

**West of England Partnership
Joint Transport Executive Committee
1 October 2009**

Joint Local Transport Plan 3 Consultation and Engagement

Purpose of Report

1. To outline draft consultation proposals for the Joint Local Transport 3 (JLTP3).

Background

2. The JLTP3 will cover the period 2011 to 2026. The Plan will be in two parts with a Strategy taking the long term policy view to 2026, to coincide with the Regional Spatial Strategy, and a Delivery Plan setting out implementation proposals over the shorter term.
3. A detailed report on proposals for the JLTP3 was presented to the Joint Transport Executive Committee on 16 July 2009. The Committee requested a report on consultation be presented to the 1 October 2009 meeting.

Draft Engagement Plan

4. Consultation and engagement will be a key part of producing the JLTP3 and Major Scheme Bids. A draft Consultation and Engagement Plan can be found in Appendix One. Key elements of the draft Plan include:
 - Vision shaping, goals and challenges engagement autumn 2009.
 - Final draft Strategy and Delivery Plan consultation early summer 2010 with an accompanying Joint Transport Forum.
 - Transport Plan Commission with key stakeholders helping to shape the emerging JLTP3 (see Annex II for proposed membership).
 - Member Workshops in autumn 2009 on vision shaping, goals and challenges and summer 2010 on Strategy.
 - Wider engagement targeting hard-to-reach groups and the silent majority with ideas for schools, youth groups, focus groups, businesses, car driving public, Green Commuter Clubs, awareness campaigns, promotional materials and flyers, family groups and the four councils existing media.
 - Web based material with frequently asked questions section and comments section. Note that an interactive two-way web based discussion is not recommended due to the resources required.
 - Citizen Panel questionnaires.

Recommendation

That Members endorse the draft Engagement Plan.

Appendices

Appendix One: Draft Engagement Plan

Annex I: Extract from DFT Guidance on LTP3 – July 2009

Suggested list of stakeholders for Local Transport Authorities to consult

Annex II: Draft timescale

Proposed membership of Transport Plan Commission

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Draft Engagement Plan

Introduction

1. This draft plan considers the issues and sets out the proposals for the member, public, and stakeholder engagement process as a key part of the development of the next Joint Local Transport Plan, JLTP3.

Background

2. The Transport Act 2000 places a statutory duty on local authorities to engage with its constituents when formulating transport policies and plans. The Act sets out key groups to involve when developing plans, however the four local authorities of the West of England Partnership conducted a more widespread engagement process as part of developing the first JLTP. It is proposed, as set out in this draft plan, to continue this approach for JLTP3.
3. Attached as Annex I to this plan, is an extract from the Department for Transport's guidance to Local Authorities on engagement for Local Transport Plans.

Overall Approach and Timescale

4. There are two main periods of engagement proposed in developing JLTP3:-
 - Vision shaping and objectives during Autumn / Winter 2009.
 - Consultation on the draft Strategy and Delivery Plan commencing in early summer 2010.
5. In addition to the above, there will be on-going engagement throughout the plan development period with key stakeholders via the proposed Transport Plan Commission. This is an advisory body, acting as a steering group, which was set up to guide the development of the first JLTP and was generally found to be helpful.
6. The proposals set out in this plan are aimed at conducting more smart and targeted public engagement, and ensuring that local stakeholder groups and the public are given a genuine opportunity to comment on the emerging JLTP3. To achieve this resources should be targeted at different groups during the different periods to ensure that they are engaged on the right issues, where their views can help develop the JLTP3.
7. The JLTP3 vision and objectives are based on the strategic goals of the Government's Delivering a Sustainable Transport System (DaSTS), the existing West of England Partnership Vision and from the four local authorities' key goals and priorities. In terms of the national framework the overall goals of DaSTS are:-
 - To support national economic competitiveness and growth, by delivering reliable and efficient transport networks;
 - To reduce transport's emissions of carbon dioxide and other greenhouse gases, with the desired outcome of tackling climate change;

- To contribute to better safety security and health and longer life-expectancy by reducing the risk of death, injury or illness arising from transport and by promoting travel modes that are beneficial to health;
 - To promote greater equality of opportunity for all citizens, with the desired outcome of achieving a fair society;
 - To improve quality of life for transport users and non-transport users, and to promote a healthy natural environment.
8. The goal of JLTP3 is to support and complement these national and local policies and priorities.
 9. It has traditionally been very difficult to get general public engagement on high level strategic goals. The public response is much greater when asked about, and engaged in, the development of the detailed strategy and plans for implementation.
 10. To this end it is proposed to focus the Vision Shaping engagement on key stakeholders and representative groups to ensure their support for the strategic goals, and raise awareness of JLTP3 in advance of the wider engagement process in Summer 2010.
 11. This Plan proposes the wider engagement process be carried out as part of the strategy and delivery plan consultation, where a diverse range of views can be more easily taken on board and provide a genuine opportunity for people to influence the shape of JLTP3.

