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| <b>GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE</b> | AGENDA ITEM No. 5    |
| <b>4 SEPTEMBER 2019</b>                                     | <b>PUBLIC REPORT</b> |

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|--------------------------------|--|-------------------|
| Report of:                     | Steve Cox, Executive Director Place & Economy  |                   |
| Cabinet Member(s) responsible: | Cllr Peter Hiller, Cabinet Member for Strategic Planning, Commercial Strategy and Investment |                   |
| Contact Officer(s):            | Lewis Banks, Principal Sustainable Transport Planning Officer                                | Tel. 01733 317465 |

**PETERBOROUGH CITY COUNCIL'S SUBMISSION TO THE COMBINED AUTHORITY'S LOCAL TRANSPORT PLAN CONSULTATION**

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| <b>R E C O M M E N D A T I O N S</b>   |  |
| <b>FROM:</b> Steve Cox, Executive Director Place & Economy   | <b>Deadline date:</b> 4 September 2019 |
| <p>It is recommended that the Growth, Environment and Resources Scrutiny Committee:</p> <ul style="list-style-type: none"> <li>Consider, and make comments as it sees fit, in respect of the Council's proposed consultation response to the Combined Authority's Local Transport Plan.</li> </ul> |  |

**1. ORIGIN OF REPORT**

1.1 The City Council will be responding to the Combined Authority's Local Transport Plan consultation. This Committee has asked that this report is presented to them for consideration before going to Cabinet and being submitted to the Combined Authority.

**2. PURPOSE AND REASON FOR REPORT**

2.1 The Cambridgeshire and Peterborough Combined Authority is now the transport authority for Peterborough City Council and Cambridgeshire County Council. The Combined Authority has a statutory duty to produce a Local Transport Plan which is currently out to consultation and the Council's proposed response to this consultation is detailed below.

2.2 This report is for the Growth, Environment and Resources Scrutiny Committee to consider under its Terms of Reference Part 3, Section 4 - Overview and Scrutiny Functions, paragraph no, 2.1 Functions determined by Council:

6. Transport, Highways and Road Traffic

2.4 The LTP will have an impact on a number of Council priorities because transport / highway provision can facilitate a number of improvements:

- Drive growth, regeneration and economic development for example by improving highway capacity to unlock the Red Brick Farm and the Norwood development.
- Improve educational attainment and skills for example by improving access to the new University
- Implement the Environment Capital agenda for example by increasing the number of electric vehicle charging posts.

- Achieve the best health and wellbeing for the city for example by improving walking and cycling provisions.

2.5 The LTP will have a number of positive impacts for children, for example by improving access to key services and promoting and enhancing active travel.

### 3. **TIMESCALES**

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| Is this a Major Policy Item/Statutory Plan? | <b>NO</b> | Date for Cabinet meeting | 23 September 2019 |
|---|-----------|--------------------------|-------------------|

### 4. **BACKGROUND AND KEY ISSUES**

4.1 The directly-elected Mayor and the Cambridgeshire and Peterborough Combined Authority hold strategic transport powers and are the Local Transport Authority for the Cambridgeshire and Peterborough area. They are responsible for allocating local transport funding to the most important transport needs to help improve traffic flow, reduce congestion, improve road safety, increase walking and cycling and improve accessibility amongst other things. The Combined Authority sets the overall transport strategy for Cambridgeshire and Peterborough, called the Local Transport Plan. Peterborough City Council previously had these powers and produced its own Local Transport Plan (LTP) but this is now a function of the Combined Authority.

The Combined Authority's first draft LTP has been produced and is out to consultation. Currently, the Combined Authority has an Interim LTP; this document brings together the LTPs previously agreed by Cambridgeshire County Council and Peterborough City Council. They are now adopted into a single plan for the whole area until the full LTP is adopted by the Combined Authority.

The Combined Authority has worked closely with Peterborough City Council and Cambridgeshire County Council in producing the LTP and a number of Peterborough City Council officers have been involved in discussing the details contained in the various policies. Officers from the Council and Cambridgeshire County Council have worked collaboratively in producing their respective proposals, ensuring alignment as much as possible.

