



# Liverpool City Region Combined Authority Combined Authority Transport Plan

## *Facilitating Inclusive Economy*



**June 19<sup>th</sup> 2019**  
Version 14 – LCR Combined Authority

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## **PREFACE BY THE METRO MAYOR AND LEAD MEMBER FOR TRANSPORT AND AIR QUALITY**

*The most successful city regions have the infrastructure to move goods, services and people quickly and efficiently within and between them. Our future prosperity depends on our ability to improve our connectivity and we are determined to create a fully integrated, modern and inclusive transport network that benefits everyone in the city region.*

*We know that the availability of good transport connectivity remains a barrier to employment and opportunity for too many in our city region and so we are acting to address this and improve our network. Investing £460 million to introduce a brand-new, more environmentally-friendly, train fleet for our city region. The fleet, which will be the most modern in the country, will be publicly owned by the city region and will support further investment in the capacity and quality of our local rail network.*

*In addition, we are looking at how we can use new devolved powers to create a bus network that works for our residents and enhances the economic, social and environmental benefits of bus transport. We want more people to use the bus to support our policies on air quality, carbon reduction, congestion, inclusion and access.*

*And at the same time, reducing the transport network's impact on our environment. The role of walking and cycling, for shorter journeys is key to this, which is why we have already invested £8m in the first phase of a new 472 mile walking and cycling network. And our port-related and logistics assets mean we need to plan for the movement of goods in a way that reduces its impact on people and on the environment.*

*At a regional level we are working closely with Transport for the North and have already secured a commitment from the Government of £100m to link the City Region to High Speed 2 and Northern Powerhouse Rail. As a strategic partner in Transport for the North we will continue working to secure a new faster, Liverpool to Manchester rail line and a new HS2/NPR station in Liverpool.*

*By looking at our transport infrastructure as an integrated whole we will create a system that works for everyone and contributes to the future prosperity of the whole of the Liverpool City Region.*

**Metro Mayor Steve Rotheram**

**Cllr Liam Robinson**

# 1. INTRODUCTION

## 1.1 The role of this Combined Authority Transport Plan

- 1.1.1 This Combined Authority Transport Plan articulates the Liverpool City Region Combined Authority's (LCRCA's) vision for transport. It focuses on delivery over the short term. It links closely with the city region's Transforming Cities Funding programme, which is part of the Strategic Investment Fund.
- 1.1.2 The plan provides a single source of information on adopted transport policy, based on current plans and priorities, summarised in the Appendix, and updated in light of the Metro Mayor's vision and the Combined Authority's investment priorities. It reflects new funding sources (e.g. the Strategic Investment Fund) and also the existence of new structures and priorities such as High Speed 2, [Transport for the North](#) and [Northern Powerhouse Rail](#).
- 1.1.3 This plan also seeks to guide the commissioning of activities and allocation of funds. It acts as a focal point for the future direction of transport development and provides context and backdrop to future funding bids, whether from devolved funds managed by the combined authority itself or from external sources.
- 1.1.4 It also sets out key priorities that will be worked-up or promoted in the short term but which will be securing funding and be delivered beyond the timeframes of this plan. Longer term, national funding sources are an unknown at this stage. Recommendations were made in 2018 by the [National Infrastructure Commission](#) on the need for greater levels of longer-term devolved funding and powers within city regions. Building on this evidence, the plan will be used to help inform the anticipated Comprehensive Spending Review in autumn 2019, to recognise the importance of our priorities city regionally and nationally
- 1.1.5 The Transport Plan replaces the Combined Authority's "[Transport Plan for Growth](#)", from March 2015. It does not in itself replace the statutory [Merseyside Local Transport Plan](#) and [Halton Local Transport Plan](#) from 2011. Instead, it provides a non-statutory, updated statement of current priorities and provides a bridge between our statutory plans and the development of a new, statutory Transport Plan for the city region.
- 1.1.6 This new, longer term transport plan will follow the development of an overarching Local Industrial Strategy and core considerations such as our [Spatial Development Framework](#). By not pre-empting this process, we will better ensure that we integrate longer-term transport policies with our social and economic vision and priorities, including our spatial planning vision. This aspect is set out further in Part 5.

