

Place and Resources Overview Committee

27 July 2023

Dorset and BCP joint Local Transport Plan 4 development

For Recommendation to Cabinet

Portfolio Holder: Cllr R Bryan, Highways, Travel and Environment

Local Councillor(s):

Executive Director: J Sellgren, Executive Director of Place

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Brief Summary:

Our current joint Local Transport Plan (LTP3) was published in 2011. Many new challenges now face the area and a new LTP is required to set out a long-term vision for moving around Dorset safely and sustainably and make the strategic case for transport investment. Work has now commenced on preparing a new joint Dorset Local Transport Plan with BCP Council. This report sets out our joint approach to developing the new LTP4 and the key milestones through to planned adoption in spring 2025.

Recommendation:

The Committee considers this report and provides comments on the approach for the development of the new joint LTP4.

The Committee recommend to Cabinet that responsibility for the development of the new joint LTP4 is delegated to the Corporate Director Economic Growth and Infrastructure.

Reason for Recommendation:

To provide the committee with an overview of the council's approach to developing the joint LTP4 and seek to engage the committee at an early stage of development so that their comments can support the development of the new plan.

That decision making is delegated to the Corporate Director Economic Growth and Infrastructure for the development of the new joint LTP4 to ensure that decisions are effective and timely.

1. Report

- 1.1 Dorset Council as the Local Transport Authority (LTA) has a statutory duty to develop and deliver a Local Transport Plan (LTP) ([Transport Act, 2000](#)).
- 1.2 The third Local Transport Plan (LTP3) for Bournemouth, Poole and Dorset, published in 2011, sets out the long-term goals, strategy and policies for improving transport in the area over the fifteen-year period from 2011 to 2026.
- 1.3 LTP3 covers the geographical area of Dorset Council (formerly East, West and North Dorset, Purbeck, and Weymouth and Portland Councils) and BCP Council area (formerly Bournemouth, Christchurch and Poole Councils).
- 1.4 While the core vision and goals of LTP3 are still relevant today, there are many new challenges facing the area meaning a new joint LTP4 is required to set out a long-term vision for moving around Dorset safely and sustainably. Some of the most significant changes include:
 - (a) Brexit
 - (b) COVID-19 pandemic
 - (c) Increased understanding of threats posed by climate change and biodiversity loss
 - (d) Local Government Reorganisation in 2019
 - (e) Development of a Dorset wide Local Plan
 - (f) Rapid emergence of new technologies and advancement in digital connectivity

- 1.5 The new joint LTP must respond to the governments priorities which are to improve connectivity and grow the economy; improve transport for the user and ensure that the network is safe, reliable and inclusive; and reduce carbon emissions, improve air quality and improve public health and activity levels. Government policy seeks to get more people walking, cycling and using public transport, and the integration of all modes of transport. A key objective through all government policy is reducing carbon emissions and achieving the 2050 net zero target.
- 1.6 LTP4 must also support the delivery of our regional and local priorities which focus on improving the lives of people as well as protecting and enhancing our local places. These include:
 - (a) Dorset Councils Delivery Plan 2022-2024 five key priorities: driving economic prosperity, creating stronger, healthier communities, creating sustainable development and housing, protecting our natural environment, climate and ecology and becoming a more responsive, customer focused council.
 - (b) Natural Environment, Climate and Ecology Strategy (2023-25) - The new LTP must urgently respond to the challenges posed by climate change and biodiversity loss. This will require a swift and significant reduction in carbon emissions from transport to meet the council's target to achieve a Carbon Neutral Dorset by 2050.
 - (c) Dorset Local Plan - Aligning the local plan and new LTP closely together will mean that a sustainable, vision-led, mutually supportive approach to development and transport will be embedded across local policy.
 - (d) Western Gateway Sub-National Transport Body Strategic Transport Plan - Themes surround travel choice, carbon reduction, social mobility, productivity, and growth.
- 1.7 Government is currently preparing new LTP Guidance for Local Transport Authorities. Previous guidance was last published in 2009. The new guidance is expected to be published in summer 2023, having initially been stated for release in Spring 2022. A joint response to the consultation will be prepared and submitted by Dorset Council and BCP Council. The new LTP will be developed to comply with the new LTP guidance once published by Government.