The draft LTP is out for consultation until 27 September 2019 (further information about the consultation process is included in section 5). The Council will be submitting its response to this consultation and below is the proposed response.

#### 4.2 **Proposed response**

4.21 Peterborough's new Local Plan was recently adopted on 24th July and sets out our approach for the development of Peterborough to 2036 and beyond including the delivery of 19,400 additional homes. Peterborough is the fifth fastest growing city in the UK and having the right infrastructure in the future will be of critical importance for our growth agenda. Large urban extensions are planned at Hampton, Stanground South, Paston Reserve, Gateway Peterborough, Norwood, Great Haddon and at the East of England Showground. The new LTP recognises Peterborough's growth aspirations and highlights a number of key pieces of infrastructure that will be needed to facilitate this growth and we are supportive of the inclusion of these.

One of the most significant and transformative things for Peterborough will be the new independent campus based university on the Embankment. With up to 12,500 students and 1,250 staff, there will be a number of transport challenges to be addressed. We are pleased with the support that the Combined Authority has provided on this so far, including assistance with a bid to Government for new slip roads off the Parkway between junctions 4 and 5 as well as funding this financial year to begin the business case to secure funding for highway improvements. Although road improvements will be necessary the Council and the LTP recognises that a number of walking and cycling improvements will be needed as well and we want to develop these further

with the Combined Authority and to explore funding opportunities.



Images: The Embankment, site of the new University.

4.22 On 24 July this year the Council declared a Climate Emergency that requires urgent action. The Council has committed to a number of actions in order to achieve this which have transport implications including:

- Ensure that all strategic decisions, budgets and approaches to planning decisions are in line with a shift to zero carbon by 2030.
- Support and work with all other relevant agencies towards making the entire area zero carbon within the same timescale.
- Produce an action plan within 12 months, together with budget actions and a measured baseline.
- Request that Council Scrutiny Panels consider the impact of climate change and the environment when reviewing Council policies and strategies.
- Work with, influence and inspire partners across the district, county and region to help deliver this goal through all relevant strategies, plans and shared resources by developing a series of meetings, events and partner workshops.
- Request that the Council and partners take steps to proactively include young people in the process, ensuring that they have a voice in shaping the future.
- Request that the Executive Portfolio holder with responsibility for Climate Change convenes a Citizens' Assembly in 2019 in order to involve the wider population in this process. This group would help develop their own role, identify how the Council's activities might be made net-zero carbon by 2030, consider the latest climate science and expert advice on solutions and to consider systematically the climate change impact of each area of the Council's activities.
- Set up a Climate Change Partnership group, involving Councillors, residents, young citizens, climate science and solutions experts, businesses, Citizens Assembly representatives and other relevant parties. Run competitions in primary, secondary and other educational establishments to seek young people's views.
- Over the following 12 months, the Group will consider strategies and actions being developed by the Council and other partner organisations and develop a strategy in line with a target of net zero emissions by 2030. It will also recommend ways to maximise local benefits of these actions in other sectors such as employment, health, agriculture, transport and the economy chaired by Cllr Cereste. When progress has been made we will consult the wider public at various stages.
- To give councillors and members of the public updates on progress on a regular basis.
- Ensure that all reports in preparation for the 2020/21 budget cycle and investment strategy will take into account the actions the council will take to address this emergency. Seek councils support for budget approval to assist with the coordination of this project.
- Call on the UK Government to provide the powers, resources and help with funding to make this possible, and ask local MPs to do likewise.
- Consider other actions that could be implemented, including (but not restricted to): renewable energy 408 generation and storage, providing electric vehicle infrastructure and encouraging alternatives to private car use, increasing the efficiency of buildings, in particular to address fuel poverty; proactively using local planning powers to accelerate the delivery of net carbon new developments and communities, coordinating a series of information and training events to raise awareness and share good practice. Look to replacing all council vehicles with electric or hybrids including the mayors car as soon practical.

At tonight's full council meeting members unanimously declared a climate emergency and committed to urgent action - you can read the motion here - [bit.ly/2SD75aB](https://bit.ly/2SD75aB)

37 21:38 - 24 Jul 2019

25 people are talking about this

Image: Tweet about the Climate Emergency declaration.