## 1.2 The Combined Authority's Responsibilities

- 1.2.1 In November 2015, the LCRCA secured a [Devolution Agreement](#) with Government, securing £900m of funding over a 30 year period, and brought together other funds into a Strategic Investment Fund (SIF). The Agreement also brought with it the devolution of powers and responsibilities from Government. Devolution is an important opportunity for the Liverpool City Region to take control over its own future, prioritise the things that matter most and that best meet local needs.
- 1.2.2 For transport, the Deal allowed for the devolution of a range of powers and functions, including:-
- a devolved and consolidated **local transport budget** with a multi-year settlement
  - The ability to **franchise bus services** in the city region, subject to necessary legislation and local consultation
  - A **Key Route Network** of local roads managed and maintained by the Combined Authority through a single asset management plan and streamlined contractual and delivery arrangements
  - a long term **Special Rail Grant Settlement** for the Merseyrail network to allow Merseytravel to progress procurement of new trains for the Merseyrail network.
  - The potential **devolution of the management of rail stations** on the Merseyrail Electrics network and, subsequently, all stations in the Liverpool City Region.
- 1.2.3 The [Combined Authority](#) is responsible for setting transport policy and funding decisions, supported and advised by its Transport Committee. Merseytravel is the LCRCA's executive body, responsible for delivering transport services and managing and co-ordinating delivery. Merseytravel's responsibilities are evolving from passenger transport service co-ordination to multi-modal transport powers, in line with the Authority's responsibilities across of forms of transport.
- 1.2.4 The six constituent local authorities remain statutory bodies with specific legal powers and frontline delivery responsibilities, and which include functions such as local planning, local highways and taxi licensing. Joint working and collaboration between the local authorities, the Combined Authority and Merseytravel remains critical to the success of future transport planning and delivery.
- 1.2.5 In addition to the transport functions that the Authority has secured, an overriding benefit concerns the alignment of transport powers

and policies with wider powers or influence over economic development, employment and skills, culture, spatial planning, housing, energy, low carbon, air quality, digital infrastructure and funding.

- 1.2.6 Partnership working with the constituent local authorities remains critical to the success of the Plan and to deliver the shared LCR priorities and to support the partners in the delivery of their local priorities.

### 1.3 The Combined Authority’s funding role

- 1.3.1 Funding arrangements have changed significantly as a result of the devolution deal and through the creation of the Mayoral Combined Authority, as outlined in the preceding section. This has had a particular bearing upon traditional transport capital funding allocations awarded by central government.
- 1.3.2 The Combined Authority also acts as the levying body for transport revenue funds in Merseyside, a precept-raising body and as accountable body for most new funding sources
- 1.3.3 Most new capital funds managed by the Combined Authority take the form of a single pot known as the [Strategic Investment Fund](#) (SIF). SIF is un-ringfenced and can be freely allocated across different themes according to evidenced need and locally determined priorities.

Liverpool City Region Single Pot (£ mil.)	2016/17	2017/18	2018/19	2019/20	2020/21	Total
<b>Total</b>	127.7	93.3	83.8	76.7	76.7	458.2
<b>Investment Fund</b>	30.0	30.0	30.0	30.0	30.0	150.0
<b>Local Growth Fund</b>	71.2	36.8	27.3	20.1	20.1	175.6
<b>Transport</b>	26.5	26.5	26.5	26.5	26.5	132.6

- 1.3.4 The SIF includes £172.5 million from the [Transforming Cities Fund](#), which is intended to drive up productivity through investment in public and sustainable transport, focused on enhanced intra-city connectivity. This opportunity provides a major area of focus for this plan.
- 1.3.5 The Transforming Cities Fund is profiled annually through to 2022/23 as shown in the table below.

Year	2018/19	2019/20	2020/21	2021/22	2022/23	Total
<b>Profile</b>	£10m	£30m	£40m	£54m	£38.5	£172.5m

## 2. ISSUES AND CHALLENGES

### 2.1 Growth and Jobs

2.1.1 Transport can support the city region's growth priorities in three main ways:-

- a) Supporting access to key growth sites, places of learning and cultural venues from home or transport hub. This is through enhanced connectivity and mobility enhancements or improved ticketing offers, to address barriers to accessing key facilities;
- b) ensuring that the city region's transformational transport-oriented economic growth priorities and opportunities (e.g. its ports, airport, Northern Powerhouse Rail and High Speed 2 and the movements of freight) are clearly evidenced and exploited in a way that supports our people, communities and businesses; and
- c) Ensuring that these transport and growth interventions support the Combined Authority's inclusive economy agenda, through primarily by providing better connectivity to job opportunities, but also through contributing to a radical reduction in emissions and improving levels of equality, health and wellbeing.

2.1.2 The Liverpool City Region is a growing economy, with a 5% growth rate in 2018 tracking above the national average. But we still face challenges relating to workforce productivity, labour market inactivity and attracting investment. Good quality transport networks, both within the region and beyond it, can help support a sustainable growth pattern which benefits our people and businesses.

