



A New Mobility Culture for Merseyside

The third Local Transport Plan for Merseyside

Summary

A city region, committed to a low carbon future which has a transport network and mobility culture that positively contributes to a thriving economy and the health and wellbeing of its citizens and where sustainable travel is the option of choice.

LOCAL TRANSPORT PLAN
MERSEYSIDE



Public Transport



Goods



Walking



Cycling



Traffic

Our third Local Transport Plan (LTP) marks the end of a long and inclusive process designed to set out the best possible strategy for enhancing and improving transport for Merseyside.

We continue to plan in uncertain and volatile times. The effects of the recent recession and its possible longer term financial impacts locally mean that forecasting remains more fraught with difficulty than normal. This third Plan makes our best estimates for the future, based on all the available evidence we have gathered. It is however, only a reflection of where we currently find ourselves. It will need constant review and updating to reflect changing circumstances.

We were gratified by the level of interest shown during our two periods of consultation in 2010. Working in partnership, not only with the local authorities and major stakeholders such as the transport operators and business interests, but also the community sector and local interest groups has always marked the way we have achieved success. That platform will stand us in good stead over the next few years.

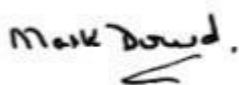
This is more important than ever, given the much reduced levels of funding we now have at our disposal. We will be starting to implement LTP3 with only one third of the funding with which we started the final year of LTP2. The scale of the challenge we all face to ensure Merseyside has the transport network that will support its future growth, reduce its carbon output and help improve the health and wellbeing of its residents is therefore great.

We recognise the need to change the way we work. That is why we set out in this LTP the need for a new mobility culture. By this we mean, the need to find better ways of matching our transport network with new developments, new and smarter ways of travelling around and delivering transport services that ensure the efficient movement of people and goods.

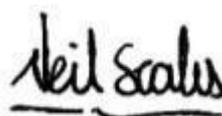
This cannot be achieved by the Merseyside Transport Partnership (MTP) working in isolation, but must embrace all our stakeholders. That is why a constant theme in this LTP is the need to work with partners and stakeholders to address common objectives

In the short term at least, it will be difficult to deliver some of our ambitions. But the Government has recognised the importance of continuing transport investment through recent decisions to electrify the rail lines to Manchester and Wigan and to support the Thornton/Switch Island link in Sefton and Mersey Gateway in Halton. We will continue to work with Government for more investment and with partners and stakeholders to examine ways and means of securing the right level of investment for Merseyside.

Our LTP sets out a Vision and Strategy that will guide us for the future.



Mark Dowd OBE
Chair of Merseyside Integrated
Merseytravel Transport Authority



Neil Scales OBE
Chief Executive & Director General,
Chair of Merseyside Transport Partnership

Our Partners



"An Excellent Authority"



LIVERPOOL ONE
Love the City





Summary

Summary

Introduction

1. Responsibility for the LTP rests with the Integrated Transport Authority (ITA), but is developed and delivered in close collaboration with the five Merseyside local authorities, who together with Merseytravel form the Merseyside Transport Partnership. The LTP provides the transport strategy and plans for the county of Merseyside.
2. The Liverpool City Region (LCR) is made up of the five Merseyside local authorities and Halton Council. Halton have their own LTP ^(Ref 1), but there has been close collaboration across the city region so that the two LTPs provide a united approach for the future development of the city region's transport needs.
3. The introduction of the third LTP marks the end of a sustained period of evidence gathering and consultation to help us find the best strategy for the future. We issued *Challenges and Opportunities*, ^(Ref 2) for initial consultation in March 2010 and this was followed in September with the draft Preferred Strategy ^(Ref 3). We had high levels of interest throughout this period and published our Options Review ^(Ref 4) in January 2011, setting out the final issues that needed to be considered for the LTP.

The LTP is in three parts:-

- Part One sets out our Strategy and summarises our overall approach and technical appraisal.
- Part Two provides a more detailed explanation as to how we aim to deliver against the Goals we have set to support the Strategy.
- Part Three is the Implementation Plan setting out the programmes that the Merseyside Transport Partnership, made up of the five local authorities and Merseytravel, plan to deliver over the next four years. In addition, there are a number of supporting technical annexes and extensive evidence base that underpin our plans.

The technical annexes are listed below:-

Annexe One	Supporting Local Strategic Partnerships
Annexe Two	Possible funding sources
Annexe Three	Forecasting and modelling
Annexe Four	Freight Strategy
Annexe Five	Intelligent Transport Systems Strategy
Annexe Six	Active Travel Strategy
Annexe Seven	Disadvantaged Communities Research
Annexe Eight	Merseyside Cycle and Short Trip Evidence Study
Annexe Nine	LTP3 Consultation Report
Annexe Ten	Merseyside Authorities Air Quality Action Plans

Annexe Eleven	Research overview
Annexe Twelve	Evaluation of the TravelWise Merseyside programme
Annexe Thirteen	Low Emissions Strategy
Annexe Fourteen	Integrated Assessment
Annexe Fifteen	Developing the performance indicators

In addition there are a large number of monitoring and research reports. A summary of the main findings is provided as an annexe to this summary.

All documents can be viewed from 1st April, 2011 at:-

www.TransportMerseyside.org

The Headlines

The statutory framework

4. This LTP provides the statutory framework for the policies and plans that will guide the future provision of transport in Merseyside.
5. The Government has now set its course. We have a new policy framework within which we have set our third LTP. Critically, we also now know that levels of funding are well below what we planned for in the draft Preferred Strategy ^(Ref 3). We start the third LTP period with about a third of the funding we enjoyed in the last year of LTP2.
6. The new Local Transport White Paper, '*Creating Growth, Cutting Carbon*' ^(Ref 5), has demonstrated the Government's continuing commitment to addressing the twin peaks of providing a transport system that supports sustainable economic growth whilst addressing carbon reduction. These are entirely consistent with our local priorities, alongside promoting and improving health and wellbeing, in order to address inequality and social exclusion.

Vision, Goals and Actions

7. The LTP is set within the context of the vision for the Liverpool City Region:-

'To establish our status as a thriving international city region by 2030'

8. Our vision for our transport network is:-

A city region committed to a low carbon future, which has a transport network and mobility culture that positively contributes to a thriving economy and the health and wellbeing of its citizens and where sustainable travel is the option of choice.

9. In order to meet our challenges and maximise our opportunities, we believe that we have to use our past successes as a springboard for a new approach and create **a new Mobility Culture** that recognises the need to find new and smarter ways of travelling around and ensuring the efficient movement of people and goods, in order to support sustainable economic growth, reduce carbon emissions and promote health and wellbeing.
10. In order to support the city region and achieve our transport vision we have set six goals.

One - Help create the right conditions for sustainable economic growth by supporting the priorities of the Liverpool City Region, the Local Enterprise Partnership and the Local Strategic Partnerships.

Two - Provide and promote a clean, low emission transport system which is resilient to changes to climate and oil availability.

Three - Ensure the transport system promotes and enables improved health and wellbeing and road safety.

Four - Ensure equality of travel opportunity for all, through a transport system that allows people to connect easily with employment, education, healthcare, other essential services and leisure and recreational opportunities.

Five - Ensure the transport network supports the economic success of the city region by the efficient movement of people and goods.

Six - Maintain our assets to a high standard.