We would encourage the Combined Authority to declare a Climate Emergency and commit to a number of policies and actions to become zero carbon by 2030 and provide assistance to Peterborough in achieving its climate Emergency goals. Some district Councils in Cambridgeshire as well as the County Council have also declared a Climate Emergency which gives further weight to this important issue.

4.23

The LTP will be the blueprint which shapes the future of transport decisions for years to come. Therefore, it is important that local Members and the general public have ample opportunity to input into this process and having a 3 month consultation period will achieve this. The Council believes that engagement with Members has been effective, two all Member briefings have occurred with a further one planned on 26 September. In addition, the Combined Authority has agreed to present to the Council's Air Quality Task and Finish Group on air quality policies within the LTP. There have been three public consultation events in Peterborough with a fourth planned on 7 September. These have been welcomed but have not been very well attended despite local publicity and direct contact with key local groups. For future consultations we recommend that consideration is given to more innovative engagement methods to get greater participation from the public and special interest groups.



Image: One of the consultation materials produced by the Combined Authority.

4.24

Peterborough is currently developing its Local Cycling and Walking Infrastructure Plans following a successful bid to Government to get external support for this process. Cambridgeshire are also developing Local Cycling and Walking Infrastructure Plans. Further development, expertise and support will be needed to develop the plans further and the Council would welcome further joint working on developing these as well as exploring funding opportunities to achieve significant increases in walking and cycling numbers due to the benefits this can have on congestion, air quality and the health of our residents. In supporting the walking and cycling agenda we are glad that the transport user hierarchy is included within the LTP and that it prioritises walking and cycling as the most important travel modes. In addition to infrastructure, softer measures are also important and lead to an increase in walking and cycling. We encourage the Combined Authority to continue to invest in walking and cycling revenue initiatives in our schools, businesses and with the general public. To reflect this, we would support Cambridgeshire's position that the LTP could be ordered in a different way to reflect the commitment to the user hierarchy, with sustainable modes and initiatives placed towards the front end of the document and road building / private car initiatives towards the end.



Image: Cycle lane in Lower Bridge Street.

- 4.25 We recognise that the Cambridge Autonomous Metro has the potential to truly transform the region. We are pleased that the Combined Authority has funded a mass rapid transit study in Peterborough and we recommend that both of these pieces of work come together so that one joined up connected system that works for the whole area can be developed further and rolled out in the future. Now is the right time for this to happen as approval has just been given to move the Cambridge Autonomous Metro project onto the Outline Business Case stage of development.

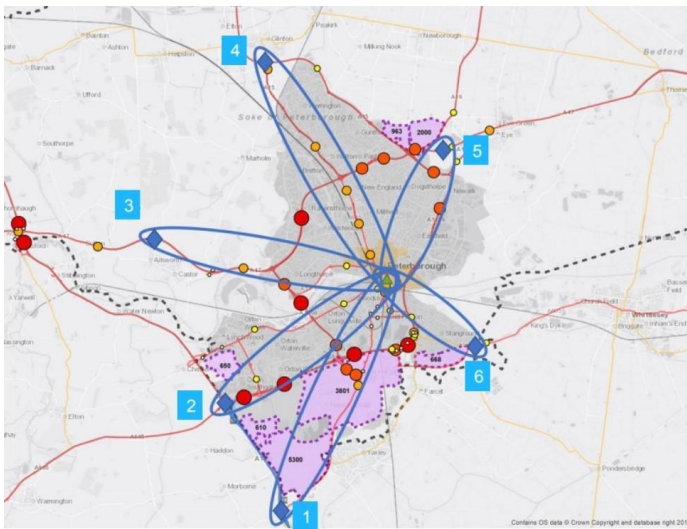


Image: Map showing possible mass rapid transit corridors.