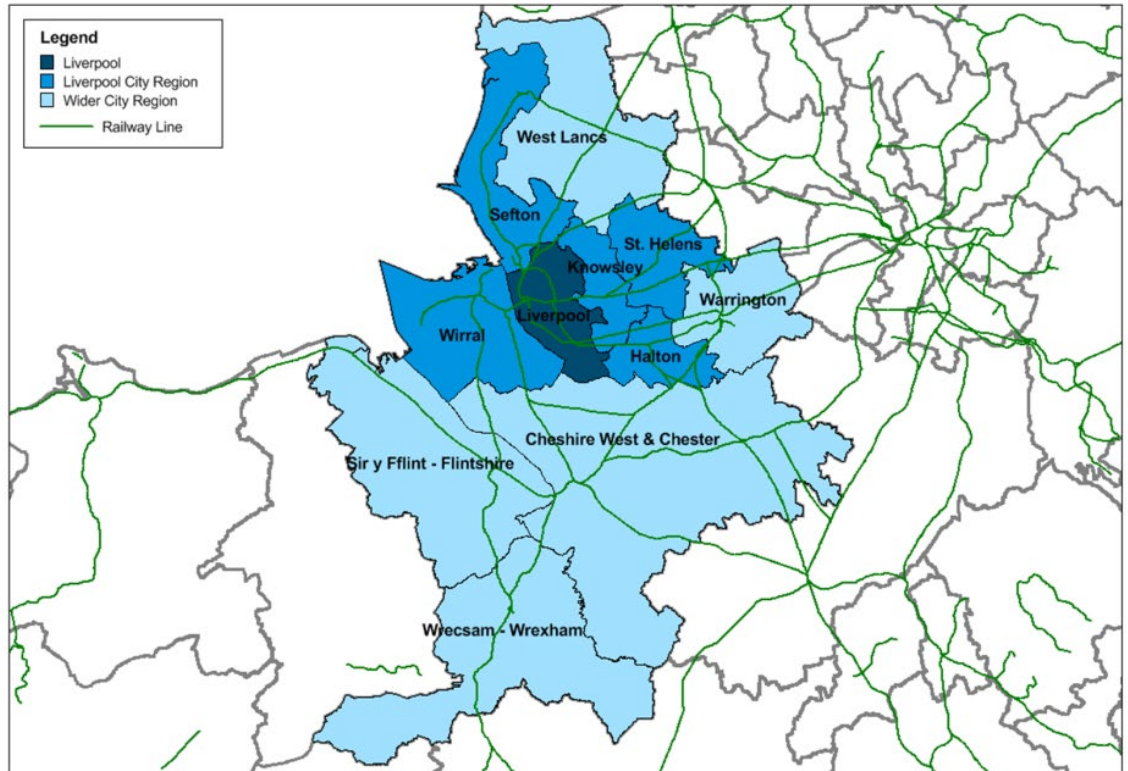
2.1.3 The Merseyrail network is the "jewel in the crown" of the city's rail assets and patronage has grown rapidly since the franchise was devolved in 2004 – from 32 million passengers in 2009/10 to 35.4 million in 2016/17 (growth of 10%) . It is being enhanced through a £460 million programme to replace ageing rolling stock with new, bespoke rolling stock with better performance and higher capacity from 2019 onwards. The programme also includes major upgrades to the power supplies and to platform access. However, the network is under pressure from a capacity and resilience perspective and its core pressure point is at Liverpool Central Station, which serves the city centre and its related economic assets. It also provides the critical interchange to outlying economic centres and residential areas.

2.1.4 Other parts of the city region's rail network are of poorer quality and are under-performing, such as on cross border links between Liverpool and Wirral and the strategically important [Deeside](#)

