

SUBJECT: LINCOLN TRANSPORT STRATEGY

**DIRECTORATE: COMMUNITIES AND ENVIRONMENT -
MAJOR DEVELOPMENTS**

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1. Purpose of Report

- 1.1 To update members on the work of the Lincoln Transport Task Force, the recently completed Lincoln Transport Strategy and to seek Executive support for the draft Strategy and the ongoing initiatives that will enable delivery of the outcomes.

2. Executive Summary

- 2.1 The Lincoln Transport Task Force was established by the then Lincoln MP in 2018 to provide a strategic forum for setting and championing the City's movement strategy to support the ambitious growth of Lincoln. This included a specific role to feed into and influence the refresh of the Lincoln Integrated Transport Strategy and shape the strategic vision and key actions needed to ensure people and goods can move efficiently to, from and around the City now and in the future.
- 2.2 Since the first meeting of the Transport Task Force in May 2018, stakeholders have undertaken a range of work to develop a vision for movement in the City, establish a current evidence base and to identify potential actions to deliver change, which is summarised in Appendix One.
- 2.3 On 17th February 2020, Lincolnshire County Council announced the release of the new Lincoln Transport Strategy (LTS). Working in conjunction with City of Lincoln Council, North Kesteven District Council and West Lindsey District Council the LTS sets out "*to enhance the transport network, improve choice and inclusive accessibility, and support the continued growth of the city and surrounding area*". With transport and movement within the City (and wider area) being of such importance, the LTS is an important strategic document which sets out a long-term vision and objectives for sustainable travel up to 2036. An all member briefing took place on 4 March 2020 where members were presented with the key findings from the LTS followed by a Q&A session.
- 2.4 The draft strategy was reviewed by the County Council's Highways and Transport Scrutiny Committee on Monday 9 March and is now being taken to their Executive Committee on 7 April for sign-off. A further report will therefore be presented to a future Executive to seek formal endorsement for the LTS.

3. Background

- 3.1 The current Lincoln Integrated Transport Strategy (LITS) is a document which presents a plan for long term transport investment in the city and its surrounding

area. LITS was first published in early 2006 and then updated in 2008 and 2013. It was led by Lincolnshire County Council in partnership with the City of Lincoln Council, West Lindsey District Council and North Kesteven District Council.

- 3.2 Since LITS was published a number of major transport schemes have been delivered together with improvements in public transport. Of particular note has been the completion of the A46 Teal Park Dualling, the East-West Link in the city centre and a number of pinch-point road schemes. These have been supported by Quality Bus Corridor improvements and the Access LN6 sustainable travel project. The obvious major scheme identified in the LITS currently underway is the Lincoln Eastern Bypass which is scheduled for completion in Autumn 2020.
- 3.3 Transport and movement within the city is consistently raised as a key concern for residents, businesses, tourists and commuters within Lincoln. Both the Council's Vision 2020 and the new Vision 2025 have this as a key priority area with a range of initiatives for improving train, bus, road and sustainable movement across the urban area to ensure that the movement infrastructure supports the City's needs and aspirations both now and in the future.

4. Lincoln Transport Task Force

- 4.1 The Lincoln Transport Task Force was established in 2018 to bring together a range of local key stakeholders and transport organisations to address the city's movement issues. The Task Force first met in May 2018 and includes City of Lincoln Council, Lincolnshire County Council, Network Rail, Stagecoach, Chamber of Commerce, Business Improvement Group and a range of large local employers including Siemens, Lincoln University and latterly the NHS.
- 4.2 The terms of reference for the group includes:
Objective: The purpose of the Task Force is to provide a strategic forum for setting and championing the movement Strategy to support the ambitious growth of Lincoln.

Role: To feed into and influence the refresh of the Lincoln Integrated Transport Strategy and shape the strategic vision and key actions needed to ensure people and goods can move efficiently to, from and around the City now and in the future.