- 4.26 Rail services play an important role in Peterborough and for the region as a whole. There is rightly a lot of information about east / west connectivity within the LTP and we are aligned with Cambridgeshire in a desire for these services to be improved. However, the east west train service (Birmingham to Stansted) is a vital service for our city and whilst it operates an hourly service it has an appalling lack of capacity often resulting in standing room only. This service regularly operates with only two carriages and the operator is aware of the capacity issue because they often issue apologise as a result of it. The Council believes the Combined Authority should take a leadership role to work with the operator to make swift improvements to this essential service.

We would also encourage more details on the importance of the East Coast Mainline. The Council is a member of ECMA (Consortium of East Coast Mainline Authorities) which is made up of a number of local authorities, Combined Authorities and regional authorities from Hertfordshire up into Scotland. This group does a lot of campaigning and economic research to promote the benefits of this rail line and has been instrumental in helping to establish the recent All Party Parliamentary Group for the East Coast Mainline. We would welcome further support in the LTP on this policy and would encourage the Combined Authority to become a member of ECMA.

A timetable change will be implemented in December 2021 and this change will show the true potential of the new Azuma trains and the new timetable will be the biggest change on the East Coast Mainline since it was electrified in 1991 so it is the ideal opportunity to ensure the people

of Peterborough get the services they deserve. A key target, which is mentioned in the LTP, is to have journey times from Peterborough to London in under 40 minutes and this could have a truly transformative impact on the attractiveness of Peterborough as a place for businesses to settle and for people to live.



Image: A new Azuma train.

4.27 Public transport and in particular buses are of vital importance for many of our residents. The Combined Authority now has public transport powers and we are supportive of the bus service review that has taken place and the formation of a task force with officers from Peterborough, Cambridgeshire and the Combined Authority who are developing some of the recommendations that came out of the review. The LTP discusses a number of public transport requirements, with the support of park and ride in Cambridge. Although Peterborough did not have park and ride as a future consideration in its fourth LTP we would encourage the Combined Authority to make sure that Peterborough has the right public transport provision, especially given the planned growth.

4.28 Electric vehicles are of critical importance to the region and the country. Between September 2016 and September 2017, the city saw the biggest increase in electric vehicles anywhere in the country (rising by 52 per cent from 5,425 to 8,249). It is important that this growth continues and we need further joint working to understand how we can roll out the infrastructure needed to support this change. We would encourage the Combined Authority to undertake some feasibility work on what infrastructure is needed and how this can be rolled out, looking at initiatives for on-street residential parking, further taxi infrastructure (Peterborough recently secured Government funding to install four rapid chargers for taxis) and buses amongst other considerations such as the energy requirements for the region. We are of the same opinion as Cambridgeshire in that the LTP should seize the opportunity to state an aim for the region to have a world class network of electric vehicles and charging infrastructure.



Image: Electric taxi charging in Peterborough.

4.29 Road safety is of paramount importance to the Council and we are fully supportive of the safe systems approach and the goal of zero fatalities or serious injuries, a vision that is also shared by Cambridgeshire. We look forward to working with the Combined Authority to achieve this goal and recommend that a group is setup to further develop this vision and to ensure that the resources and expertise from all road safety practitioners are in place to make this a reality.

- 4.30 The Council is pleased that the important major schemes have been included in the LTP. The Council has been a member of the A47 Alliance, a group of local authorities and other bodies who are campaigning for full dualling from the A1 interchange into Suffolk, a goal that is also shared by Cambridgeshire County Council. We would welcome further emphasis on improving the A1 north of junction 17 given the level of traffic delay, the dualling of the A47 from Wansford to Sutton and the dangerous access at the Wittering junction. The inclusion of a number of local highways schemes is supported as most of these have been in our previous LTPs and are in our new Local Plan so will be supporting the creation of more jobs and houses.
- 4.31 The LTP rightly talks about harmonising standards between Peterborough and Cambridgeshire, particularly around highway maintenance standards. This is an important consideration but the document should make clear that this will be achieved by bringing standards up to the highest level and not by improving one set of standards at the detriment to others.
- 4.32 We welcome the commitment of the LTP to “integrate environmental considerations, including biodiversity net gain, into our thinking throughout the development of the future transport network and ensure that all new transport schemes cause minimal disruption to the environment both during construction and operation.” However, greater commitment is required if the Combined Authority is to truly demonstrate its support of Natural Cambridgeshire Local Nature Partnership’s ambition to double the area of rich wildlife habitat and natural greenspaces by 2050 (as endorsed at the Combined Authority Board Meeting 31/07/19) and meet the expectation that mandatory net gain will be included within the forthcoming Environment Act, expected September 2019 (as highlighted within the Chancellor’s spring statement).