2. Overview of our approach creating LTP4

- 2.1 The Government's [Transport Decarbonisation Plan](#) published in 2021 signalled a shift in transport planning away from a 'predict and provide' model towards a vision-led approach to planning.
- 2.2 The 'predict and provide' model uses historical traffic and socio-economic trends to determine the future need for infrastructure. This traditional approach has been used to forecast the transport needs of the future within Local Transport Plans. However, it is now considered outdated and not well suited to shaping the transport needs of the future and avoiding the over-provision of highway infrastructure and the continuation of car borne development.
- 2.3 Vision-led approaches instead agree what outcomes the LTP should achieve and then plan how to deliver these. A vision-led approach is to be adopted for the new LTP. Visioning is central to high quality place-making, creating better places to live, work and visit. This new approach will communicate our future vision for the local area and the role of transport to deliver the places that our communities want to live and work in. By adopting a vision led approach the LTP will build consensus about the changes that are necessary and how they will be achieved to deliver sustainable development, better quality of life and economic growth.
- 2.4 Central to a vision-led place-based approach is better alignment with spatial planning. BCP and Dorset's next Local Plans are currently emerging, and this is a good opportunity to align the progression of these documents with the development of LTP4. Collaboration between LTP4 and Local Plans for BCP and Dorset has the potential to ensure that development allocations are situated in sustainable locations. Well planned spaces will avoid unnecessary car trips, creating spaces where homes, workplaces and access to facilities are all within easy access of one another. It is expected that this greater alignment will be a requirement in government's new LTP guidance to be published in the summer 2023.
- 2.5 Developing the LTP will involve several distinct phases of work. These are briefly described in Appendix A.
- 2.6 The new LTP will be developed upon a strong evidence base, including:
 - (a) A review of LTP best practice
 - (b) A review of the joint LTP3
 - (c) Analysis of people, place and activity data
 - (d) Carbon baselining

(e) Production of an Issues and Opportunities report

(f) Issues and Opportunities engagement

- 2.7 A quantified transport carbon baseline will be prepared as a key part of the evidence base for LTP4. This will identify the current carbon gap based on estimates of current and future transport emissions. This will add to our understanding of the scale of the challenge and be used to develop a local transport carbon reduction pathway. Carbon will also be considered within the assessment framework used to generate and appraise the interventions. Analysis of carbon impacts is a new and evolving area and the council looks forward to receiving the Governments Quantifiable Carbon Reduction Guidance which is to be published alongside the new LTP guidance in the summer 2023.
- 2.8 There will be member, public and stakeholder engagement throughout the development of the new LTP. A joint engagement and consultation plan will be developed to set out how this activity will be undertaken and the methods that will be used. This will include public and stakeholder engagement on the Issues and Opportunities report and a public consultation on the draft LTP. An example list of stakeholders is provided in Appendix B.
- 2.9 The current LTP document is very detailed and comprehensive but is also somewhat inaccessible for the majority of audiences. The intention for the new joint LTP4 is to create a short and concise strategy document that is accessible and clearly indicates the transport vision for the Dorset area. This will be accompanied by individual implementation plans for the Dorset Council area and BCP Council area.

3. **Governance**

- 3.1 To ensure that decision making is effective and timely, it is requested that delegation of decision making within Dorset Council for the development of the new joint LTP4 is passed to the Corporate Director Economic Growth and Infrastructure.
- 3.2 A joint LTP4 Governance Board will be established, consisting of the Portfolio Holders, Lead Members and Corporate Directors from Dorset Council and BCP Council. This Board will meet quarterly to review progress and provide joint leadership throughout the preparation of the new joint LTP4.
- 3.3 A joint LTP4 Management Board including senior officers responsible for the production of the new LTP will meet monthly. It is tasked with programme management to ensure that progress is maintained, risks are managed, and resources are used in the most effective manner.

- 3.4 The council’s Cabinet will be responsible for making its recommendation on the new joint LTP to full council and delegation of decision making for the development of the new joint LTP4 to the Corporate Director Economic Growth and Infrastructure.
- 3.5 Full Council is responsible for the adoption and approval of the new joint LTP4 as a key plan and strategy of the Council.
- 3.6 Wider member involvement in the development of the new joint LTP will be enabled through a series of member webinars. These will be organised with Democratic Services to ensure members can input at key stages in the process.