Please note all goals have equal status.

Part Two provides greater detail of how the Strategy will deliver our six goals.

11. Within the context of our longer term Strategy and current funding levels, the priorities for the period until 2014/15 are:-
 - (a) **Prioritise maintenance programmes.** This will meet the priorities of the LCR by ensuring that the network allows for the efficient movement of people and goods, provides a safe environment for vulnerable members of the community and encourages cycling and walking. It must also become more resilient to extreme weather.
 - (b) **Expand the range of public transport services including examining the role of other providers.** This could expand service availability and seek to continue initiatives such as Neighbourhood Travel Co-ordinators. It will also see the introduction of Statutory Quality Partnerships (SQP) on key bus corridors. These measures will also have a direct impact in disadvantaged areas, creating greater opportunities to travel, access employment and foster wellbeing.
 - (c) **Begin to implement the next generation of technology.** This will improve information systems for all users and will maintain free flowing networks, increase journey opportunities and integrate a wide range of transport uses. The introduction of smart cards will offer a range of benefits to a wide spectrum of users.

- (d) **Work with the Freight Quality Partnership (FQP) and other parties to develop and enhance the freight and logistics network.** This will strengthen Merseyside's competitiveness, support SuperPort and access to the Port, reduce the impact of freight movement on local communities, promote the use of rail and make a major contribution to reducing carbon outputs.
 - (e) **Implement the Active Travel Strategy.** This will improve and expand facilities to encourage cycling and walking, which will have major health benefits, contribute to reducing carbon and increase accessibility to employment and services.
 - (f) **Implement the Low Emissions Strategy.** This will reduce carbon emissions, improve air quality and health and provide a stimulus to the creation of new jobs in support of the low carbon economy.
 - (g) **Increase promotion of sustainable travel and behaviour change and support the Decade of Health and Wellbeing.** This will reinforce the advantages of change to create a healthier and low carbon Merseyside and develop the foundations for the area to join other sustainable and successful city regions.
 - (h) **Confirm the role of the Road Safety Partnership and introduce measures to control excessive speed on the highway network.** This will sustain the high quality enforcement delivered by Merseyside Police in recent years and by the introduction of an extensive network of low speed zones, create safer roads, encourage more cycling and walking and therefore improve health.
12. The Strategy must also take a longer look forward, so we will undertake the following as part of our planning for the period from 2015 to address change and potential new major proposals.
- (a) **Fully integrating the LTP with the Local Development Frameworks (LDF) and Community Strategies.** This will provide a robust planning framework linking transport and future developments, (potentially through Infrastructure Development Plans (IDP) in ways that can ensure the right level and scale of investment, reduce long distance travel, improve accessibility and provide a framework for future funding.
 - (b) **Prepare a complementary strategy that seeks to reduce reliance on oil.** This will set out how we can make the transport system more resilient to rising fuel prices and insecurity of supply, but which will also assist in addressing carbon emissions and encouraging a low carbon economy.
 - (c) **Collaboration and co-operation.** Work with planners and developers to improve existing assets and reduce reliance on transport capital solutions.

- (d) **Maximise funding opportunities.** Work with the private sector, operators and other agencies to achieve our ambitions and take an innovative approach to ensure clever use of available resources including pooling and sharing, in pursuit of shared objectives.

Impacts assessment

- 13. The LTP has been subject to a statutory Impacts Assessment. In overall terms, this has concluded that LTP3 is likely to have a positive effect on the environment, equalities and health, although some measures will have an effect in areas such as land take, habitat loss, waste generation and resource use. In these cases mitigation measures to take forward will include appropriate design, construction, operation and maintenance measures.

How the LTP will support our main priorities

- 14. The following table summarises the main ways that we believe the Strategy and actions set out in this LTP will help address our three overarching priorities.

Supporting sustainable economic growth	Addressing carbon reduction in Merseyside	Supporting health and wellbeing
<ul style="list-style-type: none"> We will ensure this LTP forms the basis of considerations by the city region and the Local Enterprise Partnership (LEP) for future transport demands and requirements to meet the city region priorities. We will seek to work with the LEP and Department for Transport (DfT) in determining priorities as set out in the Local Transport and Local Growth White Papers. This will include consideration of measures and funding to support the transformational programmes and other priorities brought forward by the LEP and LCR. We will work with partners to produce a clear strategy to reduce reliance on oil and cheap fossil fuels. Reducing the reliance on fossil fuels for transport will insulate local businesses and public services against rising fuel prices, which are anticipated to cost the area an additional £260 million per year by 2024. 	<ul style="list-style-type: none"> We will reduce carbon emissions by addressing the three elements of transport transformation, which are; vehicles, fuels and mobility. To do this we are investigating innovative ways of incentivising the use of environmentally friendly vehicles, for example by charging differential fees for low emission vehicles at Merseytravel bus stations and using procurement policies to favour suppliers with less polluting vehicles. We are also working with businesses to improve awareness of the financial saving potential of purchasing highly efficient vehicles and supporting them to make that change. In developing a strategy to identify the future fuels requirements of business, communities and public transport operators and planning for how this infrastructure could be delivered, the LTP will enable the prompt uptake of new low carbon technologies. 	<ul style="list-style-type: none"> LTP will support Decade of Health and Wellbeing, by assisting cross sector working that can bring about fundamental changes to Merseyside's health and wellbeing. Measures to support sustainable economic growth and address carbon emissions will be fundamental to this approach in drawing together our proposals with housing, health and planning in ways that can provide a healthy high quality environment. The LTP will support the city region priorities within the framework of good planning systems that will help to provide developments that encourage non car transport and use of sustainable modes. We will address inequalities and wellbeing by seeking to ensure equal access to jobs, education health and other key opportunities. This will provide particular benefits in our most disadvantaged communities. We will work to ensure that we fully meet our equalities requirements across all members of the

Supporting sustainable economic growth	Addressing carbon reduction in Merseyside	Supporting health and wellbeing
<ul style="list-style-type: none"> We will link LTP closely to local authority planning regimes, particularly the LDFs, to ensure land use and locational choices are linked to existing transport assets and seek to reduce unnecessary and lengthy journeys. We will plan for the future by working with the private sector to ensure future transport demands are taken fully into account in future developments such as Liverpool and Wirral Waters and Post Panamax development at Seaforth. <p>(In doing so we will expect realistic planning assumptions in line with this Plan).</p> <ul style="list-style-type: none"> We will continue to manage congestion and overcrowding and improve journey reliability both on the highway and public transport network. To help us achieve this we will make targeted investments to improve capacity and efficiency through measures such as better information systems, vehicle detection, smart cards and selective infrastructure measures. 	<ul style="list-style-type: none"> This will help stimulate the local economy and make clear links with the transformational programme around the low carbon economy. We will work closely with the emerging strategies for Green Infrastructure to offer further means by which good planning and new technology will stimulate business growth, reduce carbon and improve health. We will work to change the way that transport is planned, so that sustainable modes become the option of choice and are available to all. The new mobility culture sets out our vision for a transport system which is integrated with housing, planning, health and environmental policies. To achieve this we will continue to promote smarter choices via TravelWise and our Active Travel Strategy which help to promote and increase the use of the lowest carbon modes of transport. 	<p>community. We will aim to provide more than the basic requirements.</p> <ul style="list-style-type: none"> We will continue to strive for equality of travel opportunity by working with programmes such as the City Employment and Skills Strategy and with the LCR Child Poverty and Improving Life Chances Commission and associated Child Poverty and Improving Life Chances Strategy. We will particularly look to ensure a new generation of travel information ensures everybody has equal access to service provision. We will continue to work with operators and other partners to examine means by which we can reduce the cost of travel. Travelsafe will continue to ensure that fear for personal security does not produce a barrier to travel particularly in accessing work and education. We will implement a range of measures that can mitigate the worst