Images: Botolph Green pond and a section of the Green Wheel in Hampton.

We welcome the inclusion of metrics for environmental net gain. This should be developed in consultation with Natural Cambridgeshire Local Nature Partnership, local government officers, statutory bodies and nature conservation organisations (e.g. Wildlife Trust). Local natural capital investment planning should be undertaken to identify the most effective way to deliver appropriate environmental net gain across the region and individual projects.

In terms of biodiversity net gain, the metric should follow Natural England’s new biodiversity net gain metric (version 2.0), which is expected to be published by the end of July 2019. We suggest that a target of 20% net gain in biodiversity value be set across the LTP projects, in order to deliver a measurable net gain in biodiversity (NPPF 2019). This figure has been derived locally through consultation with local government ecologists and Wildlife Trust based on Cambridgeshire & Peterborough having a more impoverished natural environment than most of England. It is also important that all projects deliver long-term management in order for habitats to establish and achieve biodiversity net gain.

- 4.33 The schemes identified (Parkway Network; Eastern Industries & Fengate; Stanground) have the potential to negatively impact on the natural environment including Orton Pit International Site (adjacent to A1139 Parkway) and Local Wildlife Sites (adjacent to A1260 Nene Parkway and Storeys Bar Road, Fengate), as well as protected species. In planning and delivering these schemes the Council will adhere to the biodiversity mitigation hierarchy and also deliver measurable biodiversity net gain and we think this commitment should be reflected within the LTP.

4.34 Greater detail is required within policy 9 to demonstrate how the Combined Authority will achieve net environmental gain as part of the LTP, especially to demonstrate how it will help deliver double the area of rich wildlife habitat and natural greenspace by 2050 (Section 5, NSSF Part 2). Policy 9, and throughout the wider LTP document, implies there is “high quality” natural environment across the Combined Authority area, which is not correct. It is important that the LTP assessment recognises that while there are some areas of high quality natural environment, these are relatively small isolated sites across an impoverished landscape. Riquotte, J. (2019) shows there has been significant decline in biodiversity value across Cambridgeshire and Peterborough due to agricultural intensification and development (e.g. housing) with the loss of 84% of our semi-improved grassland since 1930s (from 23.7% of land cover in the 1930s to 4.5% by 2018). By 2018, habitats of potential high biodiversity value (semi-natural and marshy grassland, woodland, scrub and trees and water) only account for 11.4% land of the Cambridgeshire and Peterborough; and only 6.4% of the area has any nature conservation designation.

Small isolated habitats and the species they support are vulnerable to additional pressures, such as pollution and climate change. Any subsequent sterilisation of the landscape, such as LTP projects, have the potential to have a significant impact on the remnant habitats and the resilience of the habitats and species to adapt to these and future pressures. Policy 9 should seek to protect the existing biodiversity assets and avoid adverse impact to any nature conservation designations (including locally important sites) wherever possible through the delivery of the LTP.

Furthermore, Policy 9 should demonstrate how the Combined Authority will ensure the conservation of biodiversity, and wider environmental net gain will be delivered. Some of the LTP projects may conflict with the habitat opportunities map produced by Riquotte, J. (2019), which identify the best location for the creation of semi-natural grassland, wet grassland / wetland and broadleaved / mixed woodland. We therefore recommend that a clear green infrastructure / biodiversity strategy across the Combined Authority is produced to identify the most effective way to deliver appropriate environmental net gain as part of the LTP, such as the use of natural capital investment planning, and deliver strategic scale biodiversity enhancement across the region and delivery of landscape-scale projects (e.g. Great Fen) to ensure the protection of existing biodiversity and overall measurable biodiversity net gain.



Image: Hampton Lake and the River Nene.