4. Key Milestones

- 4.1 An outline timetable is set out below to show the main milestones:

Autumn 2022 – Summer 2023	Programme set-up, LTP3 review, evidence gathering and baselining
Summer 2023 – Autumn 2023	Vision setting, objectives and targets
Autumn 2023	Issues and Opportunities Engagement
Autumn 2023 – Spring 2024	Strategy development
Spring 2024 – Summer 2024	Implementation plan development
Autumn 2024	Draft LTP4 consultation
Spring 2025 – Summer 2025	Adoption of new LTP

- 4.2 This timetable is indicative and subject to the publication of the Government’s new LTP guidance and Quantifiable Carbon Reduction Guidance in Summer 2023. The publication of the new LTP guidance has been delayed by over 12 months and further delays would pose a risk to the programme.

5. Financial Implications

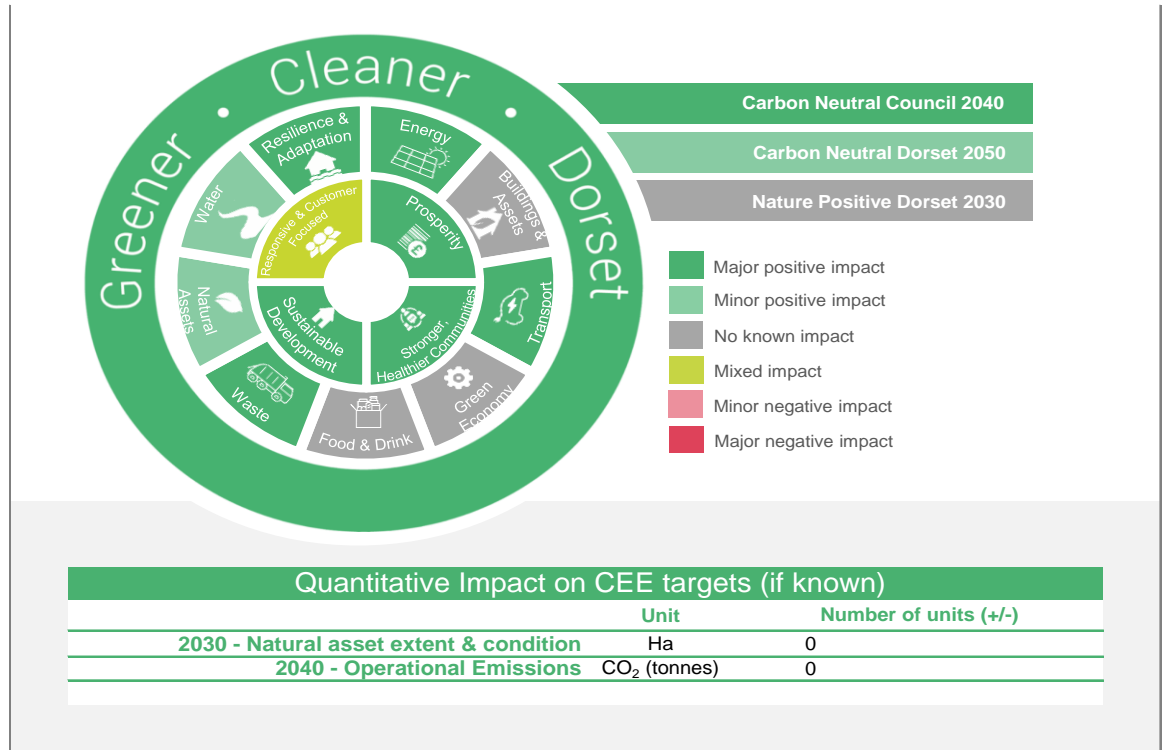
- 5.1 Dorset Council receives an annual Integrated Transport Block capital allocation of £1.9m for local transport scheme improvements.

- 5.2 A new LTP will make the strategic case for transport investment in the area to enable Dorset and BCP councils to build on the success of the previous LTP3.
- 5.3 Having an up to date and clear LTP which aligns with government policy will enable Dorset Council to maximise income from external bidding opportunities.
- 5.4 The cost of preparing a new LTP will be accommodated within existing budgets and from a capacity grant provided by government specifically for developing the LTP. The process will involve a balance of officer time supported by external consultants where necessary.

