-modal, multi-gateway trade platform with a network of sites which, through a range of targeted customs and tax benefits, will attract high value inward investment, support growth and employment to regenerate communities through industry, innovation, and collaboration. It is a unique proposition, centred on a mix of infrastructure including the deep-water container terminal at the Port of Liverpool, multiple rail heads, other water-based access, and the airport, it is the key coastal access point to the UK's largest concentration of manufacturing. Targeting key sectors including automotive, biomanufacturing/pharmaceuticals and maritime, LCR Freeport will also support advanced manufacturing, logistics and energy.

4.23 LCR Pathway to Net Zero, 2022

- 4.23.1 This [pathway plan](#) builds from the LCRCA becoming the first city region in the country to declare a climate emergency in 2019 and the target for us to be carbon neutral by 2040 or sooner – at least a decade ahead of national targets.
- 4.23.2 Importantly all six Local Authorities in the Liverpool City Region have declared a Climate Emergency and have set targets to become net zero carbon, in some cases, ahead of the LCRCA's 2040 target such as by 2030 in the case of [Liverpool](#) and [Sefton](#).
- 4.23.3 The plan acknowledges that greenhouse gases are changing the climate and heating the planet. We will see the effect of this in rising sea levels, heat stress and threats to food production. The impact of temperatures rising by 1.5, 2 or 3 degrees C will change our way of life; the higher the temperature, the more severe the impact will be, hence needing to act to limit the temperature change. This also frames the type of fairer future that we aspire to, aligned with the Plan for Prosperity, and that works better for everyone.



4.23.4 The importance of decarbonising transport features prominently. This reflects the fact that the majority of emissions stem from trips made by private cars (67% of all road transport carbon emissions in the LCR). Good public transport is the backbone to a clean city region, with many more trips walked or cycled, and this LTP will play a direct supporting role in this regard.

4.23.5 Importantly, the plan addresses not only the harmful emissions from carbon, but incorporates the [Air Quality Action Plan](#) developed in 2020. This seeks to tackle poor air quality from other pollutants, notably nitrogen dioxide and particulate matter – the primary cause of which are transport-related locally. The achievement of a low carbon transport system and a clean, pollution-free transport system are considered two sides of the same coin.

4.24 LCR Spatial Development Strategy (in progress)

4.24.1 Stemming from new powers gained through the creation of the Mayor Combined Authority in 2017, the LCRCA is creating a [Spatial Development Strategy](#). The SDS is a statutory planning document that will set out for the development and use of land for the next 15 years. This means that when it is published, it will form part of the ‘development plan’ for the six City Region local authorities alongside their own Local Plans. The SDS’s policies, when finalised, will therefore be considered when determining planning applications across the LCR.

4.24.2 In line with legislation, the SDS will need to have regard to:

- The Government’s policies on planning;
- The health of people in the Liverpool City Region and the effect of the SDS on health inequalities;
- Achieving sustainable development in the United Kingdom;
- Climate change and its consequences; and
- The need to ensure consistency with national policies and the EU obligations of the United Kingdom.

- 4.24.3 The SDS will only deal with planning matters that are of strategic importance to the Liverpool City Region. Therefore, its policies will be high level with more detailed planning policies contained in the Local Plans prepared by the six local authorities, reflecting their local circumstances. Planning matters that can be considered include housing, health and wellbeing, transport, the economy, the environment, air quality and connectivity for example. In respect to transport, the SDS will include an Infrastructure Development Plan, identifying transport infrastructure and sites (e.g. linked to our Freeport plans) needed to support the aims of the plan, or else needs to be protected or taken into account through the planning process.
- 4.24.4 The development of the SDS's transport and infrastructure-related priorities is being developed in close association with this Vision document and with LTP4. This provides a unique opportunity to align land use planning and transport planning policies and in a way that support the wider transport policy aims summarised in the section. This includes policies that reduce the dominance of the private car and private vehicles to tackle poor air quality and decarbonisation, policies that support a shift to clean forms of mass transit, cycling and walking and the creation of safe, accessible streets and spaces.

What is this telling us in summary?

- 4.25 The above section has summarised the main policies and directives that affects transport and travel demand at a national, sub-national and local level. The sections that follow also draw these messages together, including the view and priorities that have consistently arising from recent consultation.
- 4.26 However, some of the main messages from the policy context above can be summarised as:

- The importance of a well-functioning, well maintained transport network that responds to new technologies, new ways of operation and new demands, but also responds to uncertainty, especially post-COVID
- The need for transport to change, and be used in a radically different way to support decarbonisation and to reduce harmful pollutions
- The very clear policy focus nationally and locally on shifting from a car-based transport network to bus and active travel, and to rail for medium and longer distance trips and freight particularly
- The importance of creating streets and spaces that support the safe movement of people rather the vehicles and that supports healthier forms of travel too
- At a local level, the important window of opportunity that exists to ensure that all of our emerging LCRCA policies are consistent, support the above aims and that we invest only in schemes and measures that support these shared aims.

5. The human angle - what are people doing and telling us?

- 5.1 We know that transport is an activity that affects everyone living, working in or visiting the city region in one way or another – whether through allowing us to travel where we need to get to, and in terms of our food and basic supplies.
- 5.2 Views also differ on transport and its effects, and some people are more affected by transport than others, whether through noise, poor air quality, congested streets, unsafe streets or being cut off. The movement of freight in particular brings particular challenges to the city region, as a port city region with important freight and logistics facilities. For this reason, we are committed to developing our new LTP in an open and transparent way through its main stages, hence this document as a first stage in setting out our broad vision.
- 5.3 At the same time, we have listened to views and concerns about transport through a wide range of recent consultations and engagement activities. They form an important building block in what our vision for transport looks like, reflecting that we have a good understanding of what people want and are asking for, and so are not starting our plan from a clean sheet of paper. Recent engagement includes:
- the [#LCR listens](#) process in 2019
 - engagement on our [Big Bus Debate](#) and Vision for Bus
 - engagement on our plans for walking and cycling, including our [Sustrans Bike Life](#) report
 - tracker surveys of views and concerns during the height of the COVID-19 pandemic and periods of lockdown
 - public engagement from our [Climate Action Plan](#)
 - Spatial Development Strategy (SDS) [engagement](#)
 - [Better By Bus](#) engagement
- 5.4 The views collected to date have mainly been about public transport, active travel, and private car usage. A gap in our knowledge relates to goods vehicles both large (e.g. containers) and small (e.g. delivery van), and around agricultural transport.
- 5.5 The findings highlight both the importance to people of a reliable, sufficient, and well covered network of public transport, but also the interconnected nature of transport in relation to other policy areas. For example, there have been anecdotal comments that transport has been a barrier to some accessing work or education opportunities. Furthermore, in the SDS research, findings pointed to a desire to have ecosystems of community not just new homes, where the travel, shops, libraries, green spaces etc. have all been included and thought through. Respondents noted the concept of [15 minute cities or 20 minute towns](#).
- 5.6 There appears to be an appetite in the research and engagement with the public, to travel less by car but there are perceived and actual barriers to doing this in practice. Looking at views on public transport:
- Prices are considered too high (e.g. anecdotally, some asylum and refugees use up their entire weekly and, in some cases, monthly budget of £5 from the government to survive; on the equivalent to a one-day pass)
 - Punctuality, frequency, and reliability, particularly of buses is seen as poor
 - Buses to be considered to have long journey times

- and the routes people require are not always available as the public transport network doesn't cover all areas (e.g. Halton), is disjointed, or particularly dependent on time of day (some routes stop around 5:30pm). There are often anecdotal responses that it is easier to get into Liverpool centre than it is across certain areas.

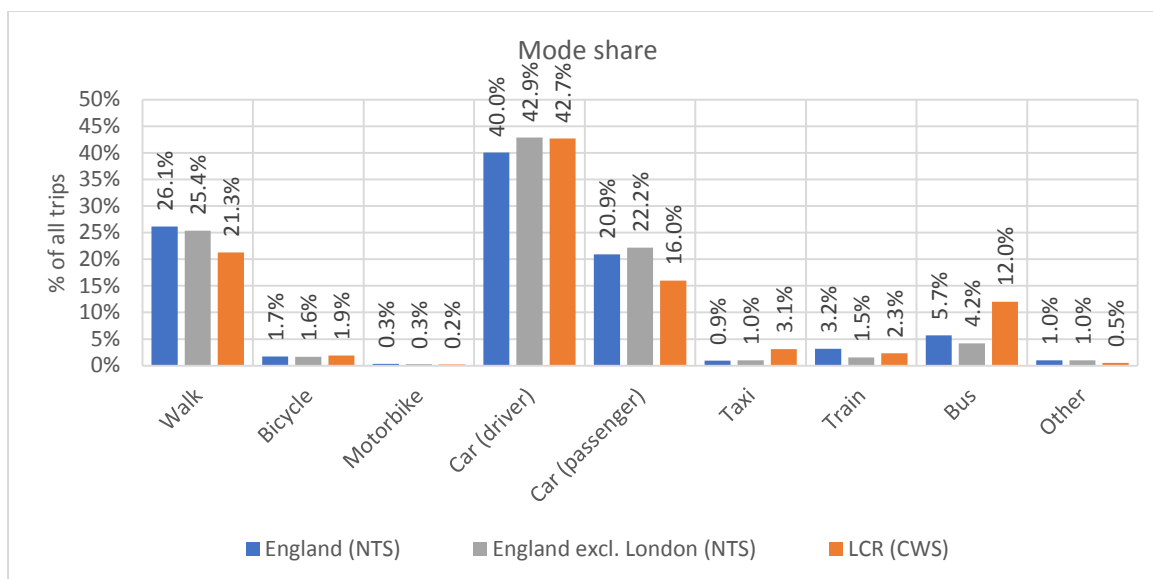
- 5.8 Such barriers as seen above have some crossovers with views about active travel infrastructure as well, with it also seen as insufficient or needing improvement. This relates not only to routes available for walking and cycling, but also the maintenance of them, and the surrounding infrastructure of bike parking and so forth. Other barriers to cycling, include:
- The weather
 - Confidence
 - Distance
 - Cost of equipment
 -and hills
- 5.10 In all, the views seem to be that alternative transportation to cars is not always seen as the most convenient to use or reliable.
- 5.11 Behaviour is a big part of travel decisions; behaviour was noted in the Net Zero Carbon engagement as a factor that could be a barrier to Net Zero Carbon transport aims particularly around shifting people away from private car usage. If public transport and active travel modes become easier and more attractive options, this may shift car use.
- 5.12 There are also safety concerns reported in the research and engagement both with active travel and public transport. Some fears relating to public transport have been to do with fear of infection from travel during COVID-19, however there are also reports of safety concerns with travelling at night and with large groups of young people. Yet, on the other hand, some focus groups held for Better by Bus engagement suggests these fears may be more perception based than actual as there was little report of any instances having occurred; those who don't travel at night were more fearful of travelling at night than those who actually do. Some pointed to social media being the culprit of spreading negative perceptions noting things they or others they knew had seen online.
- 5.13 Similar fears are a barrier to cycling and walking, with safe, well-lit and maintained routes noted as important for both cyclist and walkers in the 2019 walking and cycling survey. Furthermore, in the same research, darkness was reported as one of the reasons for feeling unsafe cycling. Traffic-free routes and safe crossing points were also noted as being important for cyclists and walkers respectively.
- 5.14 With regards to the impact of COVID-19, some reported to using less public transport and more active travel in the transport trackers. Yet, with regard to public transport this was not necessarily due to fear of catching COVID-19, but with reports in the Better by Bus engagement of inconvenience of buses driving past when full, only allowing one pram on, and not giving change. The issue of cash and change is quite large for some, as some people survive on small cash budgets or do not have the option to pay contactless as they do not have accounts with this means. Where change is not given, they may be losing money they can't afford to. Whilst, the impact of COVID may not last and bus patronage may return

these issues noted through COVID highlight potential barriers to people being able to travel, particularly by bus and should be considered when thinking through the impact of policy.