Supporting sustainable economic growth	Addressing carbon reduction in Merseyside	Supporting health and wellbeing
<ul style="list-style-type: none"> We will continue to work with the private sector and the Chambers of Commerce to ensure efficient movement for the freight and logistics industry through our FQP. We will help business by seeking to ensure good access to employment through a range of initiatives including collaboration with the City Employment Strategy (CES) and in doing so improve the pool of labour and open up new opportunities to those seeking work. Our focus on disadvantaged communities will help address worklessness, help growth and open up opportunities to work education and health and address social inclusion. In addressing our local priorities to reduce carbon outputs from the transport sector we will help growth by opening up opportunities in new low carbon transport technologies. 	<ul style="list-style-type: none"> Measures to improve the public transport network will improve customer satisfaction, reliability and availability, making it a more natural choice for more people. We will strive to reduce levels of stationary and slow-moving traffic which produce greater levels of carbon emissions by continuing to manage congestion. This in turn will help improve air quality. We are ensuring, as a priority, that we reduce carbon emissions from our own operations by taking opportunities to improve the energy efficiency of street lighting and signage, traffic signals and buildings. We will bring forward further proposals to examine impacts that could result from future fossil fuel shortages in our 'Peak oil' proposals. A clean, green and sustainable city region will help attract investment. 	<p>impacts of transport in our most disadvantaged areas.</p> <ul style="list-style-type: none"> We will seek to improve air quality, reduce noise, provide safer and higher quality street environments that will encourage walking and cycling that reduce congestion and carbon outputs and improve the health of the community. We will use our road hierarchy to examine and implement low speed zones where appropriate in order to create people friendly streets that reduce accidents, encourage active travel and improve the urban environment. We will work with proposals for implementing green infrastructure programmes. We will continue to develop our public rights of way. We will use our TravelWise programme and revised Active Travel Strategy to promote behaviour change and smarter choices particularly in areas such as cycling and walking.

15. Full details of our proposed actions are provided in the tables at the end of Part One.
16. Our Strategy for the new mobility culture is about effecting a change to reach our vision, for a sustainable and equitable transport network, as the table below summarises.

The sustainable and equitable transport network

Factor	Business as usual – Unsustainable	New mobility culture – a sustainable transport network.
Transport volume	High numbers of trips and longer trip distances.	Demand for travel is reduced and journeys are short.
Transport modes	Reliance on private motorised transport for passengers. This has major adverse health impacts.	High numbers of trips are made by public or non-motorised transport and freight is carried by rail and other low-carbon modes. Active travel encourages improved health.
Technology	Vehicles rely on inefficient fossil-fuels, network is inefficiently managed.	Low carbon vehicle technologies are mainstreamed.
Transport pricing	The price paid by users does not cover the full costs; pollution, air quality, road accidents – encouraging motorised vehicle use.	The price paid by transport users reflects true costs and encourages environmentally friendly alternatives.
Resilience to climate change/peak oil	Transport systems are highly vulnerable to changes in the climate and reduced oil supplies.	Transport assets are developed in a way that is resilient towards changes in climate and reduced oil supplies.

Based on Institute for Transport and Development Policy, August 2010

The critical role of transport

Maximising opportunities

17. We want the Liverpool City Region to be a vibrant, economically successful, low carbon city region which improves quality of life for all residents. This reinforces the importance of synergies between, not only, our transport policies but with wider policy areas. Therefore we need to identify policies and measures that can add significantly to this overarching objective by contributing to as many different strands as possible and all at the same time.
18. All the evidence suggests that sustainable cities are successful cities. They are able to attract inward investment because they have high quality environments, skills, health and wellbeing. Cities like Copenhagen, Vancouver and Hamburg are places most other cities would aspire to be like.
19. Successful world cities have grasped the notion that having high levels of cycling, walking and public transport use is a sign of prosperity and wellbeing. The recently published, *'Building the low carbon economy on Merseyside'* ^(Ref 6) has confirmed this and shown how most of the report's sixteen exemplar cities who are building low carbon economies are also pursuing sustainable transport development. They in turn continue to thrive as they become magnets for inward investment based on their high quality of life. We believe Merseyside has the opportunity to grasp the opportunities through a similar approach.
20. The evidence therefore provides a compelling case that acting together to address climate change, can drive sustainable economic growth, promote health and wellbeing and create attractive environments, exploiting Merseyside's many natural and built attributes in ways that begins to emulate the world's successful cities.

Meeting common objectives

21. A report by the Cabinet Office and DfT ^(Ref 7) set out the importance of good urban transport and how it could have triple benefits across health, regeneration and urban environments. We believe the impacts are even more wide ranging, but in order to achieve such gains we want our strategy and policies to work very hard and to deliver on multiple objectives. Any one measure, policy or intervention must explicitly deliver concrete result on as many headline themes as possible.
22. This is also about Value for Money (VFM) and synergy and these are two strong organising principles especially in a period of budget cuts and major reductions in local transport funding.
23. In relation to transport, Sir David King, former Chief Scientific Advisor to the Government has noted, ^(Ref 8) that as well as technological change and innovation;

'we will also need to go beyond the designs of the vehicles and fuels themselves and look at changing urban design, buildings and improving mass transportation systems and changing the ways people drive.'

*This of course is independent of the additional but pressing imperative to reduce carbon emissions and prevent dangerous climate change. **Put the two together and the case for change becomes overwhelming**.*

24. The Marmot report *Fair Society, Healthy Lives* ^(Ref 9) states specifically the need to link transport, housing, planning and describes how in;

‘creating and developing sustainable places and communities , many policies which would help mitigate climate change would also help reduce health inequalities – for instance more walking cycling and green spaces’

Sustainable economic growth

Cities that meet the challenge of sustainability will leap ahead of others by attracting people who demand a healthy and culturally-rich lifestyle ^(Ref 10)

Our Cities Ourselves: 10 Principles for Transport in Urban Life
Institute for Transportation & Development Policy, June 2010

25. If we start from the position laid out by Sir David King, we believe that the policies we set out later to address climate change and plan for a transport system less dependent on oil, will also play a major role in securing increasing economic growth, not only by creating the sort of environment set out above, but in helping to create opportunities in new transport technologies. Through developing initiatives such as the LCR’s bid to Plugged in Places; ^(Ref 11) or working toward a carbon neutral rail network, we will be contributing directly to the city regions aspirations for a low carbon economy. There are major opportunities to work with the regions two motor manufacturers to develop new vehicle technologies.
26. This final element in creating a virtuous circle that embraces and links economic growth, climate change and health and wellbeing is confirmed by the Governments recent White paper, *‘Local Growth ensuring every places’ opportunity* ^(Ref 5) which sets out the following:-

The role of transport in growth

The transport sector itself, through the research and development of innovative transport technologies, is working to develop the new skills and jobs that will be needed to support a low carbon economy in the future. The Government is committed to investing in future transport infrastructure and has taken the hard decisions about priorities, to secure the transport investment that will support the national economic recovery.