Steerage for:

- Achieving greater efficiencies in the existing transport networks – specifically identifying and addressing existing key blockages in the networks;
- Supporting Regional Transport Priorities in consultation with Midlands Connect – including the A46 corridor improvements and East coast main line/Lincoln Notts line at grade crossing;
- Considering the strategic implications of any up and coming transport initiatives. For example, promoting any opportunities arising from the increased London to Lincoln rail service from May 2019 and completion of the Lincoln Eastern Bypass;
- Considering the emerging local policies and frameworks to address modal shift;
- Providing a Forum for a coordinated approach to Partner organisation work streams (LCC, CoLC, Lincoln BIG and Stagecoach); and

- Ensuring inclusivity and transport affordability needs of all users.

A championing role for:

- The delivery of any new or improved network infrastructure requirements required to support growth – specifically supporting requirements identified to better access to the City Centre, the Strategic Housing and Strategic employment sites;
- Lobbying to influence regional and national policy in support of local objectives – including investment priorities emerging from the second Road Improvement Strategy (RIS) and Strategic Rail initiatives in respect of East Coast Main Line and Notts/Lincoln line; and
- Local Transport Policies and Plans in consultation with LCC specifically the priorities emerging in respect of a revised Lincoln integrated Transport Strategy and Lincolnshire Local Transport Plan.

- 4.3 The Task Force partners have achieved a considerable amount of good partnership work which will enable and support the delivery of the LTS as drafted. The work of the Task Force to date is summarised in Appendix 1.
- 4.4 **Development & Planning Work:** In addition to the partnership work delivered by the Task Force the City Council has also delivered a range of specific interventions the most obvious of which is the Lincoln Transport Hub and consistently supported sustainable modes of transport as an integrated part of the development management approach in its role as Local Planning Authority.
- 4.5 **Western Growth Corridor:** The development area of the Council has also been working with the other landowner Lindum and key stakeholders including Lincolnshire County Council, the Council's Local Planning Authority and Homes England. The focus has been on ensuring that this large sustainable urban extension creates a truly sustainable new community with an access and movement strategy that not only reflects the sustainable transport aspirations already established in the Council's objectives for the development but those that are then mirrored in the proposed LTS around enabling and promoting non-car movement. This is then further enhanced by ensuring that this strategy works for the existing surrounding communities in Birchwood, Hartsholme and Boultham, to provide them with sustainable transport options that they currently have difficulty accessing.
- 4.6 A more detailed access and movement strategy alongside a package of mitigations that will improve the flow of the road network around the area and the development, along with sustainable transport measures will be submitted shortly to the Local Planning Authority.
- 4.7 **Development Management:** In line with the National Planning Performance Framework and the Central Lincolnshire Local Plan, the City Council as Local Planning Authority has consistently used every opportunity to ensure that sustainable transport measures are incorporated at all phases of the pre-application and planning determination process, to ensure Lincoln has sustainable development that positively contributes to our communities.
- 4.8 Through the council's planning approach it has secured a range of sustainable transport measures including cycle storage, EV charging points on the majority of

new home developments, careful consideration of parking provision on an individual development basis linked into travel planning and encouraging the market to build in city centre and well-served transport locations to maximise and increase the use of modes of transport other than the private car. This is particularly important part of the planning role given that every year planning permissions lead to a significant contribution to the city's economy, in 2019 alone this was in excess of £290million worth of investment.

5. New Lincoln Transport Strategy

5.1 In August 2018 Lincolnshire County Council started work on the production of a new Lincoln Transport Strategy (LTS) with the support of the City of Lincoln Council, West Lindsey District Council and North Kesteven District Council. At the LTS Steering Group inception meeting held in September 2018, it was made clear that the new LTS would be taking a very different approach from the previous strategy.

5.2 Transport plan-making has evolved significantly since 2006 and contemporary approaches focus not just on the transport services and schemes that need to be delivered but also consider these in the context of broader economic and spatial planning aspirations. Transport strategies need to be developed as part of an integrated suite of policies that aim to improve the economy of areas, steer their spatial development and improve access and transport for both communities and businesses.