- 5.15 Turning to car use, particularly the shift to electric there are considered to be barriers around cost of purchasing such vehicles, the practicality of charging them both out and about and at home (due to the housing stock available), concerns over negative impacts of production, and concerns around mileage range.
- 5.16 Another factor to consider in regard to road use is the impact on green spaces being sold for new roads. Particularly in Sefton there has been opposition to the proposed Port of Liverpool Access Road through Rimrose Valley Country Park in Litherland. Confusion is created when green policies are promoted at the same time as to why such projects are planned. However, transparency and honesty about decisions is noted as being important. Potentially removing freight from one road could make another feel safer for cycling, but equally putting a road through green space may make someone's walking route unsafe.
- 5.17 The research to date has been quite focused on the issues at stake, and potential solutions have also been put forward regarding cheaper transport, more routes, more frequency, later transport, better cycling networks and footpaths etc. However, there are gaps that will be explored to help focus prioritisation of funds and resources, linked to the planned engagement on this transport Vision document.

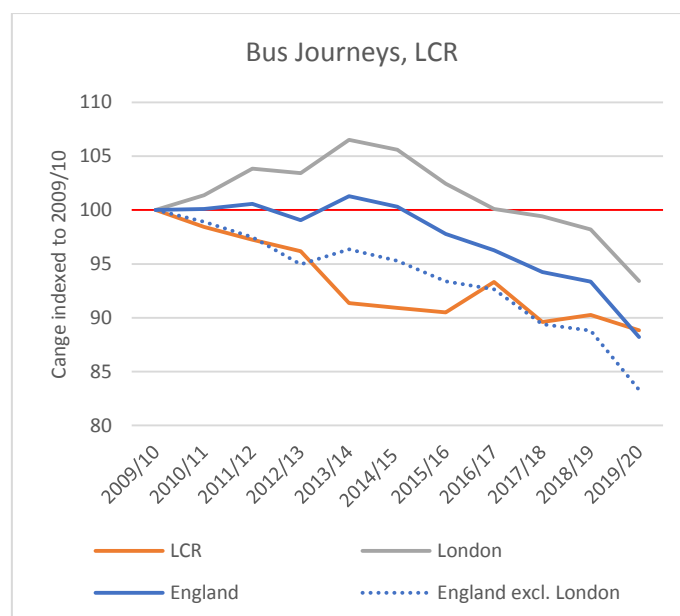
Travel trends pre-COVID

- 5.18 Fundamentally, even when the infrastructure is in place to allow people to travel in a range of ways, our plans are only as good as the choices that people make, ultimately. The main issue is that too many trips are driven by private car, and too few are made on foot, by bike, by rail or by other clean modes of travel.
- 5.19 Looking at numbers of trips by car as a driver, the LCR tends to reflect national patterns being the dominant mode, accounting for 42.7% of all trips. Active travel accounted for 23.2% of all trips – and although LCR sees fewer walking trips than nationally, it is *slightly* higher in use of bicycle. Rail trips at 2.3% represents a lower mode share but is above the England average, outside of London. The LCR also sees a higher share of bus and taxi trips than nationally – 12.0% and 3.1% respectively.



Sources: CWS, Merseytravel; National Travel Survey, DfT

- 5.20 Currently, relatively few LCR residents use methods of active travel (i.e. walking and cycling). Only 5% of residents cycle for travel at least once a week, compared to 6% nationally, while 42% walk for travel at least once a week, compared to 42% nationally. Not only does the low take up of active travel contribute to LCR's poorer health profile, but it also means residents are more likely to use less environmentally friendly modes of travel
- 5.21 Both nationally and locally there has been a long-run trend of increasing rail journeys - +37.5% nationally and +21.2% locally. There was also a particularly large jump in rail journeys to and from the city region for longer distance journeys, of 64.1% - this may reflect both on increases in business trips as well as the city region's continued growth as a visitor destination.
- 5.22 In terms of bus, there has been a long-run decline in bus patronage, except (until recently) in London that has a different form of regulatory system. Using the DfT dataset, over the last ten years bus patronage across LCR has fallen by -11.2%, compared to -16.7% nationally, excluding London. However, through the LCR Bus Alliance and £50m investment being secured in the local bus offer, there has been a 16.2% increase in fare-paying patronage and a 91% passenger satisfaction rating.



(Source: Liverpool City Region Combined Authority)

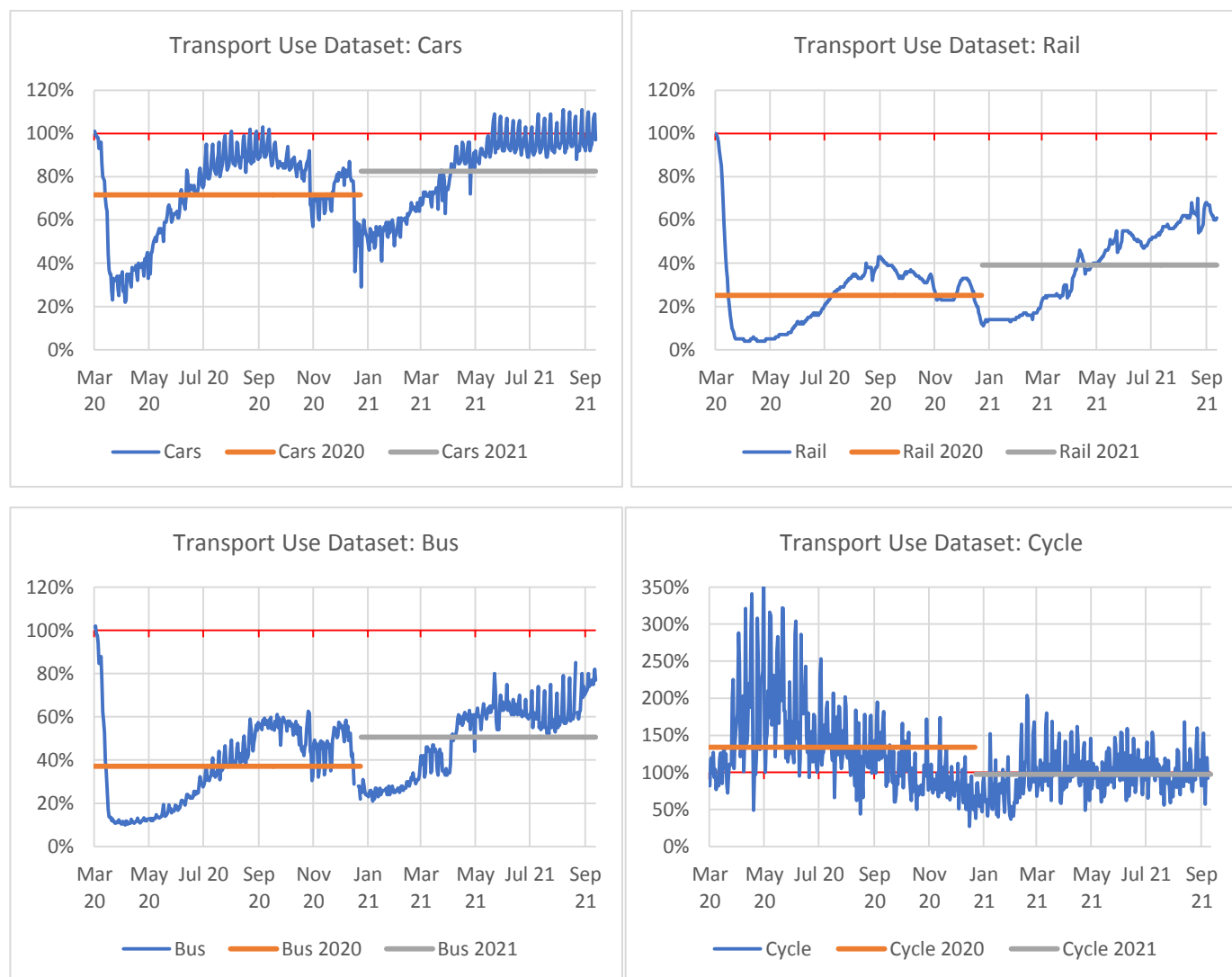
- 5.23 Although mode shift will be critical in achieving zero carbon – as well as addressing other key City Region objectives, improving health and reducing congestion – the switch to zero emission vehicles will also be an important part of the solution. Although the take-up of electric vehicles is accelerating, this is lagging locally compared to nationally – as at the end of 2020, there were 1.4 vehicles per 1,000 population, compared with 2.9 nationally.
- 5.24 Looking at freight trends, roads in general holds a dominant mode share, with particularly high levels of traffic to/from the Midlands and East of the Pennines. There has been strong economic growth in East Merseyside over recent years, connected with both an expansion of logistics operations and manufacturers reliant on logistics. There is a need to understand in more detail origins and destinations of key flows, considering both current terminals and future options. However, there has been a large increase in the volume of LGV traffic over recent years – increasing nationally by 36% in the last ten years, and with forecast rises of 37% by 2050 (or 86% in an electric vehicle future). Contextual data suggests that in part this is linked to the rise of online shopping and home deliveries.

The COVID dimension

- 5.24 COVID changed travel and demand for travel in an unprecedented way, and overnight, as people were told not to travel, and to work from home where possible from the outset of the pandemic in March 2020. Its impact on the wider economy and our forecasts is outlined in the section that follows.
- 5.25 The gradual unlocking of restrictions has not led to an immediate return in previous travel habits reflecting concerns around the relative safety of mass transit, and a wider, societal issue of homeworking and increasingly “hybrid” working, where people able to do so. The DfT’s All Change Travel Tracker (Feb/March 2021) found: 29% of UK adults reported working from home all the time in the preceding four weeks, with 13% some of the time. Those working exclusively from home more likely to be from higher income groups (42% exceeding

£40,000), travelled by train once a week or more often (40%) pre pandemic; and cycled once a week or more (36%) pre pandemic.

- 5.26 The demand for, and use of public transport has changed very starkly, and is likely to continue to do so:



Source: COVID-19 transport use, DfT

- 5.27 Latest findings from the [ONS](#) show half of adults are still very, or somewhat concerned about the effect of COVID-19 on their life right now. Just 12% think life will return to normal within the next six months and over a third (36%) think life will return to normal in more than a year's time. Around three in ten (32%) of working adults worked from home at some point within the last seven days (25th August to 5th September); with 57% travelling to work (exclusively and in combination with working from home).
- 5.28 In travel terms, a range of studies suggest that confidence in using public transport has increased over time, with the majority of users feeling safe travelling on bus or train; however, recent findings suggest journey satisfaction declining as services become busier with less

space to social distance. Safety measures remains forefront in the decision to travel, as well as longstanding issues, such as the frequency, reliability and cost of travel.