Transport plays a crucial role in supporting economic development and creating the opportunities for growth. Millions of people every day rely on our transport networks to go to work and to access essential services, such as hospitals and schools. Businesses rely on our national and international connectivity to offer services and deliver goods and to drive growth opportunities across different sectors and in different places.

Strategy and Implementation

A new landscape

27. Although there is the welcome introduction of the Local Sustainable Transport Fund, (LSTF), ^(Ref 12) and the possibility of additional funding from other new initiatives such as the Regional Growth Fund (RGF) ^(Ref 13), funding overall is much reduced from that which we have enjoyed over the past 10 years. It is clear that our ability to deliver the Vision and Goals we have set within this LTP will be severely affected, at least in the short term.
28. The Government has presented us with new challenges and opportunities beyond just financial constraints. The regional structures provided by Government Office for the North West and the North West Regional Development Agency ^(Ref 14), have been dismantled and replaced with LEPs ^(Ref 15), which, along with localism and the Big Society, ^(Ref 16) set out new and radical ways of working at the local level.

Challenges and Opportunities

29. There are approximately 4 million trips starting and finishing in Merseyside every day. This presents a huge and diverse challenge to meet the many competing transport demands. The City Centre represents the single most concentrated location for trips and it is important we secure its long term wealth and vitality as the key economic driver of the city region. However, we must also address the fact that large numbers of trips are taking place across Merseyside and for a wide range of purposes; freight and accessing education are particularly important.
30. Our Vision and Goals reiterate the clear need, in line with Government policy, to both support the sustainable economic growth of Merseyside and to address climate change by reducing transport's carbon output. They also support and promote our commitment to help improve and promote health and wellbeing in order to address inequality and social exclusion. We have a major commitment to support the Decade of Health and Wellbeing launched in January 2011 ^(Ref 17).
31. To achieve our aims we must have policies and plans that meet multiple objectives. We also explain our concerns regarding the security of future oil supplies, as we believe these issues must be addressed in tandem with the drive for sustainable economic growth and our proposals for a low carbon economy. Recent concerns over the price of fuel have reinforced this imperative.
32. We believe our Vision and Goals and our ambitions for a new mobility culture are the right ones for Merseyside because we have to change how we plan, provide and promote future transport provision. We also believe that a time of fiscal constraint is not a time for retrenchment, but one for bold and innovative actions to achieve multiple objectives, by pooling resources and expertise across a wide number of policy areas.

33. The previous ten years have seen considerable development of the local transport network. Similar levels of investment are unlikely for the foreseeable future, but we have a lasting legacy of a modern and extensive rail and bus system. The Government's commitment to electrify the lines to Manchester and Wigan will offer further significant improvements. Likewise the highways network has also seen extensive improvements through recent major schemes such as Edge Lane and the completion of Hall Lane. Further improvements are planned with the Government's support to the Thornton -Switch Island link and Mersey Gateway schemes.
34. Despite this, evidence still points clearly to Merseyside being delineated by mobility rich and mobility poor communities, where lack of transport choice is having a major impact on inequalities and access to jobs and opportunities. A major imperative for our plans is therefore improving equality of travel opportunity for all but in a way that is part of a truly sustainable approach.

Future prospects

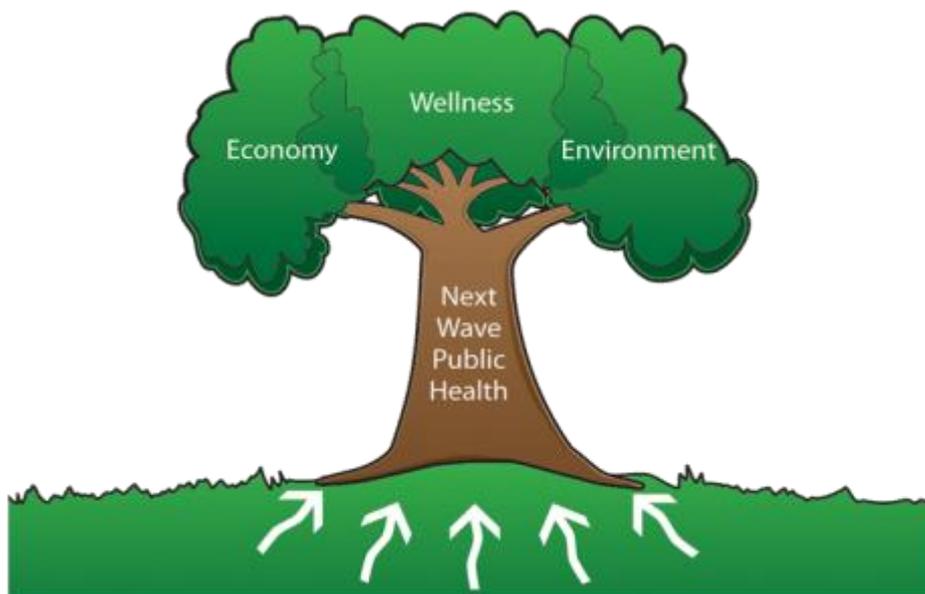
35. For Merseyside, in common with most other areas, future economic growth and development may be less easily achieved than in the recent past, at least in the short term. LTP looks forward as far as 2024, but nobody can be clear about what sort of world we will be living in then. That is why the LTP also sets out clear proposals, through the Implementation Plan for the shorter term to 2014/15. We must be flexible in our approach to take account of inevitable change and constantly review our proposals and plans.
36. There are real hopes that there will be major developments at locations such as Liverpool and Wirral Waters and the Port of Liverpool. At the moment plans for these developments remain uncertain in terms of scale and timescales.
37. Wirral Waters has obtained outline planning consent. The phasing has not been confirmed but the extent of the transport infrastructure has been agreed and will be brought forward in line with stages of development for delivery up to 2030. The Port of Liverpool plans for the post Panamax facility at Seaforth are now being taken forward by Peel Ports ^(Ref 18). The new facility is anticipated to generate additional freight traffic and the recently completed Port Access study will inform the Port Masterplan currently under development ^(Ref 19).
38. Our Strategy is therefore designed to be flexible in its approach and to ensure that appropriate transport measures are put in place to support these developments at the right time.

A new Mobility Culture

39. A new Mobility Culture means developing a transport system which supports the objectives and aspirations of all communities and stakeholders across Merseyside. It is about developing a transport system that provides real sustainable options and which supports the continuing regeneration and economic development of the city region.

Summary

40. However, the new Mobility Culture goes further than that; it is also about equality. It is about delivering a transport system which ensures that people have more equal access to employment opportunities, education and health facilities and to leisure, cultural and sporting resources. In this sense it goes beyond traditional transport planning and must be integrated with and support, health, environmental, education, housing and planning policies. The 2010 Year of Wellbeing has provided a clear example of how this approach can be taken forward ^(Ref 20). The recently launched Decade of Health and Wellbeing presents a real opportunity to deliver this over the lifetime of this LTP.
41. As Decade of Health and Wellbeing makes clear, to be successful it will require simultaneous action across the economy, health and environment if we are to build a community that is equal, prosperous green and healthy.
42. This process has been graphically explained by Dr. Ruth Hussey, Regional Director of Public Health, in the development tree approach illustrated below. This assumes that measures to improve the economy go hand in hand with measures to improve the environment and health. Not acting in any one of those areas will seriously damage the impact in the other sectors. This reinforces the need to work across sectors and seek multiple benefits from funding opportunities.