Detailed Engagement Process

12. Annex II of this Plan sets out the timescale and key elements of the consultation and engagement process, which has three main strands.

High Level Steering

13. As described earlier, there will be on-going engagement throughout the plan development period with key stakeholders through the proposed Transport Plan Commission, to help guide the development of the Plan. It is proposed that the Commission would meet every four months, to enable their views on the emerging elements of JLTP3, to be taken on board as the development of the plan progresses.
14. A proposed draft membership for the Transport Plan Commission is set out in Annex II. To enable this body to function most effectively it is proposed to restrict membership to a limited number, whilst still including all statutory consultees and representatives of key partners across the sub-region.

Key Stakeholders

15. It is crucial to gain wider political engagement in the development of JLTP3, and it is proposed to hold two Member level workshops in each authority:
 - One in Autumn 2009 on vision & objectives
 - One in Summer 2010 on draft strategy and delivery plan.

Wider stakeholder groups will be invited to the West of England Conference to be held on 27 November 2009, to ensure their engagement in the vision shaping process. A specific Joint Transport Forum will also be held in June 2010 to enable the continuing involvement of these groups in shaping the strategy and delivery plan.

Wider Engagement

16. As set out above, this plan is aimed at conducting more smart and targeted public engagement, This will ensure that local stakeholder groups and the public are given a genuine opportunity to comment on the emerging JLTP3. It will also enable resources to be targeted at specific groups during the different periods to ensure that they are engaged on the right issues, and that their views can influence the outcomes.
17. A key issue is how to engage with 'hard-to-reach' groups and therefore opportunities for more innovative approaches to engagement will need to be developed.
18. The approach taken for the first JLTP included numerous staffed exhibitions across the sub-region. The amount of responses received, however, particularly from the more hard-to-reach groups, was limited and hence this approach is not recommended for JLTP3.
19. It is proposed to adopt a more targeted approach, with the development of focus groups, a representative cross-section of attendees to be used for specific engagement on the development of JLTP3.
20. More use of web-based materials is also proposed, allowing electronic information to be dispersed widely. There will be a specific questionnaire on line (and in paper form), with the opportunity for respondents to make specific additional comments. There will also be a section on frequently asked questions, which hopefully will provide answers and background information to inform people's responses.
21. The opportunities for interactive two-way web-based discussions as part of the engagement process have been investigated. In order to facilitate this, it would be necessary for a full-time member of staff to be employed in monitoring and responding to the on-line conversation. In terms of the overall budget available (as set out in paragraph 27 below) this would amount to almost half of the available resources, so this approach is not recommended.
22. In terms of hard-to-reach groups, the use of innovative approaches has been investigated, particularly looking at young families and their transport needs, and it is proposed to engage through the Family Information Service, an approach not adopted before.
23. For young people it is proposed to engage both through existing youth groups in each authority area, but also through the good communication channels already developed as part of the School Travel Planning process.
24. A key hard-to-reach group has, in the past, proved to be the general car-driving public, who may not currently use, or see public transport and alternative modes as

a viable option. To engage with this group it is proposed to publicise the consultation process through advertising on fuel pumps at selected filling stations/supermarket forecourts across the sub-region.

25. For the business sector, it is again proposed to utilise the good communication channels already developed through the green commuter clubs and travel planning process established across the sub-region.
26. In terms of general awareness raising, to enable as wide a spread of engagement as possible, a publicity campaign is to be carried out through the four councils' existing media (Council Newsletters etc.) and responses sought through each authorities' citizens' panels. The level of general advertising that can be conducted needs to be investigated further in terms of the overall budget, although it is proposed to advertise the engagement process across the local press and media up to the limit of the funds available.