- 5.29 A [DfT survey](#) of UK business decision-makers that undertook business travel before the pandemic found only 35% of businesses had continued to conduct business travel during the pandemic. Of those that had continued business travel, this was less frequently and involved fewer staff. Car as the main mode for business trips increased significantly, with a decrease in long distance and inter-city train services.
- 5.30 The further significant trend seen in response to COVID-19 concerns the growth in home deliveries and home shopping, which arose from necessity during periods of lockdown, and typically in the form of deliveries by small vans and cars. Again, securing better data on freight movements is essential in developing this LTP to take the right actions to tackle the adverse impacts of freight traffic.

Uncertain times

- 5.30 We understand that uncertainty has never been greater due to COVID-19 especially and equally, some stark choices will be needed in planning for transport – funds are finite, the implications of the pandemic on travel demand and choice are significant. The underlying challenge of decarbonation also requires us to think in very different ways at a time that we have concerns about the perceived safety of mass transit and may be using private cars more in response.
- 5.31 Planning for continued growth in car ownership and car growth from our lower than average levels of car ownership across the LCR cannot be an option as we transition to a zero-carbon future, and as we set out in the sections that follow. The way we move freight and goods also needs to change. But transport and travel is also changing quickly in response to changes in attitude linked to new, more flexible shared forms of travel being available – the pilot [e-scooter scheme](#) in Liverpool, app-led taxi services, car sharing schemes, bike sharing and the promise of technology changing way that people and goods move – drones, autonomous vehicles, lorry platoons and other technologies.
- 5.32 But we cannot underestimate the need for us all to make different choices to make the difference, and that without practical action and support from people who travel, the policies and proposals in our new LTP will not have the desired effect.

6. What we understand so far on our challenges, priorities and opportunities?

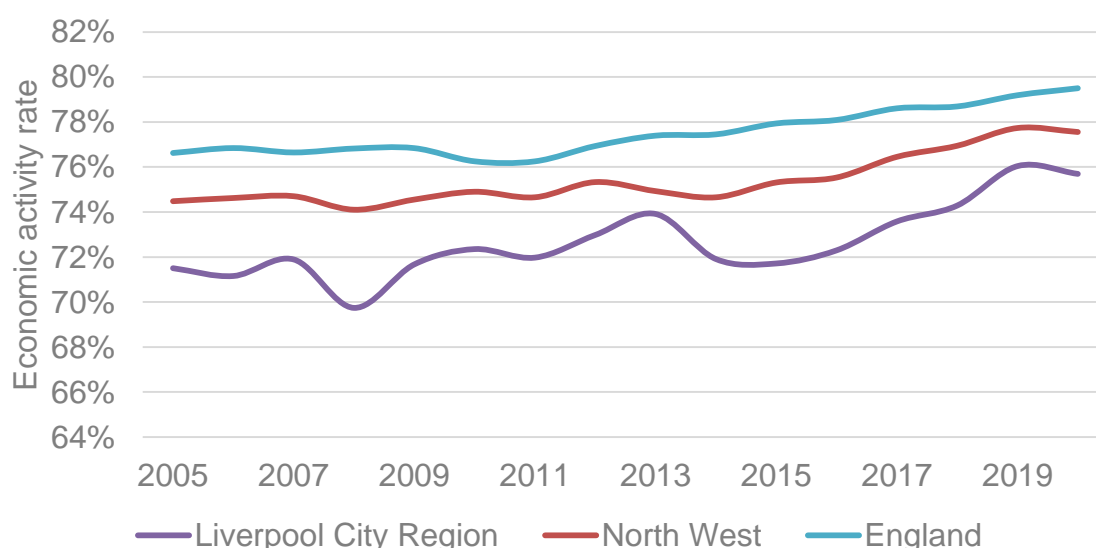
6.1 Building on the issues set out in the earlier sections, there are a number of clear challenges and priorities that can be identified for the Liverpool City Region. The early issues and implications from our economic forecasting work summarised in section 3.6 are also identified, together with aspects that we believe will have an impact on ways of working, travel demand and travel choice. The issues and priorities can be grouped as follows:

6.2 Supporting recovery and building an inclusive economy

6.2.1 In addition to the direct travel and behavioural impacts summarised in the previous section, it will be clear that COVID-19 has had a significant impact on our economy. The LCR's economy shrank by an estimated 10.2% in 2020, but economic forecasts suggest the economy is expected to recover relatively quickly from the impact of COVID-19. It is expected to grow by 8.1% in 2021 and 6.8% in 2022. Continued economic growth, along with jobs growth, is likely to increase demand for transport over the coming decades.

6.2.2 Before COVID-19, the city region had seen economic growth and was closing gaps with national averages on certain indicators, particularly in the labour market. However, LCR still faces significant income and productivity gaps with the rest of the country. Gross Value Added (GVA) levels per head is 29% lower than national levels, while GVA per hour worked is 15% lower.

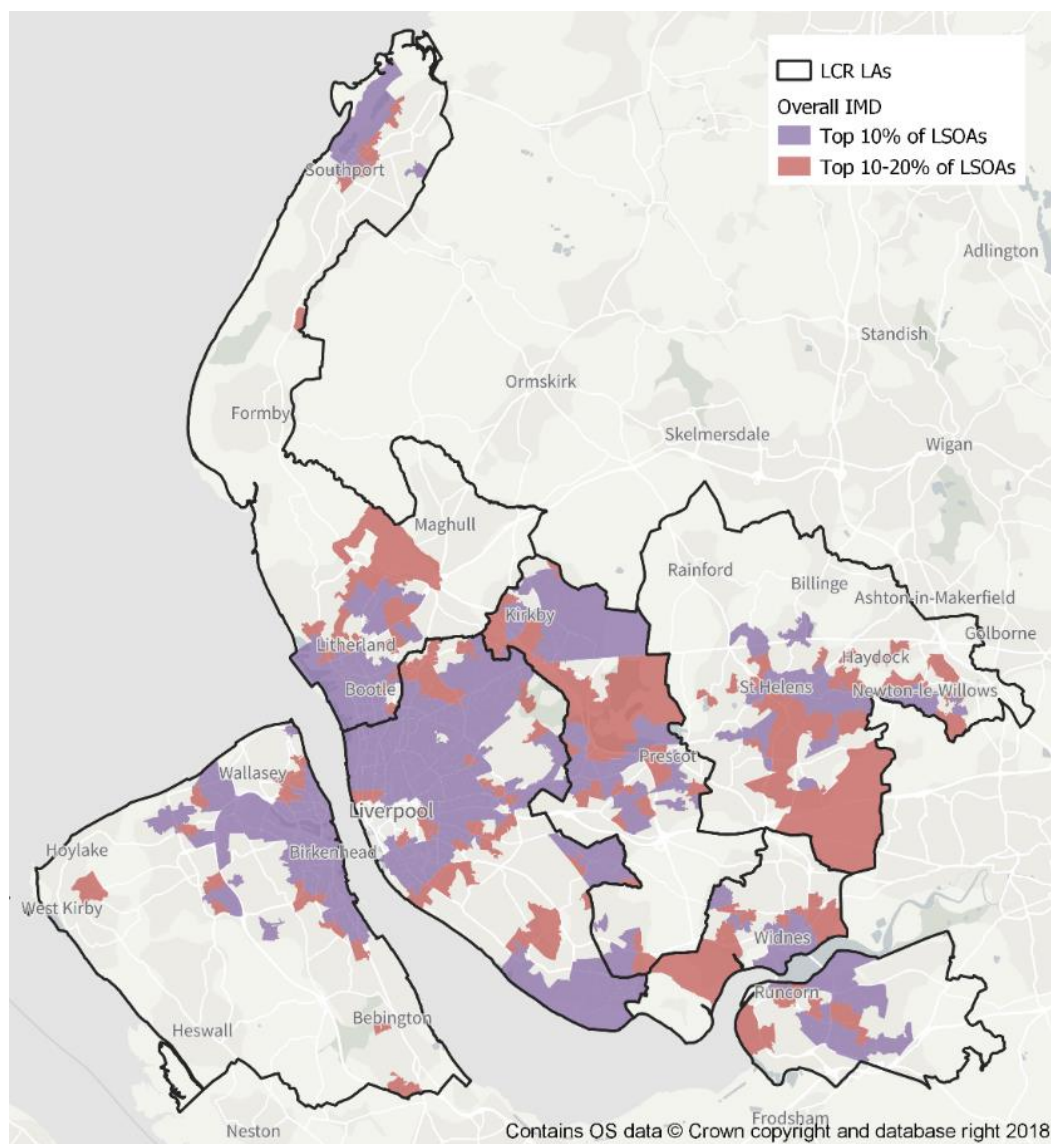
6.2.3 These performance gaps are driven by a range of factors including high economic inactivity, poor health, low skills and high levels of deprivation. LCR has one of the highest economic inactivity rates in the country, while nearly half of its neighbourhoods are in the top 20% most deprived areas nationally.



Source: ONS Annual Population Survey, 2005 - 2020

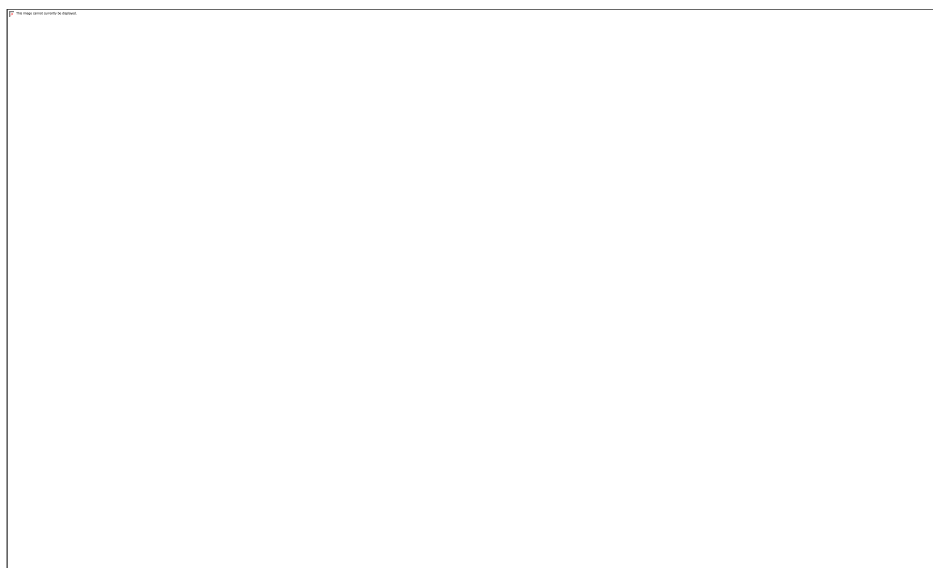
- 6.2.4 The City Region also has longstanding challenges linked to deprivation, with poor health and disability being a particular problem. In 2020, 29% (about 68,000) of economically inactive residents were out of work due to long term sickness – this [compares to 23% nationally](#).