6. **Natural Environment, Climate & Ecology Implications**

- 6.1 Dorset Council has published its Natural Environment, Climate and Ecology strategy that commits the council to become net zero in its operations by 2040, work towards Dorset becoming net zero by 2050 and to reverse the decline of our biodiversity.
- 6.2 Through the next LTP and Dorset's Natural Environment, Climate and Ecological Strategy and Action Plan, the council will seek to change how people travel to reduce carbon emissions by:
 - (a) Making walking, cycling, wheeling, and public transport the natural first choice for all who can take them
 - (b) Substituting the need to travel through integration of transport and spatial planning and the roll-out of digital infrastructure and services
 - (c) Delivering the infrastructure needed to support alternative fuels and electric vehicle charging
- 6.3 As set out in 2.7, the analysis of carbon emissions will be considered throughout the development of the new LTP.
- 6.4 The new joint LTP will also consider the impact of transport on the natural environment and biodiversity. It will include actions to conserve and enhance biodiversity, aligned with the Natural Environment, Climate and Ecological Strategy and Action Plan.
- 6.5 A completed Natural Environment, Climate & Ecological decision wheel is provided in figure 1. A copy of the Accessible Table of Impacts and completed Table of Recommendations is provided in Appendix C.

Figure 1 - Natural Environment, Climate & Ecological Decision Wheel Summary



- 6.6 The following points are noted regarding the decision wheel outputs:
- The new LTP could have a major positive impact on three of the council's key priorities (Prosperity, Stronger and Healthier Communities, and Sustainable Development). A mixed impact is shown regarding becoming a more responsive customer focussed organisation.
 - The new LTP could have a major positive impact on the council becoming net zero in its operations by 2040. The tool likely underestimates the potential impact on Dorset becoming net zero by 2050, recording the impact as minor positive. Transport is Dorset's second largest source of carbon emissions, responsible for 27% of emissions, and the new LTP will seek to significantly address this.
 - A major positive impact is considered likely on four of the Natural Environment, Climate and Ecology Strategy missions (Transport, Waste, Energy and Reliance and Adaptation). Positive impacts are also noted on water and natural assets. However, the tool likely overestimates the positive impacts on waste from the changes to

highways operations using recycled and innovative low energy road surfacing materials and processes. No impact on buildings and assets has been identified, but LTP4 will have a significant impact on highways assets and infrastructure. No impact on the green economy has been identified, but LTP4 will have a positive impact by encouraging the uptake of alternative fuelled road vehicles and the installation of associated infrastructure.

(d) The carbon savings are unknown at this stage of development of the new joint LTP, but the long-term impact is likely to be very significant.

7. Well-being and Health Implications

7.1 Improving well-being and health through the promotion of active travel will continue to be a key objective of the LTP. Encouraging active modes of transport such as walking, cycling and wheeling will have significant public health benefits including improving air quality, encouraging active lifestyles, the benefits of sunlight to health and wellbeing, overall leading to positive impacts on both mental and physical health.

8. Other Implications

N/A

9. Risk Assessment

9.1 HAVING CONSIDERED: the risks associated with this decision; the level of risk has been identified as:

Current Risk: Low

Residual Risk: Low

10. Equalities Impact Assessment

10.1 Statutory impact assessments will be undertaken within phase six of the LTP development programme. Instead of individual assessments, an Integrated Impact Assessment will combine Strategic Environmental Assessment, Health Impact Assessment, Equalities Impact Assessment, and Habitats Regulation Assessment.

11. Appendices

Appendix A – Summary of main LTP development phases

Appendix B – Example engagement and consultation stakeholder list

Appendix C - Accessible Table of Impacts and Table of Recommendations

12. **Background Papers**

Link to LTP3 Core Strategy, supporting documents, and implementation plans:

[Local Transport Plan 3 - Dorset Council](#)

Appendix A Summary of the main LTP development phases

Phase 1 - Review of previous LTP: A review of the previous LTP is an important first step towards the creation of the next LTP. The retrospective look back identifies progress and what has been achieved, details of financial investment, and helps to identify what has changed since the previous LTP was written.

Phase 2 - Project set up: Establishes governance arrangements and roles and responsibilities. Consideration of approach to engagement and consultation and the needs of all sectors of the community, business, and services.

Phase 3 - Determining the scope of the LTP: Consideration of local, regional, national, and international transport policies, strategies, programmes and plans. Also, consideration of non-transport policy area including digital connectivity and spatial planning including relevant Local Plans, masterplans and strategies as well as those of neighbouring authorities. Integration of current modal strategies including Bus Service Improvement Plans (BSIPs), Local Cycling and Walking Investment Plans (LCWIPs), local EV charging (chargepoint) strategies, Local Highways Asset Management Plans, and Rights of Way Improvement Plans (ROWIP).