5.3 LTS Initial Objectives

5.4 The following set of study objectives were presented at the LTS Steering Group inception meeting:

- Deliver a strategy that integrates economic, land use and transport planning
- Provide a detailed overview on current and future needs for access there are, and will be; to, within, from and through the Lincoln area.
- Undertake a combined approach, both top-down and bottom-up, to ensure that the strategy is both well directed and well informed.
- Ensure key stakeholders and the public are engaged in the process and have the opportunity to influence the strategy.
- Develop a long-term plan for investment and priorities by demonstrating robust and consistent planning for improvements over the long term.
- Identify a range of projects which could form bids to DfT covering both smaller, shorter term projects and more strategic, longer term schemes, integrated into a package of measures.
- Provide recommendations for the most appropriate and beneficial interventions.
- Focus on accessibility and transport improvements to develop integrated and multi-modal projects.
- Ensure that all potential options are "Future Ready"

5.5 The geographic area covered by the LTS is the Lincoln Strategy Area which is the area used in the Central Lincolnshire Local Plan which is based on Lincoln's travel to work area and is where approximately 63% of Central Lincolnshire's growth will take place.

5.6 LTS Methodology

5.7 In August 2018, through their Technical Services Partnership, Lincolnshire County (LCC) Council commissioned WSP consultants to undertake the production of the LTS. An LTS project steering group was established consisting of officer representatives from LCC, the City, North Kesteven and West Lindsey Council's. The first meeting of the steering group took place in September 2018.

5.8 At the inception meeting WSP presented a project communications plan together with an update on the data gathering exercise phase of work. The first external component of the LTS was to undertake stakeholder engagement which consisted of a series of officer workshops (12 in total) held over November-December 2018. Stakeholders aligned to each of the following topics:

- Highways
- Walking, cycling and equestrians
- Rail
- Freight
- Bus and coach
- Parking and taxis
- Accessing education
- Spatial planning
- Accessing healthcare
- Economy and accessing work
- Accessing retail and services
- Accessing leisure and tourism

5.9 The workshops included discussions focussed on the specific topics of current challenges, future challenges and opportunities and ongoing projects or those in development.

5.10 Six public events were held in and around the Lincoln area during January-February 2019. The City events were held in the former Ruddocks building on 22 January and the Waterside Shopping Centre on 25 January running 10am-6pm. An online questionnaire was also circulated to all interested stakeholders and members of the public.

5.11 Following the workshops and public events, WSP collated the comments and feedback and presented a list of 400+ ideas/projects generated from this phase of work on the LTS. A process of sifting and shortlisting projects based primarily on feasibility and deliverability was undertaken to generate potential schemes to be taken forward in the final LTS.

5.12 A press release was issued by LCC on 17th February 2020 announcing the completion of the LTS with a statement saying "the draft strategy is set to be reviewed by LCC's Highways & Transport Scrutiny Committee on Monday 9th March. It has since been announced that the LTS will go to LCC's Exec on 7th April for final sign-off. The LTS steering group has not met since 2nd October 2019.

5.13 LTS Key Points

5.14 The LTS has the following Vision:

*By 2036, having delivered on its ambitious growth aspirations, Lincoln will be a more prosperous, attractive and healthy place to live, learn, work and visit. This will be supported by an inclusive and collective approach to accessibility and movement across all communities enabling businesses to succeed, **carbon emissions to be reduced**, new advances in technology to be embraced and will provide an improved quality of life for all.*

*Links between the cultural, civic, retail and university quarters will be strengthened and its urban extensions will have exemplar sustainable infrastructure to integrate with the city. There will be **a change of focus in movement across the strategy area, with walking and cycling at the heart of the city's movement network**.*

*This will be supported by a network of **green corridors, multi-occupancy and shared passenger transport options and reductions in traffic within the urban area**. Transport connections to satellite conurbations will be enhanced and the strategic network will be efficient in driving the city's economic growth and prosperity*