Liverpool City Region Local Super Output Areas (LSOAs) in the top 20% most deprived IMD deciles overall



Source: MHCLG English Indices of Multiple Deprivation, 2019

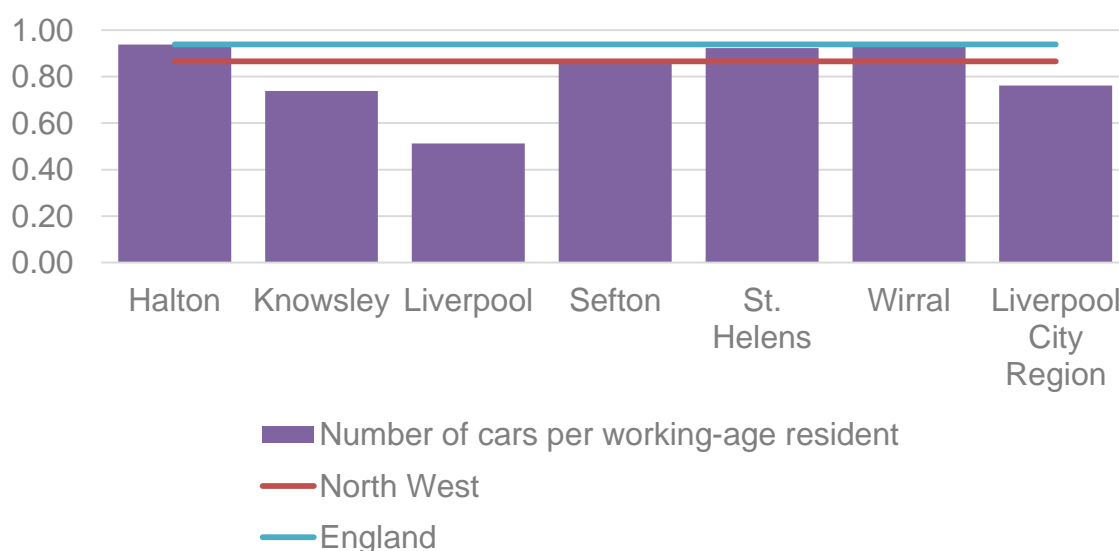
Proportion of economically inactive due to long term sickness, 2020



Source: ONS Annual Population Survey, 2020

- 6.2.5 Linked to the economic disparities that exists across the city region levels of car ownership are also lower than the national average. This presents both an opportunity, as car dependency is not as embedded as in other towns and cities in our need change how we travel, but presents big equality and fairness issues with a divide between people who have the means to travel and those that do not due to cost, confidence or availability.

Number of cars per working-age resident, 2019



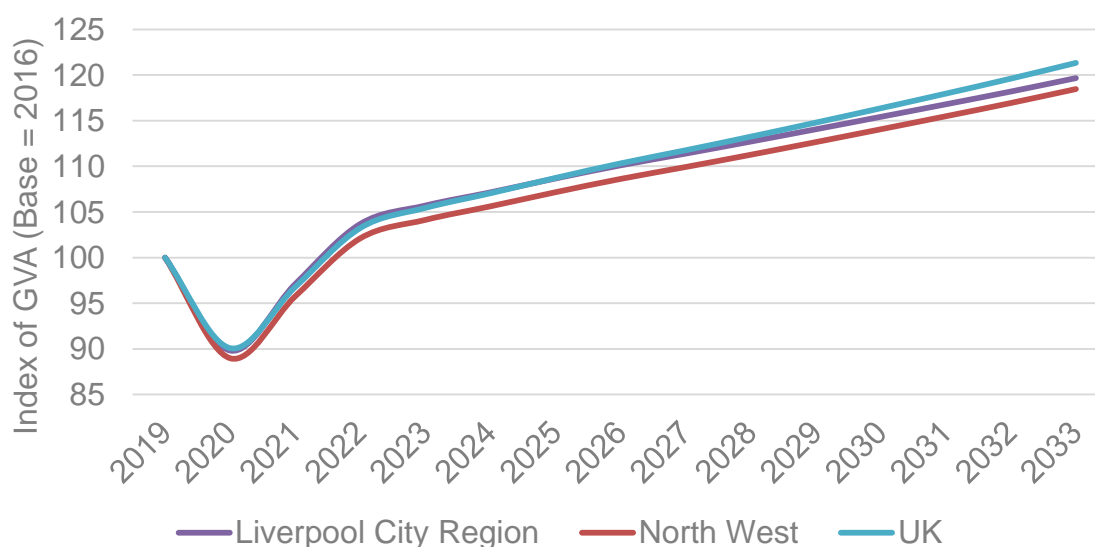
Source: DfT Vehicle Licensing Statistics, 2019; ONS Mid-Year Population Estimates, 2019

- 6.2.6 The 2021 Sport England, Active Lives Survey indicated that on the whole residents from the LCR (70% stating they are active or fairly active) were less active than those

residing within the North West (71%) and England (73%). There is a direct link between levels of activity, personal health and economic inclusion.

- 6.2.7 Looking ahead, the findings of our economic forecasts discussed in section 3.6 indicate that the LCR has the potential to further strengthen its profile as a global, confident and outward looking City Region. Underpinned by its demonstrable, distinctive research excellence and world-leading innovation assets, LCR is a strong research and development economy with potential to make a national contribution. Alongside the strength of its port, airport and associated sectors, LCR has the potential to drive productivity and export growth across the country. The LTP will have a role to play in supporting LCR's global competitiveness.

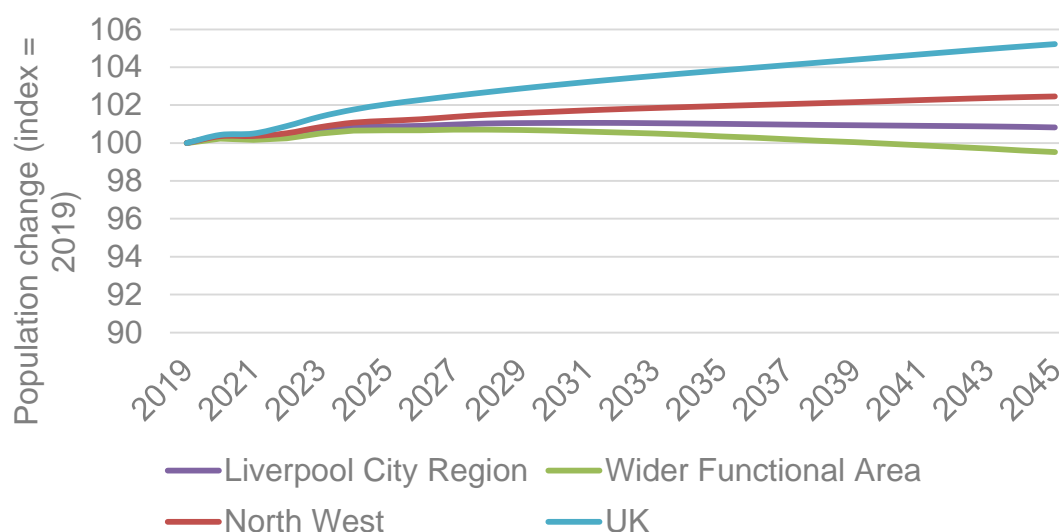
Indexed change in Gross Value Added (GVA), base = 2016



Source: Oxford Economics, 2021

- 6.2.8 Economic forecasts also show that the LCR's population is not expected to grow significantly, and the working age population is expected to shrink. This may contribute to a reduction in transport demand, particularly for leisure purposes.

Population change (index = 2019)

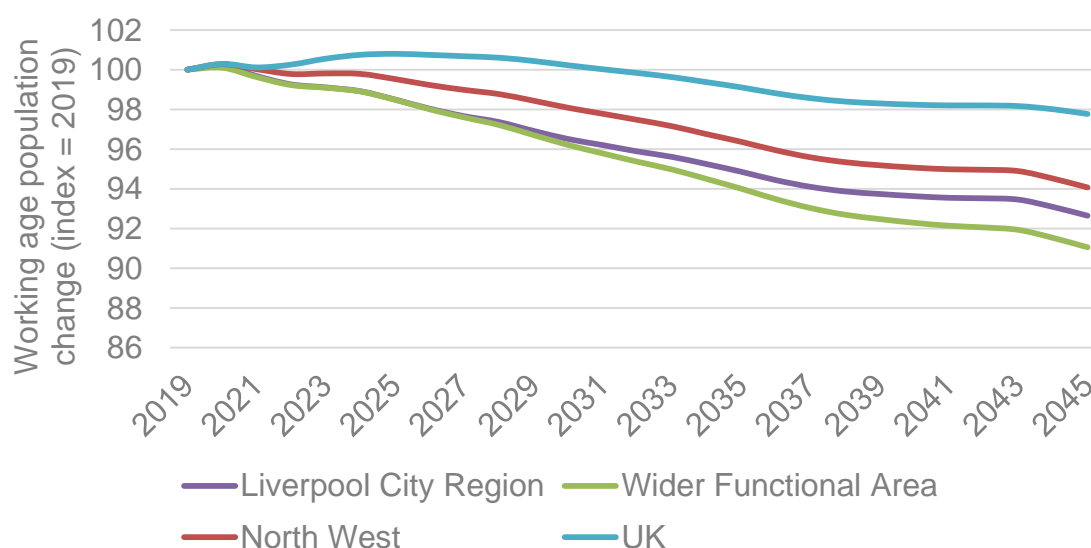


Source: Oxford Economics, 2021

6.2.9 While the total population is expected to remain relatively steady over the forecast period, it is anticipated that the working age population will decrease significantly. Between 2019 and 2045, the working age population is likely to decrease by 7.4% in LCR. This is a significantly larger rate of decline than regionally and nationally.

6.2.10 This trend extends into the LCR's wider functional area, with its hinterland of West Lancashire, Warrington, Cheshire West & Chester, Flintshire and Wrexham projected to see an even larger decrease in working age population.