Policy 9 should also provide a commitment to a specified level of biodiversity net gain upon which the LTP projects will be delivered and recommend that 20% increase in order to deliver a measurable net gain in biodiversity (NPPF 2019) - this figure has been derived locally through consultation with local government ecologists and Wildlife Trust based on Cambridgeshire & Peterborough having a more impoverished natural environment than most of England. Greater Cambridge Partnership are also looking to implement this figure within their projects.

Policy 9 should also commit the Combined Authority to long-term management of the biodiversity assets for the lifetime of the operational phase of the transport projects, to continue the conservation of habitats and prevent biodiversity loss in the long-term.

4.35 In conclusion we are supportive of the LTP; of the collaborative process followed between the Council, Cambridgeshire County Council, the Greater Cambridge Partnership and the Combined Authority; the level of consultation undertaken; and would welcome the inclusion of the points



that we have made above.

## **5. CONSULTATION**

5.1 Public consultation started on 17 June and finishes on 27 September 2019. Three public consultation events have happened and a further one is planned on 7 September. Details of these are given below.

- Sat 22 Jun, 10am-3pm, Peterborough Town Hall
- Thu 04 Jul, 3pm-8pm, Peterborough Town Hall
- Tue 16 Jul, 3pm-8pm, Peterborough Town Hall
- Sat 07 Sep, 10am-3pm, Peterborough Town Hall

The consultation has been well publicised and details of the events and how to respond are also on the Council and Combined Authority's website. An email was sent to all Peterborough City Council councillors notifying them about the consultation. A number of Council officers have been consulted in the development of this document.

## **6. ANTICIPATED OUTCOMES OR IMPACT**

6.1 The LTP has a wide ranging impact on the future of Peterborough including areas such as highway funding, growth, the local economy, health, air quality, safety, accessibility and the environment. Therefore, it has been important that Officers have been involved in the process and that the Council responds to the consultation.

## **7. REASON FOR THE RECOMMENDATION**

7.1 The LTP is a statutory document that the Combined Authority must produce and given its importance to Peterborough and the wider area it is essential that the Council responds to the consultation.

## **8. ALTERNATIVE OPTIONS CONSIDERED**

8.1 To not respond to the consultation. This has been rejected because of the importance of this document and its future implications.

To produce a different consultation response. The draft response has been developed by a number of Officers and will be considered by this Committee before going to Cabinet for consideration before submission.

## **9. IMPLICATIONS**

### **Financial Implications**

9.1 No direct financial implications are associated with this report but the document will allow the Council to secure future highway funding through a number of different methods.

### **Legal Implications**

9.2 There are no legal implications to the Council as the Combined Authority now has statutory duties with regards to producing an LTP.

### **Equalities Implications**

9.3 A Community Impact Assessment (CIA), incorporating a Health Impact Assessment (HIA), and an Equality Impact Assessment (EqIA) compliant with the Equality Act 2010 have been produced along with the main LTP.

## Rural Implications

- 9.4 There are a number of rural policies within the LTP aimed at supporting and enhancing the rural areas.

## Environmental Implications

- 9.5 The LTP has a number of positive impacts for the Council's Environment Capital priority including reducing emissions; improving sustainable travel; improving equity and local economy; and improving health and well-being.

## 10. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

Combined Authority Interim Local Transport Plan

<http://cambridgeshirepeterborough-ca.gov.uk/assets/Transport/Interim-Transport-Plan-170628.pdf>

Draft Local Transport Plan

<https://cambridgeshirepeterborough-ca.gov.uk/about-us/programmes/transport/ltp/>

Declaration of our Climate Emergency

<https://democracy.peterborough.gov.uk/documents/s39660/12.%20Motions%20on%20Notice.pdf>

Riquotte, J (2019) Mapping natural capital and opportunities for habitat creation in Cambridgeshire. Cambridgeshire Biodiversity Partnership. <http://www.cbiodiversity.org.uk/wp-content/uploads/2018/08/Cambridgeshire-habitat-mapping-final-report-FINAL.pdf>

## 11. APPENDICES

- 11.1 N/A