Budget

27. As reported to the Joint Transport Executive Committee on 16 July 2009 and set out in the Project Initiation Document for JLTP3, the overall budget for engagement (including printing and design costs) is £65,000. It is considered that this will be just sufficient, but it is recognised that the councils' budgets are under severe pressure in the current economic climate. The ability to significantly enhance the budget for additional work is limited. Hence, it will be necessary to procure smaller print runs of documents and materials than previously done through the first JLTP, but this is offset by much more use being made of electronic material. In terms of consultation documents for the strategy and delivery plan, use can be made of in-house printing facilities for hard copies, rather than using an external printing company.

The budget breakdown is shown below.

Engagement Materials		
	Artwork & Design	£11,000
	Engagement and Promotional materials, leaflets, displays etc.	£11,000
Final Documents		
	Artwork & web design	£10,000
	Printing of documents	£10,000
	Leaflets/summaries	£3,000
Awareness campaign – publicity		£5,000
Specific campaign (petrol pump adverts)		£5,000
Focus Group costs		£10,000
		£65,000

ANNEX I

Extract from DFT Guidance on LTP3 – July 2009

Consultation requirements

17. The Transport Act 2000 as amended places a duty on local transport authorities, when formulating policies and plans, to consult:

- bus operators
- rail operators¹⁷
- public transport user groups
- in the case of ITAs, district councils and any county councils in their area
- in the case of county councils, district councils
- the Secretary of State, in respect of Highways Agency roads (in practice, this would be via local HA contacts)
- any other people they consider appropriate (e.g. environmental organisations, disability groups¹²).

18. A further duty to involve, introduced in the Local Government and Public Involvement in Health Act 2007, requires local authorities and passenger transport authorities to involve citizens in local decision making and service provision.

19. Local transport authorities will need to consider these and other duties in determining the detail of how they develop and consult on their strategies and implementation plans. This will ensure local representatives are given genuine opportunities to influence decisions and delivery. Chapter 4 offers some advice in this area¹³ and Annex C gives a list of possible consultees.

Consulting and involving stakeholders

44. In developing and implementing an LTP, opportunities for stakeholder and public consultation should be considered at various stages. As well as undertaking formal written consultation, authorities may wish to consider using representative working groups, forums, ongoing market research and questionnaires, as a means of reaching and involving a wide range of stakeholders. Where appropriate, public consultation should extend to visitors to the area or people who work there; not only local businesses and residents. Local authorities are required to involve and consult disabled people in the development and implementation of their LTP.

45. Authorities should consider both established and more innovative ways of obtaining public views. Examples in the last rounds of LTPs have included establishing new consultation policies, presided over by a member-level review panel. Numerous other methods of gaining local input to transport plans and projects exist, including the use of web resources and other technology to improve data collection.

46. Authorities should consult on both strategies and implementation plans. To avoid 'consultation overload', it may be possible to link consultation with other documents (e.g. the local Sustainable Communities Strategy or the LAA). A list of statutory and suggested consultees is at Annex C.

ANNEX I

Annex C

I

Suggested List of Stakeholders for Local Transport Authorities to Consult

Statutory consultees in Local Transport Act

Bus operators

Highways Agency

Lower tier authorities (in the case of upper tier authorities)

Metropolitan districts (in the case of ITAs)

Passenger Transport Executives (PTEs)

Public transport users group

Rail operators (i.e. Network Rail and Train Operating Companies)

Regional Development Agencies (RDAs)

The Act also requires local transport authorities to consult such others as they consider appropriate. This might include the following, although this is not an exhaustive list:

Airports and Ports

Community and voluntary sector

Community Rail Partnerships

Crime and Disorder Reduction partnerships

County Sport and Physical Activity Partnerships (CPSAPs)

Disabled person groups

Environmental NGOs

Freight Transport Association

Integrated Youth Support Services

Jobcentre Plus

Local Access Forums

Local businesses and business groups

- Chambers of Commerce
- Economic partnerships
- Emergency partnerships
- Trade Associations (e.g. British Retail Consortium, Road Haulage Association)

Local Education Authority and universities.