Working age population change (index = 2019)



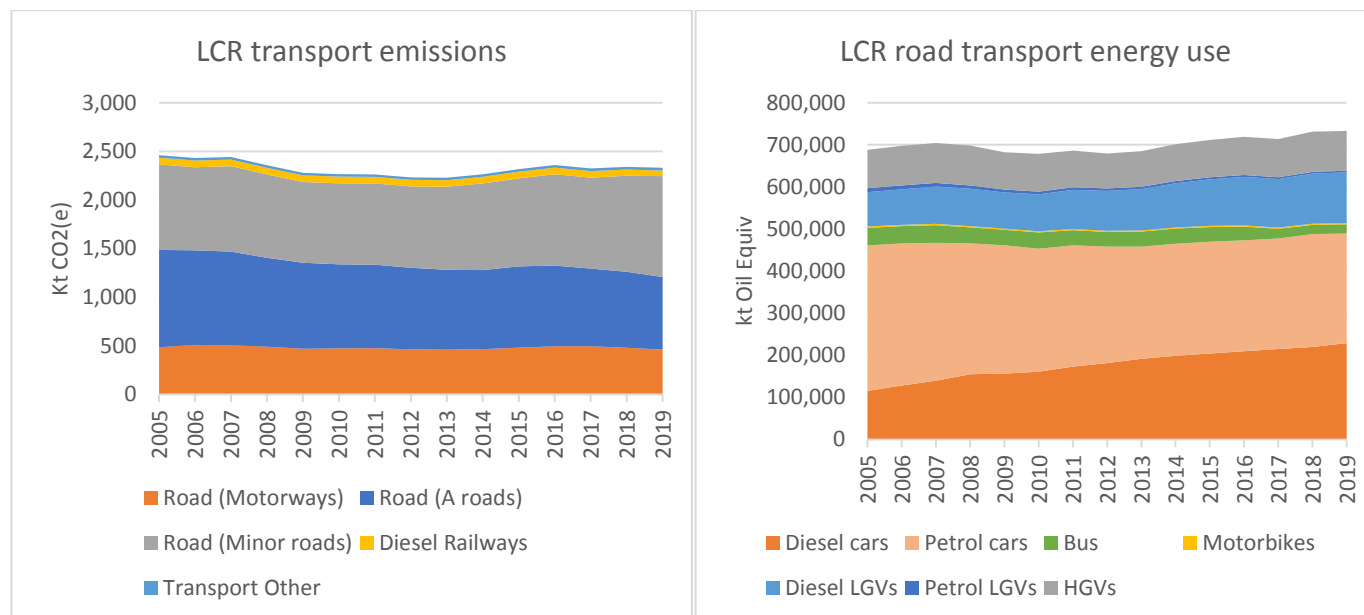
Source: Oxford Economics, 2021

6.2.11 Jobs growth is expected to continue, particularly in higher value, service sectors. It is anticipated that there will be a large decrease in the number of manufacturing jobs, while the number of jobs in service sectors will likely increase. The largest growth sectors are expected to be human health, professional and scientific and admin and support, while leisure and tourism sectors are expected to continue to grow.

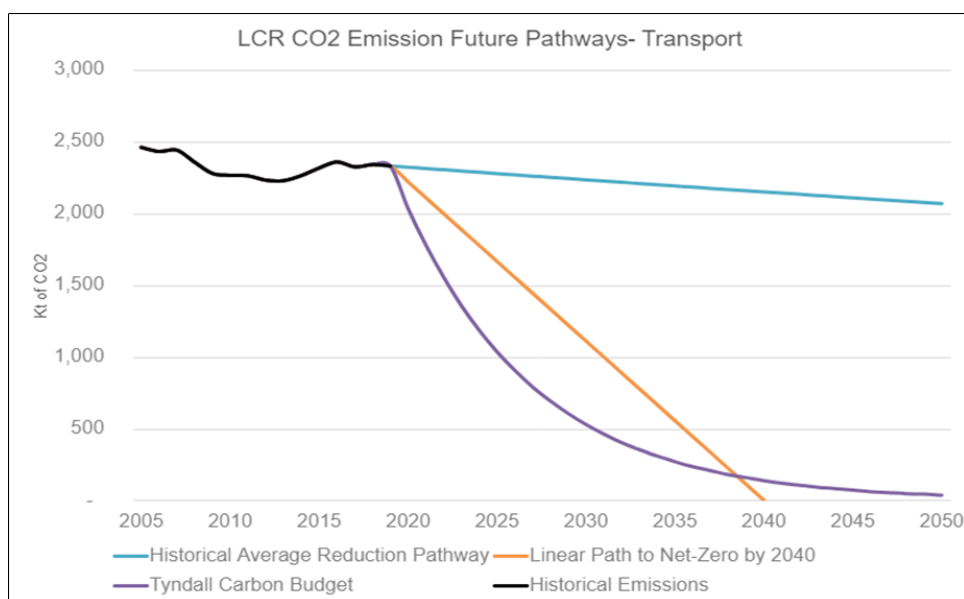
6.2.12 Depending on the extent to which these jobs can be done remotely, the anticipated jobs growth may increase transport demand for both work and leisure. While population growth is expected to be relatively slow in the LCR, jobs growth is anticipated to outstrip regional and national levels. This will mostly be driven by residents moving from inactivity or unemployment and into employment. As of 2019, LCR's economic inactivity rate of 21% was one of the highest rates in the country. However, by 2045, it is expected to come down to roughly national and regional averages at 11%. This represents a decrease in the number economically inactive of around 105,000.

6.3 Decarbonising the economy and transport

6.3.1 While LCR has made significant progress on reducing its carbon emissions, there is significant work to be done to meet decarbonisation targets. Transport emissions remain high and contribute a growing share of total emissions. Reducing transport emissions will be key to LCR achieving its targets. Alongside its substantial decarbonisation, LCR will also take advantage of its natural assets to become a pioneer of the Green Industrial Revolution.



Sources: UK local authority and regional carbon dioxide emissions national statistics: 2005-2019, BEIS;
Sub-national road transport fuel consumption in the United Kingdom 2005-2019, BEIS



Source: Liverpool City Region Combined Authority

- 6.3.2 The need to achieve zero emissions is now a key priority, and although the target set by the UK government is 2050, the LCR has declared a climate emergency with 2040 as a local target. The Linear Pathway shows in the chart above equates to taking some 30,000 fossil-fuel powered cars off the road in LCR per year either by switching to electric vehicles, or through increases in public transport use and active travel.
- 6.3.3 Decarbonisation also brings benefits that address some of the economic challenges noted above, including improved health and less congestion and new economic opportunities for technologies. There are different mechanisms for different forms of travel, including scaling up ultra-low emissions vehicles, increasing freight on rail and increasing mode shift to public transport.
- 6.3.4 We know that emissions are more closely aligned by distance as shown in section 4.18, so, whilst mode shift to active travel will help deal with many issues, it will not on itself hugely contribute to reducing carbon emissions, which come more from longer distance trips. Understanding potential for increased public transport, working from home and spatial planning that reduces travel demand all have a role to play in reaching net zero.
- 6.3.5 Section 5 has also highlighted the challenges to decarbonisation that stem from the COVID-19 pandemic. This includes ongoing concerns around the perceived cleanliness of otherwise lower-emission mass transit, and the viability of public transport as a result of changes to the way that people are working and travelling.
- 6.3.6 As travel behaviour continues to readjust with COVID-19, research from a number of sources suggests:
- an increasing number of journeys are being made across all modes, however many people continue to have concerns about the virus and see car as the safer option over public transport.

- Confidence in using public transport has increased over time, with the majority of users feeling safe travelling on bus or train; safety measures remain forefront in the decision to travel, as well as longstanding issues, such as the frequency, reliability and cost of travel.
- Reinforcing the messages that public transport is safe, as well as promoting the benefits of new active travel infrastructure, will be important, particularly to encourage more sustainable travel behaviour in the future.

6.3.7 Although a significant number of trips made by car are less than 2km, with there being the potential to change to more active travel, a majority of emissions come from longer distance trips, with more mode share on public transport being an issue – especially in recovering demand post-COVID-19. The LCR has some very good levels of connectivity at a local and national level, but there are also some significant gaps – including with its hinterland – which may be deterring mode shift.

6.3.8 At the same time, freight traffic looks set to increase, especially from light goods vehicles, which have increased significantly over recent years, driven by increasing home shopping and internet deliveries. But we have gaps in our knowledge on the movements, and the origins and destinations of much of our freight. We are seeking to address this through detailed study that is currently underway around the destination of port freight, which we recognise as a priority, and that we will feed into the next stages of the LTP's development.

6.3.9 Radically increasing the amount of walking and cycling across the city region is also core to reducing carbon emissions, and this is reflected fully in the Government's Gear Change strategy summarised in section 4.11. The challenges of securing public acceptability of new cycle lanes and the associated need to take capacity away from cars and general traffic to give active travel the desired space and priority have also been significant. The Department for Transport has been [critical of local authorities](#) that have been slow to reallocate space for cyclists or have removed cycle lanes without evidence in response to "bikelash" – a term used to describe local opposition to the introduction of walking and cycling infrastructure. Examples of resistance to the introduction of cycle lanes are also apparent at an LCR.

6.4 Responding positively to the focus of new funding

6.4.1 This section briefly looks ahead at the focus the main funds that will be managed locally and will support local transport delivery from April 2022 onwards and thus the initial 5 years of the new LTP's coverage. It is important to understand this funding reality both as an opportunity and as a challenge.

6.4.2 In October 2021, the Chancellor confirmed that Mayoral Combined Authority areas would receive a £5.7 billion investment through the City Region Sustainable Transport Settlement (CRSTS). This is to be a consolidated settlement, providing Metro Mayors with a single pot of funding, matched by at least 15-20% of additional local funding. Funding for nationally-significant road, rail and infrastructure schemes will remain outside of this funding pot.

6.4.3 The focus of CRSTS is threefold:-

- driving growth and productivity through infrastructure investment
- levelling up services towards the standards of the best
- decarbonising transport, especially promoting modal shift from cars to public transport, walking and cycling

- 6.4.4 The Liverpool City Region is set to receive an indicative £710 million over the five-year period to 2026/27 as set out in [its submission to Government](#). Importantly, the fund and associated programme is being developed in close collaboration with central government, and to develop a programme that will be assessed, with agreed outputs and outcome.
- 6.4.5 The terms of the funding link directly to the themes identified in the preceding sections, and directly with the national policy context set out in section 4 around the urgency of decarbonisation and modal shift, especially to active travel and bus.
- 6.4.6 Aside from highways maintenance, the CRSTS is not expected to fund many schemes where the primary purpose is not public transport or active travel. DfT consider that city regions generally have mature road networks, but these ultimately have finite capacity, and would expect congestion to increase significantly as places grow. Public transport and active travel are seen as the transport areas most in need of levelling up, and car ownership in many of the 8 Mayoral Combined Authority areas is low. All local road projects funded by Government should deliver or improve cycling and walking infrastructure, unless it can be shown that there is little or no need to do so, and support bus priority measures, and again, unless it is very clear that doing so would not be necessary or appropriate
- 6.4.7 The funding is also linked to our willingness as a city region to implement ambitious bus and cycling priority measures, as the simplest, quickest and cheapest ways of improving urban transport. There is an expectation that bus lanes on any road where there is a frequent bus service, congestion, and the physical space to install one.
- 6.4.8 In conclusion, the CRSTS provides a very welcome level of capital funding to support delivery of sustainable travel measure over the medium term. However, funding is simply not available for the delivery of more traditional highway capacity scheme or for measures that serve only the needs of private motorists. Acceptance of the need to plan and deliver differently is an undoubted challenge, linked to current travel habits and public perceptions and concerns about travel post-COVID especially as set out in the preceding section.
- 6.4.9 Section 8 on Delivery covers the funding issues in more depth. What is clear is that prioritisation will be needed due to fixed, finite levels of funding to support transport delivery, meaning that not all of the LCRCA's ambitions can be delivered. As such, the challenge will be to identify, develop and deliver schemes that best support the aims of the emerging LTP and also the very clear expectations of CRSTS funding in particular.