Phase 4 - Evidence, analysis and baseline creation: evidence gathering to further our understanding of our people, places and the activities undertaken within the area. Preparation of a transport carbon baseline as a key part of the evidence base to identify the current carbon gap based on estimates of current and future user emissions. Preparation on an Issues and Opportunities report setting out the main issues, challenges and opportunities to be explored within LTP4.

Phase 5 - Developing the LTP vision and objectives: Establish a clear vision for the future of Dorset and the role of transport in delivering it, and the outcomes the plan is seeking to achieve. The vision will be consistent with local and regional priorities and national ambitions and policies for reducing environmental impacts, levelling up and growth, and improving the experience of transport users. Set specific objectives and associated targets to enable progress to be monitored and evaluated.

Phase 6 - Strategy development: Long-listing of potential interventions which could deliver change and contribute toward the vision and objectives. A wide range of options and packages of interventions will be considered at this stage. This long-list will be appraised to produce a short-list which best deliver the LTP objectives. The option appraisal will identify, challenge and remove interventions which are out of step with the objectives. Undertake statutory assessments to

demonstrate how the LTP will improve quality of life, access for all, environmental commitments and reducing health inequalities.

Phase 7 - Implementation plan: development of a pipeline of interventions, including details related to costs, resources, and delivery partners, to be delivered for a period two to five years. Consideration of different funding scenarios and funding sources.

Phase 8 - Monitoring and Evaluation plan (M&E): Consideration of approach to process evaluation and monitoring data to track progress against the intended outputs and targets. Preparation of the M&E plan.

Appendix B – Example Engagement List

- Councillors
- Town and Parish Councils
- Western Gateway Sub-national Transport Body (STB)
- Neighbouring authorities
- Public Health Dorset
- Businesses and employers
- Residents
- Active Travel England
- Freight users and operators
- Public transport operators
- Transport user groups
- Transport Action Groups
- Network Rail (Great British Railways once established)
- Train Operating Companies (TOCs)
- National Highways
- Highways maintenance contractors
- Emergency services
- Local Access Forums and accessibility groups
- Disability groups
- Environmental groups
- Road users such as motorists, taxi and private hire vehicle drivers, motorcycle groups
- Utility companies including digital providers
- Local road safety groups
- Community rail partnerships
- Other transport industry groups
- Schools
- Local NHS and health care
- Bournemouth Airport
- Port of Poole and Portland Port
- Jobcentre Plus
- Dorset LEP
- Professional bodies
- Representatives of older people
- Representatives of children and young people
- Representatives of women's groups
- Trade Associations

- Visit Dorset and Tourism Association
- Youth Forums

Appendix C - Accessible Table of Impacts and Table of Recommendations

Table C1 - ACCESSIBLE TABLE SHOWING IMPACTS

Natural Environment, Climate & Ecology Strategy Commitments	Impact	Corporate Plan Aims	Impact
Energy	Major positive impact	Prosperity	Major positive impact
Buildings & Assets	no known impact	Stronger healthier communities	Major positive impact
Transport	Major positive impact	Sustainable Development & Housing	Major positive impact
Green Economy	no known impact	Responsive & Customer Focused	Mixed impact
Food & Drink	no known impact		
Waste	Major positive impact		
Natural Assets & Ecology	Minor positive impact		
Water	Minor positive impact		
Resilience and Adaptation	Major positive impact		

Table C2 - TABLE OF RECOMMENDATIONS

Recommendations	Responses -will this be incorporated into your proposal? How? And if not, why not?
Energy	
No recommendations found for this category	
Buildings & Assets	
No recommendations found for this category	
Transport	
No recommendations found for this category	
Green Economy	
No recommendations found for this category	
Food & Drink	
No recommendations found for this category	
Waste	
No recommendations found for this category	
Natural Assets & Ecology	
Use the opportunity to bring land into positive management (See links below for more information)	Dorset Highways aims to reduce the environmental impact of its highways operations by using innovative low energy road surfacing materials and processes, and ensuring that works maximise opportunities to deliver biodiversity net gain. Work will be undertaken with relevant services to identify locations where the biodiversity of a protected site is being damaged by

	nitrogen deposition from road transport and develop interventions to reduce/prevent damage.
Use the opportunity to create a new or protect existing marine habitats	Engagement activities will be undertaken with Portland Port and Port of Poole as part of the LTP4 development process.
Water	
No recommendations found for this category	
Resilience & Adaptation	
No recommendations found for this category	