43. If we can get this approach right, transport will help to:-
 - (a) Create a resilient city region that will support a strong and vigorous internationally competitive economy at the same time as increasing its ability to deal with challenges in the future from climate change, increases in oil prices, interruptions in oil supply and economic down turns.
 - (b) Create a city region of opportunity where all sections of the community can make contact with as many goods and services as possible including jobs, training, education and social, leisure and recreational activities that increase quality of life.

- (c) Contribute to a low carbon city region that recognises the responsibilities of all cities to play a leadership role in carbon reduction and celebrates the opportunities this provides to create competitive and sustainable jobs in green technology industries and activities.
 - (d) Create a healthy city region where all transport options, including walking and cycling facilities link to spatial planning and send strong signals in support of high levels of physical activity.
 - (e) Create a high quality liveable city region that improves air quality, reduces noise levels and creates highly attractive public spaces and cultural offerings building on the achievements of the Capital of Culture.
44. We also believe that our approach will provide a critical input to emerging proposals arising from the 'Building the low carbon economy on Merseyside' report noted earlier, for Liverpool to seek to become European Green Capital. This is a proposal we support.

The Strategy

45. Our Strategy is grounded in our approach to placing transport firmly within the wider priorities and policies of the LCR and seeking common aims and goals with other partners and stakeholders to make the most of the resources we have and maximise the benefits to the people of Merseyside. This is a common thread running through this Strategy.
46. At the current time we are fully supportive of the rationale set out in the Local Transport White Paper, '*Creating Growth, Cutting Carbon*', of treating our Strategy as a package that works best together and where small scale interventions can have potentially disproportionate benefits.
47. In summary our Strategy is underpinned by three key principles:-
- (a) Demonstrate VFM, effectiveness and efficiency in a funding constrained environment;
 - (b) Address multiple objectives with other core policy areas to address common goals; and
 - (c) Undertake resilient planning to ensure capacity for future development and economic and policy and funding changes.

Summary

Forecasts and impacts of the Strategy

48. Longer term forecasting, particularly at the present time is an uncertain science. We have used the best evidence available to us at the time of writing, including shared and jointly agreed forecasts with local authorities about likely future economic development and housing projections. We say more about this in Chapter Four.
49. Results presented in the tables below show our primary “do minimum” and “final strategy” forecasts for Merseyside. Do minimum refers to a future where there is no additional transport investment over and above that already in place or committed. Therefore the do minimum does include committed schemes such as the Liverpool - Manchester/Wigan electrification and Thornton – Switch Island link road for example.

Do minimum forecasts of Merseyside transport demand (by time period and mode) for 2014 and 2024

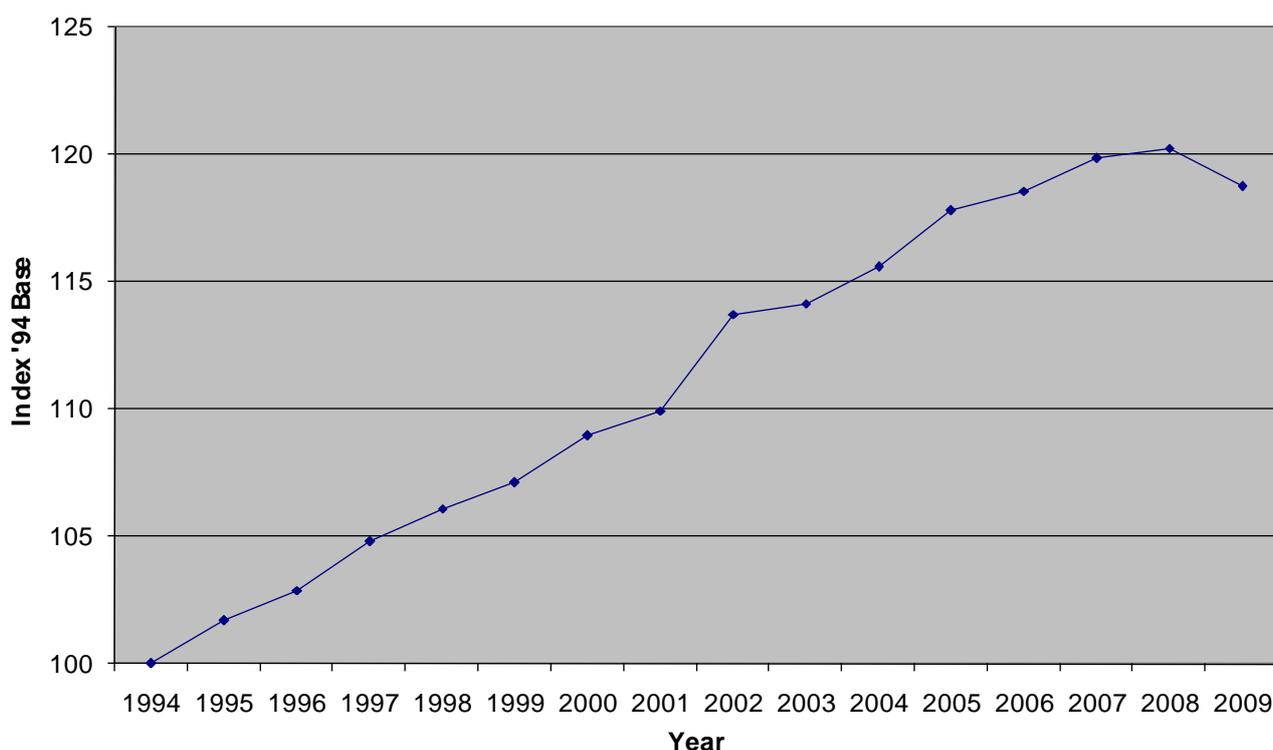
Modelled Time Period	Year/Change	Highway Trips	Public Transport Trips
AM Peak (8-9am)	2008	218,705	61,758
	Change to 2014	8%	-4%
	Change to 2024	23%	-7%
Inter Peak (average hr, 10am to 4pm)	2008	151,801	43,631
	Change to 2014	9%	-3%
	Change to 2024	27%	-3%
PM peak (5-6pm)	2008	203,331	48,466
	Change to 2014	9%	-3%
	Change to 2024	22%	-5%

Final Strategy forecasts of Merseyside transport demand (by time period and mode) for 2014 and 2024

Modelled Time Period	Year/Change	Highway Trips	Public Transport Trips
AM Peak (8-9am)	2008	218,705	61,758
	Change to 2014	6%	6%
	Change to 2024	20%	1%
Inter Peak (average hr, 10am to 4pm)	2008	151,801	43,631
	Change to 2014	7%	3%
	Change to 2024	24%	3%
PM peak (5-6pm)	2008	203,331	48,466
	Change to 2014	7%	6%
	Change to 2024	20%	3%

50. In the do minimum the highway trip growth forecasts are consistent with the strong growth represented in the local employment and housing forecasts (described earlier, which are taken as inputs to the transport modelling process). For public transport the figures reflect a continuation of a gradual long term decline in overall public transport usage. It should be noted however that historically this long term decline has been due to falls in bus usage.
51. The final strategy forecasts demonstrate that the strategy is delivering a reduction of about 2% in the level of highway trips forecast on Merseyside's roads. However, it should be noted that this does imply, particularly in the long term, that traffic growth will still be substantial. For the public transport network the final strategy is shown to secure up to 10% increases in passenger trips.
52. Contrary to these forecasts, evidence points to a recent decline in traffic levels in Merseyside, in common with many other urban areas in England. This is believed to be due to the impacts of the recession on traffic volumes. The figure below demonstrates this.