7. Vision and draft goals for the transport plan

- 7.1 The policy context and issues highlighted in the preceding sections form an important starting point in the process of developing a robust LTP. It is important to understand the overview of the national, regional and local guidance and strategies and understand what transport is expected to achieve and to support. From this, a draft vision and supporting goals have been proposed.
- 7.2 This is draft form and will be revised based on feedback from this consultation and engagement process, and also from the scenario development and testing work that will be undertaken as per the plan-making process set out in section 3.6
- 7.3 The proposed high level vision for the plan is:

“To plan for, and deliver a clean, safe, resilient, accessible and inclusive London-standard transport system for the movement of people, goods and freight in a way that delivers our economic, social and environmental ambitions, and in particular, a net zero carbon emitting city region by 2040 or sooner”

- 7.4 We have identified 5 goals to guide our plan and next stages of work. These all have equal status and are mutually dependent:

GOAL 1 Ensure that transport supports recovery, sustainable growth and development, and that our transport plan, Plan for Prosperity, Climate Action Plan and Spatial Development Strategy are fully aligned

- a) Economic prosperity is driven by many factors, such as the availability of a skilled workforce, the right training and training facilities, investment decisions, proximity to supply chains and the availability of land, amongst others. **It will be essential that our new LTP is designed to deliver transport policies and measures that support clean growth by responding to the changing economic environment that we foresee.**
- b) As we have set out in the preceding sections, especially the policies of the Government and of Transport for the North, transport can help build a stronger, more balanced economy by enhancing productivity, “levelling up” the country’s economic performance and responding to the demands of local growth priorities. It can also help to share the benefits of growth more evenly between different places, as we know that some communities feel isolated and left behind.
- c) We will need the right policies and priorities in the LTP to address some of these deep-rooted and long-standing socio-economic challenges that we face and also the adverse impacts of transport are minimised.



- d) By “sustainable growth”, we refer to growth that is not at odds with social inclusion and environmental constraints or limits – **in transport terms, this must mean that growth does not lead to a rise in car use, congestion, a culture of car dependency, pollution from harmful emissions and from carbon dioxide, poor health and road injuries.** Equally, it is about linking opportunity and need and ensuring that people are not left vulnerable or isolated by a lack of access to transport for whatever reason.
- e) The LTP therefore has an important role to play in **supporting sustainable economic growth** through better access to essential services, providing the right travel choices, and in a safe and effective way, including:
- Opening up land for future commercial, employment and residential development by all forms of travel
 - Improving journey times for residents and businesses
 - Promoting quality of place and active travel that is good for healthy, convenient access to everyday facilities
 - Providing more affordable travel and supporting equal travel opportunities for all (i.e. especially people who live in areas poorly service by transport, do not have access to, or do not wish to have access to a private vehicle)
 - Improving access to leisure, parks and green space
 - Supporting equal travel opportunities for all, not simply people with access to, and who can afford transport or who can afford, especially for work and training
 - Improved intra-city transport links to the rest of the North West and the North, will support greater collaboration between regions universities, innovation assets and new opportunities within high value employment.
- f) As the earlier sections show and linked to our forecasting work, while overall employment is expected to increase over the coming decades, the composition of employment is likely to change. It is anticipated that there will be a large decrease in the number of manufacturing jobs, while the number of jobs in service sectors will likely increase. The largest growth sectors are expected to be human health, professional and scientific and admin and support, while leisure and tourism sectors are expected to continue to grow. **We will need to understand the implications of growth and investment for travel demand and movements, including the impacts of homeworking for people in service sectors that do not need to be based in an office on a daily basis.**
- g) **Crucially, we must use the current opportunity that exists through the Combined Authority’s Plan for Prosperity and Spatial Development Strategy to work collectively as a city region – including all of our local authority partners and across sectors - to align our plans;** this will include influencing decisions around the new housing, retail, employment and investment that we need, where it is best located and how we will support employers and employees alike, and in a way that support the supports this transport vision. Equally, setting the right parameters, support packages and criteria to guide new development and growth is vital. **As a core principle, we must prioritise sites that are not car-dependent, highly accessible and highly integrated by clean, zero emissions transport – especially by foot, bike, bus and rail.** This will link directly into our wider Climate Action Plan to support our trajectory to become a net zero carbon emitting city region by 2040. This is a focus in the Goal that follows.

- h) Some of our economic activities involve transport and movement by their very nature. **These include our ports and airport, our scooter pilot in the city centre, and our logistics sites and freight activities. Tackling the adverse impacts and consequences of our airport, port hubs and freight movements in particular must be a priority, in order to achieve sustainable growth.** In support of our plans for the [LCR Freeport](#), linked to the potential of the Port of Liverpool and our key logistics sites in Parkside, Widnes and Birkenhead, we will also develop better evidence on the freight flows from through the port. We have commissioned a study has been commissioned to do this, and so that we can better plan for freight movement in a way that is efficient, economically viable and supports our net zero carbon commitments.
- i) We also understand the important role of the digital agenda for our city region, both as an employer and as a means of accessing services, learning and working remotely. **With unique assets as a city region, such as the Hartree Supercomputer in Daresbury linked to our planned Liverpool [LCR Connect](#) fibre spine, we can also ensure that people can perform essential functions without needing physically needing to travel,** and with the associated benefits for personal time and through reduced emissions. **We also know that digital innovation has the potential to transform how transport is provided and managed and how people and goods can be moved more efficiently.**

GOAL 2 Achieve net-zero carbon emissions by 2040 or sooner, whilst safeguarding and enhancing our environment

- a) As we have shown, the LCR has made good progress on reducing carbon emissions; since 2010, LCR has seen a 32% decrease in per capita emissions compared to 27% regionally and 28% nationally. **However, emissions from the transport sector in LCR have remained steady over the past decade. Transport now contributes 34% of all LCR emissions compared to just 23% in 2010.**
- b) In developing the next stages of our LTP, **we need to understand the best types of actions, and the scale needed to reduce transport emissions from 34% to net zero, and within the funds that we will hold or can realistically secure.** This may require some difficult choices, but linked to section 6.5 on responding positively to the focus of new funding. Whilst there must be a focus on short trips when it comes to demand management and mode share, carbon emissions are equally linked to trip distance, and longer journeys that emit high levels of carbon will require a strong shift to bus and rail from private transport. There is a direct link between reducing carbon and reducing other harmful emissions from transport in a way that supports the priorities in both the national and local air quality strategies.
- c) The scenarios that we develop guide our strategy will need to include factors such as the future vehicle fleet mix as we transition from petrol and diesel fuels. This is to understand the scale of any shortfalls in our carbon reduction trajectory, and hence, what additional policy measures the LCR needs to take. But more data is needed on an ongoing basis to understand how these factors are changing post-COVID-19; for example, whether increased home working is helping reduce longer distance trips, or whether this is a short-lived trend. These questions may take some time to become answer clearly.

- d) **But we know that securing a huge increase from the use of cars to walking, cycling, and public transport is a key solution.** This is possibly made much harder by the COVID-19 impacts and concerns that we highlight, hence the need to overcome any perceived and actual barriers. Ambitious plans to make buses more attractive, punctual and accessible are vital, as set out in our recent Bus Services Improvement Plan, summarised in section 4.19. Likewise, the unique assets that we have through the Merseyrail network, linked to the exciting new rolling stock being introduced, and that will double passenger capacity, provides a real alternative for people living on its catchment to use to access work, leisure, education, and shopping.
- e) Especially for our areas that are poorly served by the rail network, ensuring better connectivity by bus, bike and on foot will be a priority. Simple ticketing is needed to take out the guesswork of planning for travel, especially where multiple journey legs or connections between different operators or transport types are needed. More flexible ticketing is important in supporting uncertainty and change, and as people respond to more flexible, “hybrid” ways of working in an office and at home.
- f) We know that the severe rail capacity constraints at Central station mean that the station will be unable to serve its critical purpose as a low carbon gateway to the city centre as a visitor and retail hub, to the universities, and growth areas like the Knowledge Quarter. Its role as an interchange between all Merseyrail line and in supporting onward journeys will also be prejudiced. Joint action with government to develop capacity solutions for Central, in a way that also support and complements the major “Circus” commercial development planned above the station at Central Village in the city.
- g) **Decarbonising freight will be vital in the development of our LTP**, and we already know the importance of creating additional rail capacity in supporting the shift from road-based to rail-based transport. The reality is that the current rail network is at capacity in many places, with no space to accommodate more, typically slower moving rail freight. This is related in our support and advocacy for the development of a new, twin track rail line to Liverpool via Northern Powerhouse Rail from the proposed High Speed 2 line in Warrington. The shortcomings in the Integrated Rail Plan are a major concern and challenge to us in achieving these aims in practice. We know that other significant rail constraints will need to be addressed to support this shift to rail, including constraints on the West Coast Main line and in Central Manchester. Positively, major stakeholders such as [Peel Ports](#) have declared their firm commitment to become a net zero port operator by 2040.
- h) It is important to be realistic and to accept that there is **no simple “technical fix” to decarbonising transport**; whilst the electrification of transport will reduce emissions and pollution, we risk simply switching from a culture often dependent on private petrol and diesel vehicles, to a culture that is dependent on electric or zero emission vehicles if we don’t plan movement and travel in a different way. This also risks simply switching one set of problems for different problems and challenges, including growing congestion, the dominance of cars and vans, community severance, the need for car parking, further conflict and competition for road space, and road safety.

“If all we do is swap our cars for electric ones and behave the same way, we’ll end up with cities that are more congested, only cleaner.”

– PAUL WINTON

- i) The wider safety and quality of life issues implications of this are addressed further in Goal 3 below, but it is also important to understand the technical and commercial limitations to a technological solutions such as this, articulated very clearly in Government’s 2021 guidance on the City Region Sustainable Transport Settlement:-

“...simply relying on the electrification of road transport will not be viewed as sufficient to meet decarbonisation objectives and the UK’s legal targets, particularly the medium-term (2035) target. By 2027...the Society of Motor Manufacturers and Traders’ central forecast is that less than 15 per cent of vehicles on the road will be zero-emission.....

....Modal shift plans are therefore also strongly required: proposals should show how they will encourage people (and in some cases deliveries) to switch from cars to active travel and public transport, how they should prioritise such modes, and that plans will not lead to overall increases in car use or car modal share....”