5.15 The following final Objectives have been set for the LTS:

- **To reduce traffic in the urban area.**
- *To deliver inclusive access by ensuring a customer-focussed approach and providing a wider choice in whether, when and how people travel.*
- *To prepare the strategy area for future mobility including electric, shared, connected and automated mobility as well as the business models that support them.*
- *Promote technologies to allow more people the ability to work, learn, manage health care, shop and socialise without the need to travel.*
- **To support and help grow Lincoln's economy by improving access to employment, education, resources and markets.**
- **To manage and support new housing and employment sites, including the sustainable urban extensions, ensuring that they mitigate their impacts whilst also delivering exemplar sustainable infrastructure to connect with the wider strategy area.**
- *To improve rural accessibility to the wider strategy area and beyond.*
- *To provide an efficient strategic road and rail network for long-distance connections to other major centres and international gateways.*
- *To increase partnership working and shared responsibility for the improvement of accessibility and transport.*
- **To reduce carbon emissions to enable the county council to reach is zero emission target in 2050 and mitigate the impacts of climate change.**
- *To minimise the impact of transport on the natural environment and improve access to open space, particularly with green corridors.*
- **To protect and enhance the historic and cultural environment of Lincoln.**
- *To enhance the health and wellbeing of communities through improved air quality increased physical activity and safety.*

- *To increase access to education while reducing the impacts of physical access to schools, colleges and universities.*
- **To rebalance movement towards walking, cycling and multi-occupancy, shared mobility and passenger transport options.**

5.16 A number of ‘interventions’ have been established which form “pillars of the strategy” and these include:

- North Hykeham Relief Road (the only road scheme identified in LTS)
- Green Corridors
- Walking & Cycling Network
- Mobility Hubs
- Parking Strategy
- Bus priority
- Sustainable urban extensions
- Digital
- Education travel
- Last mile package
- Safety Package
- Sharing Package
- Public Realm and environmental improvements
- Electrification package
- Behaviour change programme
- Payment and Ticketing

5.17 LTS Delivery, Programming and Monitoring

5.18 The Lincoln Transport Strategy Board which was established in 2019 will oversee delivery of the objectives in the LTS. The LTS states “*The board will capitalise on existing and potential future funding opportunities and steer the short, medium and long-term implementation of the proposals set out in this strategy. It will encourage its board members to take a lead on progressing elements of the strategy that fall within their remit*”.

5.19 Emphasis on a collaborative approach to delivery is made in the LTS. “*A number of measures proposed in the strategy do not rely on public sector funding and have the potential to deliver significant long-term benefits, helping to save money by reducing the need for significant investment in the future. The substantial plans for growth in the strategy area offer extensive opportunities to secure third-party funding. These growth plans will also provide opportunities for collaboration with developers so we can embed sustainable travel patterns into new developments and secure funding for off-site measures.*”

5.20 In respect of programming the LTS states “*the proposals in the strategy will be delivered in the short, medium and long term. Some proposals will have set timescales while others remain on-going through the entire strategy period. The strategy board will ensure that measures are delivered as soon as is feasible*”.

5.21 The LTS board “*will undertake high-level monitoring and will be responsible for regularly reviewing the progress of the individual measures*”.

5.22 **LTS Summary**

5.23 It is clear that the new LTS represents a significant shift from a car/road focussed strategy to a more sustainable multi-modal transport focussed approach. The LTS lacks detail on the specific projects, how they will be prioritised for delivery and who will take the lead in delivery.

6. **Strategic Priorities**

6.1 Let's drive economic growth

One of the aims of the LTS is to support the planned economic growth of the City and surrounding area through the delivery of a future-ready transport network that improves access and supports people, businesses and organisations to fulfil their daily activities.

6.2 Let's reduce inequality

LTS Objectives focussing on delivering inclusive access and enhancing the health and wellbeing of communities contribute toward this strategic priority.

6.3 Let's enhance our remarkable place

The LTS Vision aims to support Lincoln as a place that will be a more prosperous, attractive and healthy place to live, learn, work and visit.

7. **Organisational Impacts**

7.1 Finance (including whole life costs where applicable)

None directly

7.2 Legal Implications including Procurement Rules

None directly

7.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

8. **Risk Implications**

8.1 (i) Options Explored

None as report for information only at this stage

8.2 (ii) Key risks associated with the preferred approach

None as report for information only at this stage

9. Recommendations

9.1 Executive note the contents of this report on the proposed Lincoln Transport Strategy and support its vision, direction and objectives.

9.2 That the final version of the LTS is will brought back to a future Executive to consider formal endorsement.

9.3 Executive note the significant work done across the Council to support the development and promotion of all modes of sustainable transport, and support its continuation.

Is this a key decision? No

Do the exempt information categories apply? No

Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply? No

How many appendices does the report contain? One

List of Background Papers: None

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