Trends in recent Merseyside traffic levels (vehicle kms)



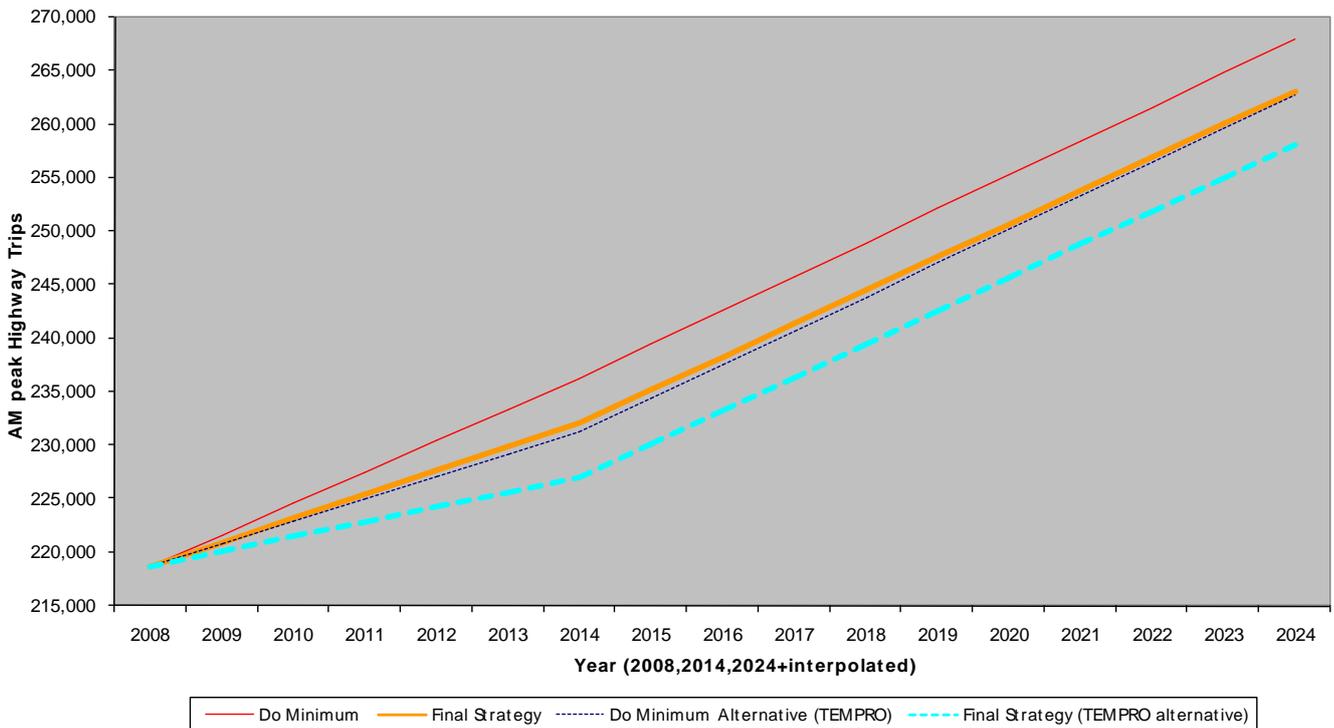
Source: DfT Road Traffic Statistics

53. A second important factor that may also influence future traffic levels is the impact of high fuel prices on vehicle usage. In February 2011 petrol prices are averaging a record high of £1.30 per litre. We have undertaken research to explore what impact this is having on people's travel behaviour and this has shown 50% of respondents claim to be using their car less due to high fuel prices. In the longer term, peak oil is also likely to have a significant impact on travel demand.

Summary

54. Taking this into account, we have undertaken some alternative tests utilising the most recently published DfT TEMPRO ^(Ref 21) projections which provide a more conservative view of growth in the economy, which in turn implies lower traffic levels. The figure below compares the results of our primary tests and these alternative tests for AM peak highway trips. It shows that in the short term growth is lower under the alternative test. The impact of the final strategy is similar in both tests.

AM peak Highway Forecasts



55. Our forecasts for the short term have indicated that our existing assets can largely manage with demand, apart from certain pinch points such as the A5300/A562 junction.
56. Over the longer term our final strategy has a relatively small impact on reducing overall levels of traffic. However, it is important to note that it does reduce traffic levels from both the local (primary) and national (alternative) do minimum projections and has a significant positive impact on public transport usage. It also has a positive impact upon levels of cycle usage and walking, although these are not shown here.
57. Above all, the range of growth we are examining together with uncertainties arising from rising fuel prices and concerns over future security of oil supplies reinforces the need for constant review and flexibility.

Environmental impacts

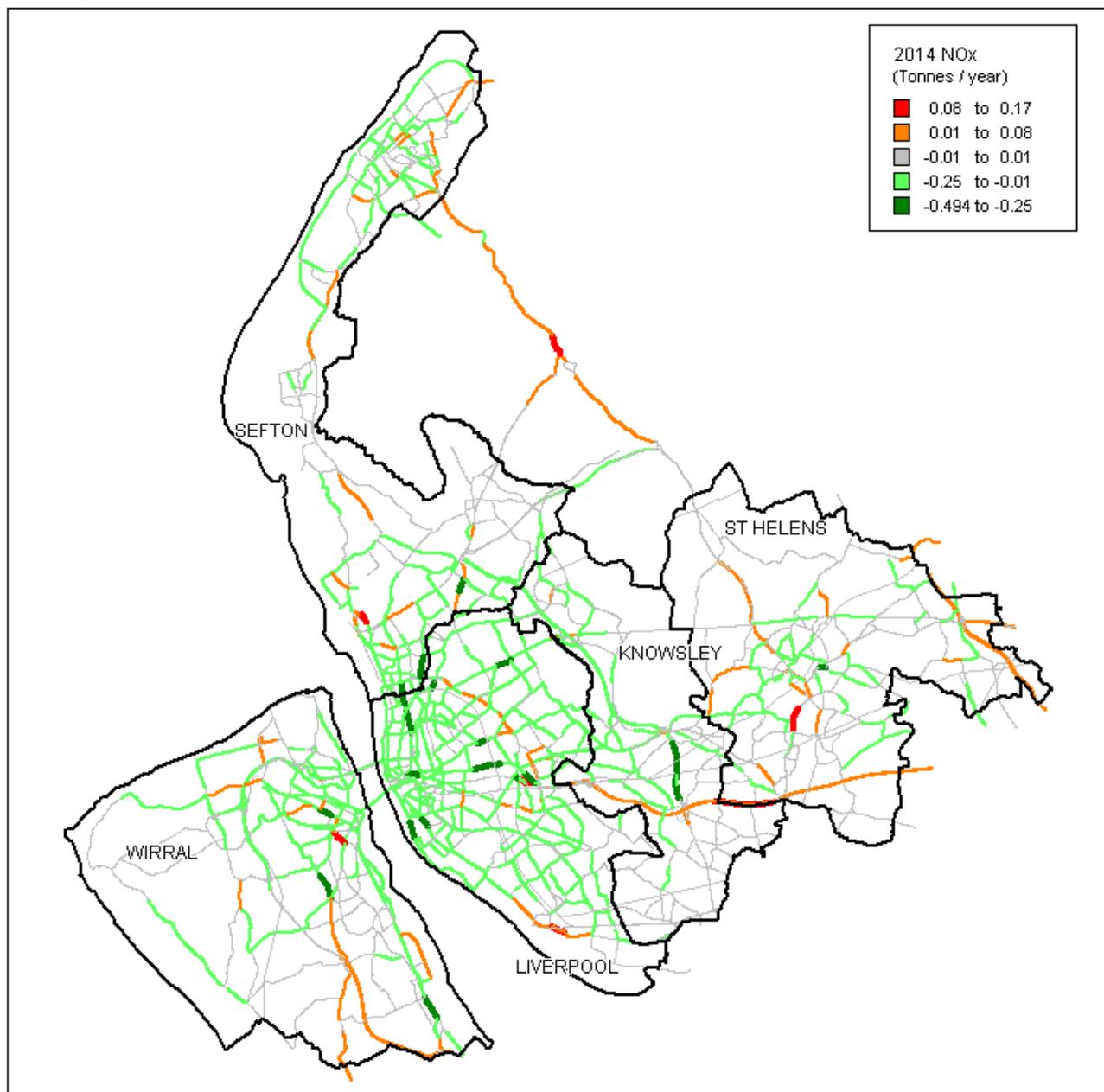
58. The table below sets out forecast changes in air pollution. Data is presented for carbon dioxide (CO₂), Nitrogen oxides (NO_x) and particulate matter (PM₁₀).