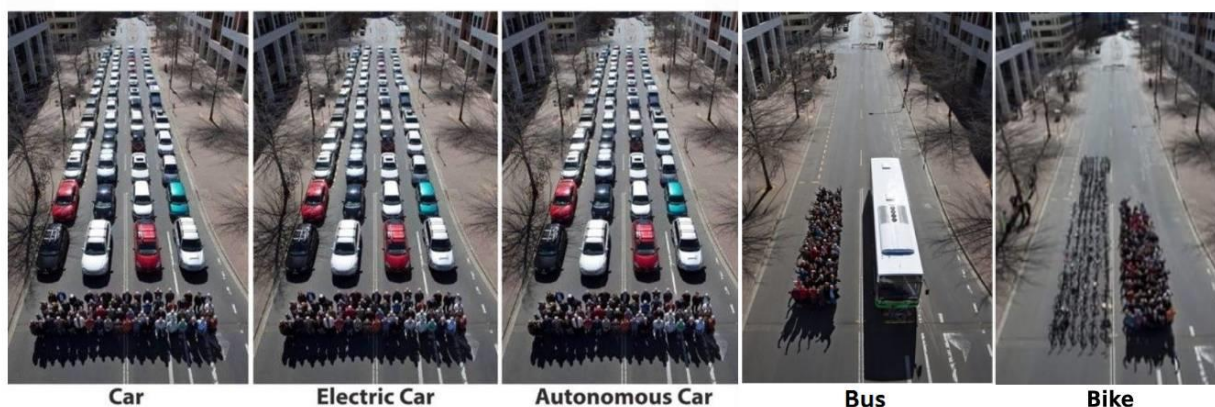
- a) Not all options to decarbonise transport are related to transport; **the right investment decisions, design considerations, planning policies and planning decisions are critical.** This links closely to the aims of Goal 1. Good planning principles can include concepts such as “20-minute neighbourhoods”, whereby mixed use development of homes, workplaces, schools, and services are prioritised. Equally, developments and investments where walking, cycling and penetration by high quality public transport will make low carbon, healthy travel the dominant, everyday forms of travel.
- b) **We recognise the challenges associated with international transport emissions.** As a port city region, the LCR sees significant emissions from diesel-powered shipping, that must be tackled. But at the same time, encouraging the use of the LCR’s ports for goods bound for markets in the north and midlands can deliver a net emissions reduction for the UK as a whole. Imports have tended to focus on historically important ports, but a continued reliance on eastern and southern ports for imports that then need to be carried by road and rail to markets in the north and midlands is undesirable. The need to decarbonise, and tackle the adverse impacts of the carriage of freight from the LCR’s ports must prevail, in line with principles underpinning our strong Freeport offer.
- c) Aviation is clearly a big challenge for decarbonisation and our zero carbon vision, especially if the UK’s [Jet Zero](#) ambitions to reach net zero aviation by 2050 are not realised. At the same time LCR’s economy is linked to international visitor markets. If the phenomenon of [flygskam](#) (the reluctance to fly on grounds of principle) takes hold, there will be a need to consider how to radically transform non-aviation links, including shipping and rail.

- d) Our analysis of post COVID-19 trends also shows how important it will be to continue to provide **reassurance and positive messaging, in order to encourage the sustainable transport decisions that are essential to support decarbonisation**. The alternative will be a car-based recovery that does not support the principles articulated in this vision.

GOAL 3 Improving the health and quality of life of our people and communities through the right transport solutions, including safer, more attractive streets and places used by zero emission transport

- a) This goal is closely related to Goal 2 on decarbonisation, but with a focus on promoting and funding healthy forms of transport, and equally, addressing the adverse impacts and disparities arising from transport. These health challenges stem directly from nitrogen dioxide and particulate matter emissions from engines, vehicle exhausts and tyres, together with noise, stress and disturbance that arise from heavily trafficked roads.
- b) Deaths and injuries on our roads are a stark and tragic reminder of the trade-offs that society has accepted in balancing transport freedoms with health, and which is no longer acceptable as we move to “**Vision Zero**”, discussed further below. The new Road Safety Strategy for Merseyside adopted by the Combined Authority in November 2021, and summarised in section 4.17 above, is integral to delivering this; **it has a clear, and radical focus on avoiding danger by design and by making roads and spaces safe to begin with**. This is wholly aligned to the new CRSTS funding that will prevail in the early year of the LTP’s delivery.
- c) Allied to this, our low levels of active travel exacerbate poor levels of health across the city region, closely linked to the economic disparities that we have set out in section 6.2. Not only does the low take up of active travel contribute to LCR’s poorer health profile, but it also means residents are more likely to use less environmentally friendly modes of travel. We also know that more walking and cycling is good for mental health, as well as physical health and wellbeing.
- d) **The focus in this goal is on creating places and movement designed around the need of people, rather than vehicles.** One bus can take the place several dozen vehicles on the roads and the importance of reallocating road space and priorities for buses is clear from Bus Back Better and in new funding stipulations. Public transport users and motorists are also pedestrians, cyclists, scooter, or wheelchair users at particular stages of their journey; prioritising space for safe, convenient active travel is vital, as is reducing and removing heavy through traffic from streets. Corresponding measures such as Liveable Neighbourhoods, School Streets, 20mph zones, and 20 minutes minute communities are part of the mix needed, in line with the clear national guidance set out in Gear Change discussed in the policy review is section 4.11.

Space Required to Transport 48 People

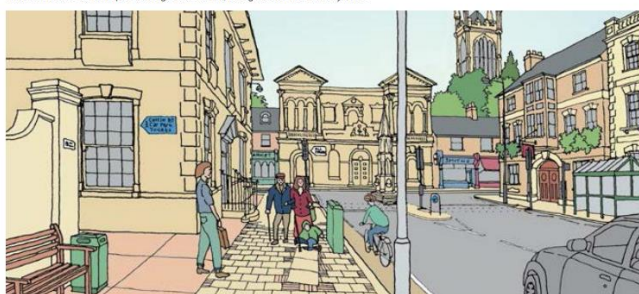


Source: <https://samim.io/p/2020-07-23-space-required-to-transport-48-people/>

- e) At the same time, we must work to shift our transport network from one powered by oil (petrol and diesel) to clean fuels, such as green hydrogen and electricity. We are already taking action to develop a new fleet of hydrogen bus services, that produce water as exhaust and use a by-product as a fuel source. Our new Merseyrail trains are electrically powered, but with the potential to run on battery technology away from the electrified lines and on services that are currently reliant on noisy and polluting diesel trains. This offers very significant benefits to allow people to access work, education and leisure and in ways that are cleaner, healthier and more inclusive.
- f) We believe that the themes we set out in the out [Local Journeys Strategy](#) in 2017 about placemaking and quality of place have become even more important than they were when the strategy was adopted and must. These principles around reallocating roadspace for people, and prioritising the movement of people, need to be mainstreamed into our new LTP and into our Spatial Development Strategy alike.



Real streets are seldom quite as neglected as this, though some are certainly close



A clean and tidy street looks like a place that is cared for.



From compromises that maintain the status quo...



...to standards that maximise integration, comfort and safety

Source: Local Journeys Strategy, LCRCA, 2017

- g) As we have shown in Goal 2, simply electrifying how we travel now without changing fundamental aspects is not consistent with our broader vision and the principles in this Goal. Neither is the challenge of converting petrol and diesel filling stations to electric charging facilities a simple one. The roll-out of charging facilities for electric vehicles at home and at the roadside is vital to transition from internal combustion engines to electric engines, (and now being [proactively planned for by energy distributors](#)) will remain a part of the solution needed to support this Goal.
- h) Finally, when talking about health, we cannot avoid again the impact of the COVID-19 pandemic; as we have set out above, ongoing concerns around the safety of public transport remain, and presents a significant barrier in changing travel habits. It will be important that measures such as the enhanced cleaning regimes that have been so important in supporting the reopening of the transport network in recent months continue. Reinforcing the reassurances and messages that public transport is safe, as well as promoting the benefits of new active travel infrastructure, will be important, particularly to encourage more sustainable travel behaviour in the future

GOAL 4 Ensuring that our transport network and assets are resilient, responsive to the effects of climate change, and are well maintained

- a) As we have shown, we must take urgent action to reduce carbon emissions to limits global temperature changes in order to avoid catastrophic climate change. But we also know, at a more local and tangible levels, that as our climate become warmer, weather patterns will become more extreme and variable – heavier rain showers, extreme temperatures and periods of hot weather, and a greater chance of blustery storms damage our transport infrastructure and influence our travel choices. **In transport terms, we must plan for these changes to our climate and to our transport systems more proactively.**
- b) We will not be able to use our electrified railways if tracks are waterlogged more frequently, or if overhead power lines are blown down by more frequent or more extreme storms. Similarly, walking and cycling becomes less attractive in extreme weather, including during very high summer temperatures, which requires us to look at new ways of providing natural protection through tree belts and “green walls” to cool the air. Transport uses of all types will face difficulties, dangers and delays if roads are flooded more regularly, or if erosion and degradation of transport assets is made worse. This means that the principle of maintaining, updating and making out facilities resilient will become as important as creating new or expanded infrastructure.



- c) Similarly, we have ageing road tunnels that cross the River Mersey that require investment and remodelling to meet new needs and demands, especially our modal shift and decarbonisation aims, and to maintain their integrity and importance as social and economic assets in connecting the city region.



Source: [Liverpool Echo](#)

- d) **We know that we have significant maintenance backlogs on our local highway networks, and must increase the level of spend on what are most local authorities' largest and most valuable asset.** It is important to remember that a well-maintained road network is vital to attract and support more walking, cycling, and bus usage, and that uncomfortable or dangerous conditions are not conducive to this.
- e) An important principle that we should build into the investment plans in our LTP is around the integration maintenance of our highways into the wider programmes of capital projects and new schemes. This means integrating efforts and plans for new works with opportunities to improve the condition of our highways that are in the poorest or most vulnerable condition, through an integrated approach to managing and maintaining the highway network. The consolidated nature of new funds that we are securing between 2022-2027 discussed in section 6.4 will help us to do this, as maintenance and capital budgets have traditionally been allocated and managed separately.
- f) We also recognise that stepping up, and regularly updating our highway condition data, including our Highway Infrastructure Asset Management Plan (HIAMP) is vitally important. This must also include gaining a more detail and consistent understanding of all highway assets, such as bridges, drainage, safety restraints and pavements. In our first HIAMP surveys in 2017, we estimated that to maintain a steady state on our Key Route Network (amounting to 10% of all of our roads), we will need an annual budget of £19 million once the maintenance need has been arrested and £59 million to address the existing maintenance backlog. More investment in, and more efficient maintenance regimes will be needed to support this Goal.

GOAL 5 Ensuring that we respond to uncertainty and change but also innovation and new technologies
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- a) Finally, we cannot ignore the pace of technological change and innovation in transport, and despite our view that there is not a simple technical fix to transport decarbonisation, the role of technology remain vital. Recent examples and pilots have shown the importance of new forms of travel to fill gaps in the network, provide last mile links or replace car journeys entirely – on demand taxi apps, e-scooters and flexible car clubs. **Trialling, developing and promoting flexible and adaptable forms of travel will be especially important in facing uncertainty, where the benefits of a more costly or fixed transport solution may not be clear, especially in light of uncertainties around the future.** This principle will be an important aspect in support of this Goal.
- b) Again, the COVID-19 lockdown has accelerated, and in some cases, forced change to work patterns, with many taking up homeworking out of necessity. Technology has been central to this, with many benefitting from Zoom, Skype and Teams meetings as alternatives to costly and inefficient business trips. **Reducing the need to travel, especially by car, has long been a laudable transport ambition that has not been realised in practice. However, it is uncertain if the changes to travel behaviour during the height of the pandemic will translate into longer term changes.**
- c) New technological and innovative opportunities to encourage alternatives to car are emerging, especially “last mile” services, often termed “mobility as a service” – **measures that provide the same benefit as having access to a vehicle, but without the cost burden**

and associated requirement of owning a private vehicle, making it a more equitable approach. Such technologies include car sharing schemes, car pool schemes, flexible taxis, e-scooters or bike hire schemes that can be booked and paid for quickly and easily linked to mobile phone apps and simple payment systems. There is also significant potential for better data and technology to transform the movement of goods and freight and that is being investigated as part of our ongoing study to understand freight movements in more depth.