Local and Regional Play Partnerships

National Parks and Park Authorities

Neighbouring authorities (including across national borders)

Parish and Town Councils

Planning authorities

Primary Care Trusts, as well as including NHS and private hospitals

Representatives of older people

Representatives of children and young people

Representatives of women's groups

Rural Community Councils

Statutory environmental bodies – Natural England, Environment Agency and English Heritage

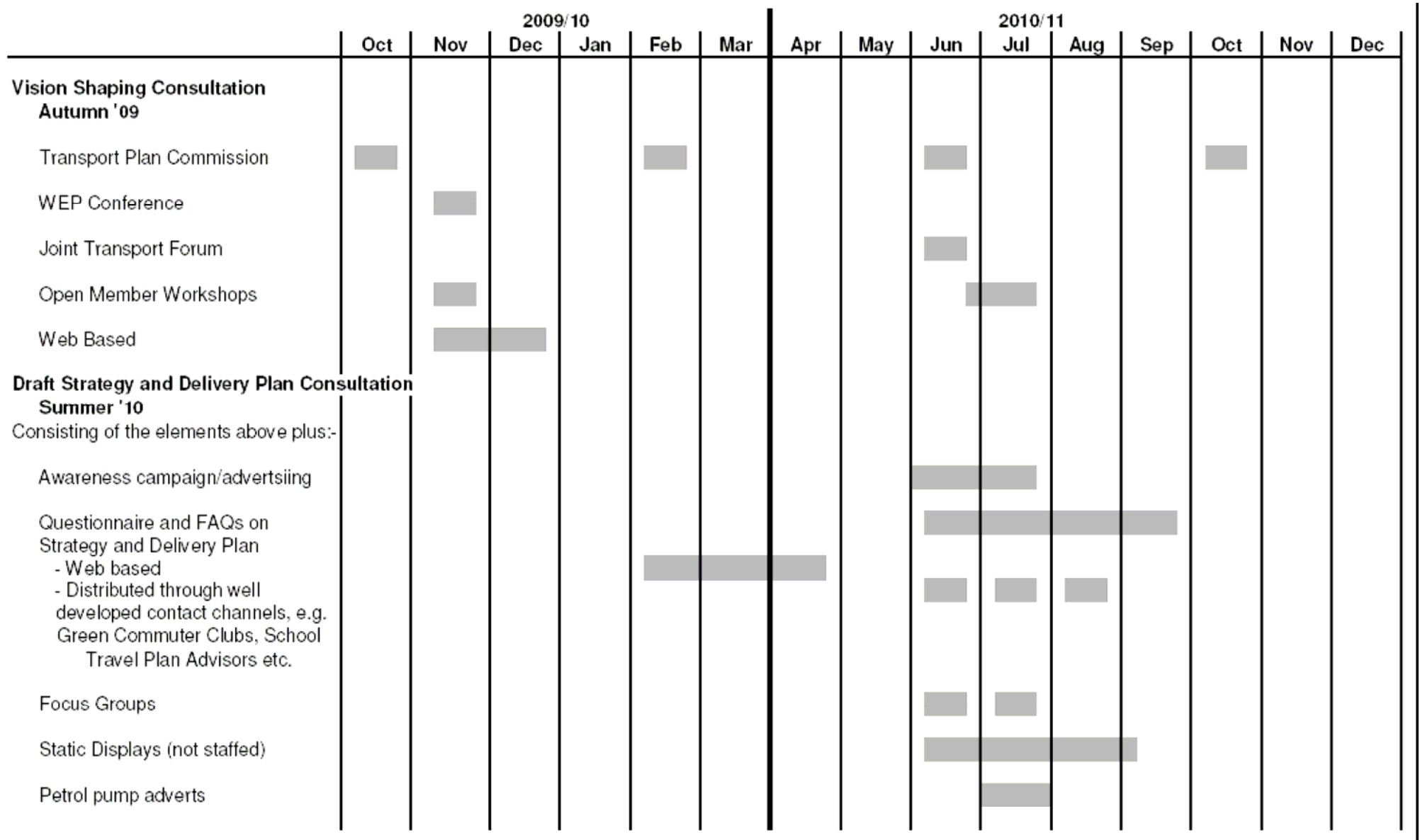
Taxi and private hire vehicle companies and organisations

Tourist Board

Youth Forums

Youth Opportunity Fund panels

Local transport authorities may find the Statement of Community Involvement, developed by the relevant planning authority, useful in identifying potential stakeholders and the best means of engaging with them.



Proposed membership of Transport Plan Commission

GWE Business West

University of the West of England (proposed because of their expertise in transport rather than being a representative of the higher education sector)

NHS Trust representative

Campaign For Better Transport

SUSTRANS

First Bus

Other local bus operator

First Great Western

Network Rail

Passenger Focus (representative body for rail and bus users)

RAC

Freight industry

Government Office for the South West

Highways Agency

South West Regional Development Agency

South West Councils