Changes in annual air pollution for 2014 and 2024

Scenario	Year/Change	CO ₂	NO _x	PM ₁₀
Do Minimum	2008	1,500Ktonnes	5,500tonnes	460tonnes
	Change to 2014	5%	10%	-3%
	Change to 2024	1%	-76%	-5%
Final Strategy	Change to 2014	3%	9%	-4%
	Change to 2024	0%	-77%	-6%
Difference DM/FS	2014	-1.4%	-1.2%	-1.1%
	2024	-1.2%	-1.0%	-0.9%

59. Emissions of CO₂ and NO_x increase initially in both the do minimum and final strategy scenarios due to the significant forecast increases in traffic growth discussed earlier. Through to 2024 this increase is tempered by advances in cleaner vehicle technology. While CO₂ falls back to 2008 rates in 2024, NO_x and PM₁₀ are showing considerable improvements with decreases of 77% and 6% respectively under the final strategy scenario.
60. It should be noted that the results modelled, particularly in relation to CO₂, are considered to be a conservative estimation of environmental improvements to vehicle technology. We may expect to see greater reductions in CO₂ emissions by 2024 as vehicle manufacturers are required to comply with EU regulations on environmental performance of new vehicles.
61. Our results show a small but notable improvement in emission levels between the do minimum and the final LTP strategy for all pollutants. The financial value of these reductions, calculated in terms of damage avoided (for example negative health impacts and damage to buildings and crops) are worth £1.2million per year to Merseyside.
62. The figure overleaf shows changes in NO_x emissions across Merseyside's road network as a result of the Final Strategy. Decreases in emissions are forecast on 29.2% of roads following implementation of the Final Strategy. These are highlighted in green on the figure overleaf. 6.1% of links, shown in orange and red, see an increase in emissions resulting from the strategy. The majority of roads (64.7%) show negligible changes in emissions. This pattern is reflective of changes in other air pollutants. For greater detail see Goal Two in Part Two.

Merseyside roads: changes in NO_x emissions between Do Minimum and Final Strategy



Source: MAEI

Monitoring and measuring our performance

63. The Government have made it clear that they wish to see an end to a target setting culture; many national targets have been dropped and performance regimes such as the Comprehensive Area Assessment (CAA) ^(Ref 22) dismantled. Nevertheless it is important that we are able to review our progress and report to our communities and stakeholders.
64. We have set a number of performance indicators that will allow us to measure our performance in addressing our Strategy and the effectiveness of our Implementation Plans. They reflect what we believe are the main transport priorities for Merseyside.

65. We have set numerical targets for those indicators where the MTP is able to exercise the most direct influence. For other equally important indicators, but where we have less direct influence we will use a traffic light system to indicate performance. The table below lists our indicators and targets.

Performance indicators with targets

With targets

Indicator LTP3/LTP2	Description	2014 Target
A1 / LTP3	Cycling – Index of Usage	112 (100 = Baseline year 2010/11)
A2 / BVPI 223 (96)	Principal Road Condition	Merseyside average 6.08% Knowsley 1% Liverpool 11% Sefton 8% St Helens 5% Wirral 4%
A3 / BVPI 224a (97a)	Non-Principal Classified Road Condition	Merseyside average 5.32% Knowsley 3% Liverpool 7% Sefton 7% St Helens 5% Wirral 4%
A4 / BVPI 99x	Total KSI Casualties	466
A5 / BVPI 99y	Child KSI Casualties	70
A6 / N/A (New Indicator)	Public Transport Customer Satisfaction	To be set after April 2011
A7 / 3	Limit current number of publicly available car parking spaces available in Liverpool City Centre	Cap of 16,500

Performance indicators - traffic light

Indicator LTP3/LTP2	Description
B1 / 13 & 14	Access by public transport, cycle and walk to employment, education health and fresh food.
B2 / LTP6	Traffic Flows into Centres
B3 / LTP4	Mode Share of Journeys to School
B4 / 16	Estimated Transport Related Emissions
B5 / BVPI 102a	Public Transport Patronage – Bus
B6 / BVPI 102b	Public Transport Patronage – Rail
B7 / 2	Journey Times on Designated Routes

The Implementation Plan

66. The Government has now provided financial resources for the next two years with indicative levels of financing for the following two years to 2014/15. These levels are significantly less than recent years and less than our planning assumptions used in the draft Preferred Strategy, as the table below shows.

Impact of reduced funding

	Revised base following DfT cuts to 2010/11 budget (£000s)	Planning Projections for the Preferred Strategy		Actual Funding 2011/12 (£000s)
		Further 25% cut on revised 2010 funding level (£000s)	Possible 40% cut on revised 2010 totals (£000s)	
Projected LTP3 Funding 2011/12	24,451	18,338	14,671	11,489

Note; There is a separate funding pot for maintenance. Details are provided in Chapter Three.

67. The following table presents a summary of the capital programmes for 2011/12. These have been developed based on the emerging priorities set out in the draft Preferred Strategy.