- d) This makes digital connectivity as important for many as physical connectivity – a basic utility. This reinforces the importance of our digital fibre spine that is in development. But there will remain a significant proportion of jobs and roles that cannot be performed remotely, and our economic forecasting will aid our understanding of this, and what we will need to do in transport terms in response.

The Draft Vision and Goals in summary

DRAFT VISION	
“To plan for, and deliver a clean, safe, resilient, accessible and inclusive London-standard transport system for the movement of people, goods and freight in a way that delivers our economic, social and environmental ambitions, and in particular, a net zero carbon emitting city region by 2040 or sooner”	
DRAFT GOALS	
GOAL 1	Ensure that transport supports recovery, sustainable growth and development, and that our transport plan, Plan for Prosperity, Climate Action Plan and Spatial Development Strategy are fully aligned
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GOAL 3	Improving the health and quality of life of our people and communities through the right transport solutions, including safer, more attractive streets and places used by zero emission transport
GOAL 4	Ensuring that our transport network and assets are resilient, responsive to the effects of climate change, and are well maintained
GOAL 5	Ensuring that we respond to uncertainty and change but also innovation and new technologies

8. Funding, delivery and monitoring aspects

Funding

- 8.1 Since the creation of the Combined Authority and the first election of the Metro Mayor in 2017, funding to deliver transport schemes, series and support has taken the forms of two main sources:
- a) Capital funding to deliver physical schemes and measures – this has typically stemmed from our 5-year Transforming Cities Fund award of £172.5 and a 5-year transport settlement of £132.5 million between 2017-2022 that included monies spend on slam-scale integrated transport measures and on highways maintenance. In addition, capital funds have been secured form a range of sources including the Local Growth Fund and specific government bid funds, especially for walking and cycling post-2020.
 - b) Revenue funding to deliver operational transport services such as supported bus services, rail enhancements and concessionary travel are funded through the Merseyside transport levy
- 8.2 The funding environment that will guide the early years of the new LTP will be different again, especially from a capital funding perspective. As discussed in earlier sections, the bulk of funding that the Combined Authority will have access to from 2022/23-2036/27 will take the form of the City Region Sustainable Transport Settlement (CRSTS) and the indicative funding level of £710 million that is available from 2022/23 for the next 5 years. There are unlikely to be new funding or bidding opportunities open to the LCRCA as a result of this consolidated settlement. That said, the cross-cutting nature of transport enhancements set out in the introduction means that every opportunity will be used to integrate transport enhancements into future development schemes, and to tackle carbon emissions especially, irrespective of the source of the funding.
- 8.3 In addition, the LCRCA has secured a further £37 million through the [Levelling Up Fund submission](#) that will support several measures set out within the CRSTS programme. This creates a very substantial capital settlement of nearly £¼ billion of funding over the first five years of the LTP's delivery period, including a smaller share of development funding to test and to bring future schemes to a deliverable state.
- 8.4 The challenges and opportunities associated with this funding in being geared around the ambitious reallocation of roadspace to benefit pedestrians, cycling and public transport users have also been discussed. This funding is also very different in scope from the funding available to deliver LTP3 from 2011 onwards, much of which could be allocated and spent across the city region in less prescriptive, and arguably, in less rigorous ways than the new CRSTS and Levelling Up Funding.
- 8.5 The emerging programme that formed the basis of the [Liverpool City Region's CRSTS submission to the DfT](#) in late 2021 has been built around the following themes, priorities and budget lines:-

Investment Corridor / Schemes	Total Cost (£m, High Scenario)	DfT Ask (£m)		Local Contribution (£m)		BCR (Based on DfT Ask)	
		Low	High	Low	High	Low	High
LCR-Wide							
LCWIP Phase 3	31	30	30	1	1	3.3	3.3
IPEMU – Network Expansion	101	27.1	71	3	30	5.5	7.3
Key Route Network Levelling Up	50	20	50	-	-	9.9	9.9
Highways Maintenance	221.7	126.4	221.7	-	-	>2	>2
Non-Highways Maintenance	11.3	7.6	11.3	-	-	>2	>2
TCF - Headbolt Lane Station	46.0	38.2	38.2	7.8	7.8	1.4	1.4
TCF - Active Travel	2.8	2.8	2.8	-	-	3.5	3.5
TCF - Hydrogen Buses	12.5	12.5	12.5	-	-	1.1	1.1
Cross River Corridor							
Liverpool Baltic Rail Station (St James)	66	55	55	11	11	2.7	2.67
Birkenhead Central Gateway	36	20	33	3	3	2.3	2.3
St Georges Gateway	28	10	25	3	3	2.3	2.2
Cross River Connectivity	22	12.5	20	2	2	2.2	2.8
Ropewalks Phase 2	9.1	8	8	1.1	1.1	3.3	3.3
Mersey Gateway							
LCWIP Phase 2 (Runcorn - Daresbury)	7	6	6	1	1	2.9	2.9
Runcorn Station Quarter Phase 2	15	10	10	5	5	2.9	2.9
Runcorn Busway Active Travel Corridor	20	3	10	10	10	2.9	2.9
East Runcorn Connectivity	50.9	15	30.9	20	20	2.9	2.9
Green Bus Corridor (86)	32	-	30	-	2	-	2.7
Eastern Gateway							
St Helens Town Centre Multimodal Interchange	14.7	7.5	10	4.7	4.7	3.8	4.1
M57 J4 Active Travel Improvements	10	7.5	10	-	-	3.1	3.0
St Helens Routes to Regeneration	14.3	7.5	10	4.3	4.3	1.8	1.8
Huyton Active Travel Corridor	11	7.5	10	1	1	3.1	3.1
Green Bus Corridor (10a)	32	30	30	4	2	2.2	2.7
Coastal Corridor							
Southport Eastern Access	13.1	10	12	1.1	1.1	3.6	3.6
Stanley Dock Rail Access (Sandhills)	8	3	3	5	5	1.9	1.9
Maritime Corridor	13	10	12	1	1	4.5	4.5
Green Bus Corridor (53)	33	-	30	-	3	-	2.7
Totals	911.4	487.1	792.4	89	119		

Source: Liverpool City Region Combined Authority

8.6 This Vision document is also framed by funding uncertainties in the immediate and longer term, in terms of funding that will be available outside and beyond the current CRSTS between 2022/23 and 2026/27 to deliver transport measures. For example, at the present time:-

- there is no certainty on the level of additional funding that will be available to the LCR to support the [delivery of active travel](#) following a £12 million capital bid made by the Liverpool City Region Combined Authority in summer 2021
- The levels of funding that will be available to the LCR in light of the [Bus Services Improvement Plan \(BSIP\)](#) submission of £667 million in 2021 are unknown, though there is an expectation that this there will be no capital funding associated with this. This means that the CRSTS funding will be in higher demand to support the delivery of bus-based enhancements and prioritisation measures across the city region.
- the next steps are awaited with the prioritisation of schemes in the future national rail budget via the [Rail Network Enhancements Pipeline \(RNEP\)](#) and which will be significant from the perspective of future funds to support the capacity enhancements needed to Liverpool Central Station

- The shortcomings of the proposed Integrated Rail Plan for the city region have also been discussed in the preceding sections, especially in terms of the capacity needed to deliver additional rail services for passengers and for freight.

Delivery

- 8.6 The development of the LTP is being led by the Combined Authority in close collaboration with the constituent local authorities, with transport bodies and providers and wider through the consultation and engagement processes that have been set out. This reflects the importance of establishing a clear sense of purpose and priority, and also of managing expectation where it comes to funding projects and interventions in due course. The Combined Authority's Transport Committee will be responsible for steering the process of the plan, for considering regular updates and for making recommendation to the Combined Authority on the development of the plan.
- 8.7 As now, the delivery of the measures in plan will be delivered in partnership by the Combined Authority, via its Merseytravel delivery arm, by our local authorities and by central government and by its agencies.

Monitoring and evaluation

- 8.8 As we have shown in this vision document, the importance of data to understand current challenges and opportunities is critically important. Using data and evidence to prioritise actions and programmes will also be paramount, especially where difficult decisions are needed where funding is constrained or committed.
- 8.9 The LCR has data to a wide range of sources and including
- Detailed counts for points on the road network across the whole UK, including a number of points within LCR, broken down by vehicle type
 - bus and rail patronage levels based on sampling with information on journey purpose by ticket type and time of day
 - Census (ONS) data on population, work and travel in 2011 and in turn, 2021
 - Counts by different mode of journeys into key centres across LCR
 - Cycle monitoring from a network of counters across the LCR, providing a measure of cycling trends.
 - Local Authority Carbon Dioxide Emissions
- 8.10 But we recognise that we have certain gaps in our data – freight movements as a notable one and we are now beginning to roll-out more modern, real time ways of collecting data; good examples include the use of new wireless transport sensors that can measure number of vehicles, by type and by time of day, including changes to relative air quality levels. We are working with academic bodies and team to capture new, and better data sets and to understand the impact that transport measures and other factors are having.
- 8.13 We are also beginning to collect new, very detailed information using anonymised data on movements collected from mobile phone data and which is now providing a snapshot of the impact of travel during COVID-19 across LCR in 2020 – both during a lockdown and a period when restrictions were relaxed. We hope to procure a fresh wave of this data during 2022

to better understand how travel patterns are recovering / changing, but this would be dependent on funding.

- 8.14 Finally, the role of performance management is critical, to ensure effective delivery and to hold the Combined Authority to account. This will include performance management of major funding sources such as the CRSTS by the Department for Transport. This leads to the importance of the evaluation of measures, especially for new, innovative or time-limited measures, to understand their role or value in the future. Examples of such measure include the Liverpool e-scooter pilot and “pop up” cycle lanes funded in response to the COVID 19 pandemic. Such trial measures may provide important solutions in addressing new needs and demands as we develop this plan.

9. What are the next steps?

- 9.1 As discussed in the introduction, this document forms a starting point in engaging and consulting on our new Local Transport Plan to look ahead from now until 2040. The core stages are summarised in section 3.6. We aim to finalise the plan by spring of 2023.
- 9.2 At this stage, we have developed a series of high level challenges, opportunities and a vision that we are engaging and consulting upon in early 2022, and the degree to which the vision and high-level goals are recognised and supported by our stakeholders. This is summarised below:-

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- 9.3 Other important tasks will happen in parallel. These include the development of transport scenarios based on how we think aspects such as population change, new jobs and associated travel, work and leisure patterns may change over time. We will test these scenarios using our transport model and our carbon modelling tools. This will help understand where the main movements are likely to be, plus the gaps or constraints that exist, especially from the critical point of view of reducing carbon emissions from transport.
- 9.4 This work, supported by feedback and engagement, will help us to shape a draft preferred strategy. This will be presented to the Transport Committee and Combined Authority later in the year in 2022, and will form the basis of further consultation and engagement.

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