The 2011/12 Capital Programme

Allocations	Knowsley £ 000s	Liverpool £ 000s	St Helens £ 000s	Sefton £ 000s	Wirral £ 000s	Merseytravel £ 000s
Priorities						
Active Travel	154	467	200	360	355	0
Safety & Security	131	550	285	362	365	0
Efficient and Accessible use of Highway Network	230	748	120	46	65	0
Reduce congestion and pollution	27	170	30	100	100	0
Support for Public Transport	233	270	0	0	0	5,745
Studies	56	70	31	109	270	0
Total ITB	831*	2,275	666	977	1,155	5,745
Maintenance	1,935 *	3,825	2,020	2,474	3,095	0
Grand Total	2,766	6,100	2,686	3,451	4,250	5,745

* Knowsley contains 'other' funding (Integrated Transport Block (ITB) allocation – 672, maintenance – 1,647)

68. The three main areas of spend within the integrated blocks for the first year of LTP3 are consistent across all districts. Road Safety accounts for about 30% of the districts capital programmes, followed by active travel – walking and cycling at 26% with the efficient use of the highway network accounting for 20% of the total. There are variations across the districts, depending on specific circumstances. In Liverpool and Knowsley, for example, there are schemes in support of improved access for public transport, planned in conjunction with Merseytravel.
69. A key focus for Merseytravel will be the development of new technologies such as Real Time Information (RTI) and Smart ticketing which will support the wider Intelligent Transport Systems (ITS) proposals already being implemented on our strategic highway network and will also be closely linked to TravelWise activities. Smaller scale improvements to key rail stations across the County are another key Merseyside wide priority.
70. The matrix overleaf shows the extent to which each authority's actions are supporting the LTP3 key actions as identified in the draft Preferred Strategy. Maintenance is shown to have strong links into the wider actions, particularly freight and long term planning.

Full details of the Implementation Plans are contained within Part Three.

71. The need for flexibility to take account of changing priorities or circumstances has been a theme throughout the LTP. The performance management regime outlined above, will be a critical tool for the ITA in the future, in deciding how financial resources should be used in line with the priorities identified for the short term.

The Local Sustainable Transport Fund (LSTF)

72. LSTF allows us the opportunity to go further and faster with our ambitions to support the city region's priorities. These will be spelt out in full detail in the proposal to DfT in June 2011 and will show how it could provide clear additionality to the proposals set out in the LTP in ways that can have a real impact on the future development of the city region.
73. The bid for LSTF funding will be made following extensive consultation and the creation of a joint programme that utilises the skills and resources of our partners and stakeholders.

Supporting the Strategy

Authorities Actions	Active Travel	Safety and Security	Efficient and Accessible Use of Highway network	Reduce Congestio n and Pollution	Support for Public Transport	Studies	Maintenance
LTP Key Actions							
Maintenance			K, S		L, M	S	K, L, S, H, W
Integrate LTP with LDF and Community Strategies	L, H	K, L, H	K, L, H	H	L, M	L, S	L, H
Public transport	L, S		K, S, W		K, L, M	L, S	
New ITS			K, L, S, H	H, W	L, M	L, S	S
Freight			K, L, S, H, W		L	S	K, L, S
Low Emissions Strategy	L, H, S	L, H	K, S, H	K, L, W	L, M	L, S	
Effective Delivery of capital Programme	S	S	K, S	H	K, L, M	S	K, L, S
Healthy Travel/TravelWise	L, S, H, W	L	S, H	W	K, L, H, M	L, S	
Road safety	L	K, L, S, H, W	K, H		M	S	
Long term planning	L, H	L	K, L	L	K, L, H, M	K, L, S, H, W	K, L, H

Key: K = Knowsley, L = Liverpool, S = Sefton, H = St Helens, W = Wirral, M = Merseytravel



Further Information

Acronyms

BVPI	Best Value Performance Indicator
CAA	Comprehensive Area Assessment
CES	City Employment Strategy
DfT	Department for Transport
DM	Do Minimum
FQP	Freight Quality Partnership
FS	Final Strategy
IDP	Infrastructure Development Plan
ITA	Integrated Transport Authority
ITB	Integrated Transport Block
ITS	Intelligent Transport Systems
KSI	Killed or Seriously Injured
LCR	Liverpool City Region
LDF	Local Development Framework
LEP	Local Enterprise Partnership
LSTF	Local Sustainable Transport Fund
LTP	Local Transport Plan
MAEI	Merseyside Atmospheric Emissions Inventory
MTP	Merseyside Transport Partnership
RGF	Regional Growth Fund
RTI	Real Time Information
SQP	Statutory Quality Partnership
VFM	Value for Money

Ref 1	Third Local Transport Plan for Halton <i>Halton Borough Council</i>	April 2011
Ref 2	Challenges & Opportunities <i>Merseyside Transport Partnership</i>	March 2010
Ref 3	Draft Preferred Strategy for the Third Merseyside Local Transport Plan <i>Merseyside Transport Partnership</i>	September 2010
Ref 4	LTP3 Options Review <i>Merseyside Transport Partnership</i>	January 2011
Ref 5	Local Transport White Paper <i>Department for Transport</i>	January 2011
Ref 6	Building the Low Carbon Economy on Merseyside <i>School of Environmental Sciences, University of Liverpool</i>	February 2011
Ref 7	The Future of Urban Transport <i>Department for Transport</i>	November 2009
Ref 8	"We must abandon oil before its too late" – The Observer 13 June 2010 <i>Sir David King, former chief scientific advisor to the Government 2000-2007</i>	June 2010
Ref 9	Fair Society, Healthy Lives: A Strategic Review of Health Inequalities in England Post-2010 <i>Marmot Review Team</i>	February 2010
Ref 10	Our Cities Ourselves: 10 Principles for Transport in Urban Life <i>Institute for Transportation & Development Policy</i>	June 2010
Ref 11	Plugged-in Places <i>Department for Transport</i>	July 2009
Ref 12	Local Sustainable Transport Fund <i>Department for Transport</i>	January 2011
Ref 13	Regional Growth Fund <i>Department for Business, Innovation & Skills</i>	October 2010
Ref 14	North West Development Agency	
Ref 15	Local Enterprise Partnerships <i>Department for Communities & Local Government</i>	October 2010
Ref 16	The Big Society <i>HM Government</i>	July 2010
Ref 17	Decade of Health & Wellbeing <i>Liverpool Primary Care Trust</i>	January 2011

References

Ref 18	Liverpool SuperPort <i>The Mersey Partnership</i>	June 2008
Ref 19	Port Masterplan <i>Peel Ports</i>	Autumn 2010
Ref 20	Year of Health & Wellbeing <i>Liverpool Primary Care Trust</i>	December 2009
Ref 21	TEMpro <i>Department for Transport</i>	January 2006
Ref 22	Comprehensive Area Assessment <i>The Audit Commission</i>	April 2009

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	<p>Corporate Strategy & Marketing Merseytravel 24 Hatton Garden, Liverpool, L3 2AN 0151 227 5181</p>

Our Local Transport Plan can be made available in another format, by contacting our Equality & Diversity Officer (see below) to discuss your needs.

Paula Coppel, Equality and Diversity Officer
 Tel: 0151 330 1291; E-mail: paula.coppel@merseytravel.gov.uk

The Merseyside Local Transport Plan (LTP) aims to give Merseyside a safer, sustainable, efficient and integrated transport network, accessible to all.

It is produced for the Merseyside Integrated Transport Authority by the Merseyside Transport Partnership of Merseytravel and the five district councils of Merseyside - Knowsley, Liverpool, Sefton, St Helens and Wirral.

TravelWise is the Partnership's campaign to help people on Merseyside make sustainable transport choices - public transport, walking, cycling and using cars wisely.

www.TransportMerseyside.org

The Merseyside Transport Partnership



Sefton Council