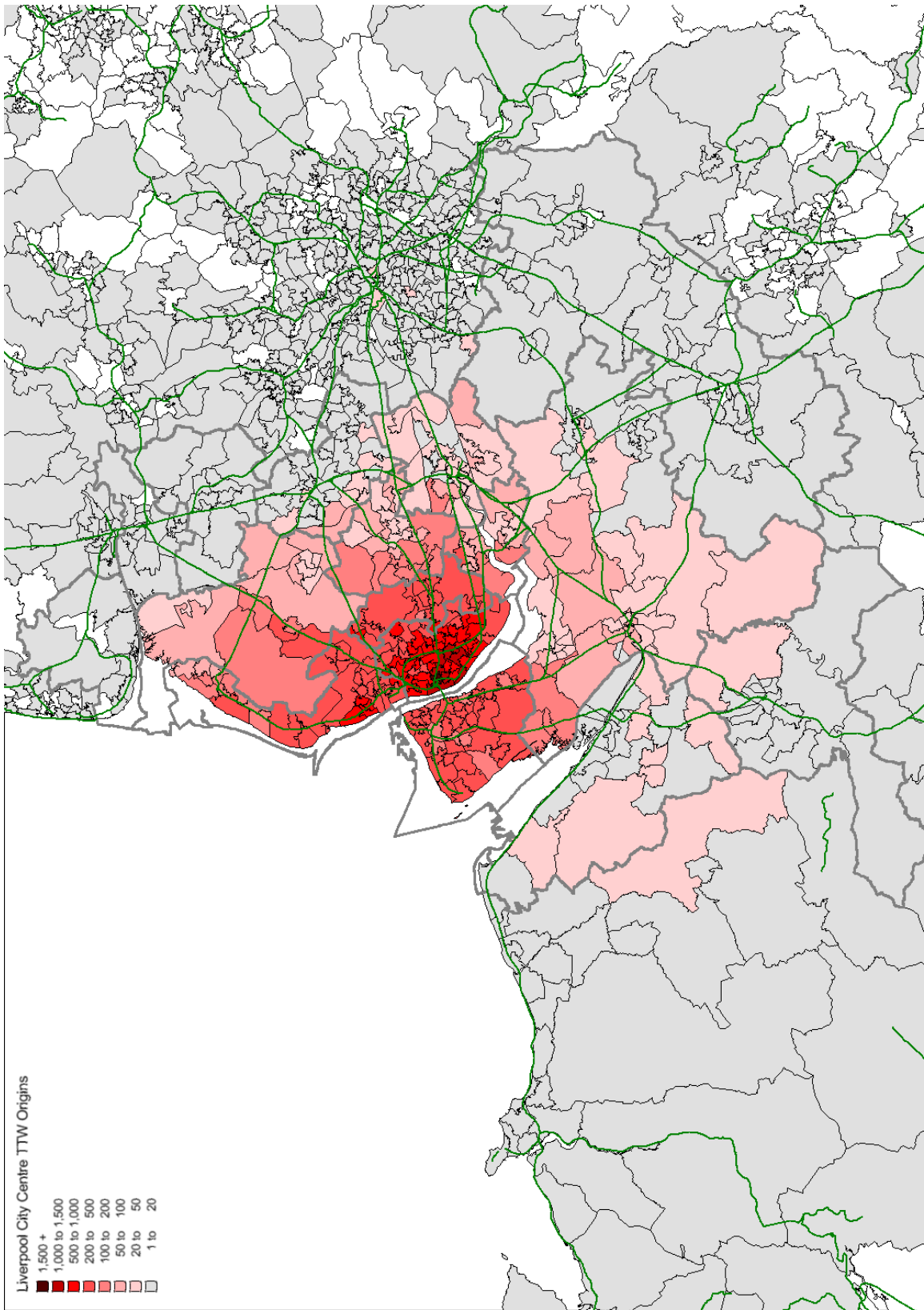
[Industrial Park](#) near Shotton in North Wales. Significant parts of the city region are less well served by the rail network, particularly growth areas such as [Daresbury Enterprise Zone](#) near Runcorn in Halton, manufacturing and logistics sites in Kirkby, Knowsley, [Parkside](#) near Newton-le-Willows and Haydock in St Helens, and advanced manufacturing and health and life science assets in [Wirral](#), [South Liverpool](#) and in Liverpool city centre's [Knowledge Quarter](#).

- 2.1.5 But this is not solely a rail-related issue; the role of the bus is critical and forms a core component of an integrated public transport network, especially given the historic concentration of the rail network. Whilst 80% of public transport journeys in our City Region are made by bus, only 10% of these are commuter journeys, so there is a greater role that the bus can play in growing the City Region's economy, better linking people with jobs and opportunities. Bus patronage has been in decline over many years, but the trend has been bucked in recent years, with a 16% per cent increase in fare-paying passenger journeys as of spring 2019 since 2013/14.
- 2.1.6 Car dependency in turn leads to pressures on local highway networks and congestion hotspots, whilst also worsening the maintenance backlog affecting our overall highway network. Equally, rates of walking and cycling are low (typically accounting for around 4.5% and 1% of all trips, respectively), yet are critically important as clean, affordable and healthy forms of travel that we want to exploit.
- 2.1.7 The Liverpool City Region is not a self-contained unit and enjoys close functional relationships with local authorities in North East Wales, Cheshire West, Lancashire and Greater Manchester (especially between Liverpool and Manchester and St Helens and Wigan). The travel-to-work area for the city region covers a much wider economic geography and with this patterns likely to increase as work patterns become more ever more flexible and variable. Ensuring that we consider, and plan for sustainable cross-boundary movements is therefore critically important, especially in a Transport for the North and Northern Powerhouse context.

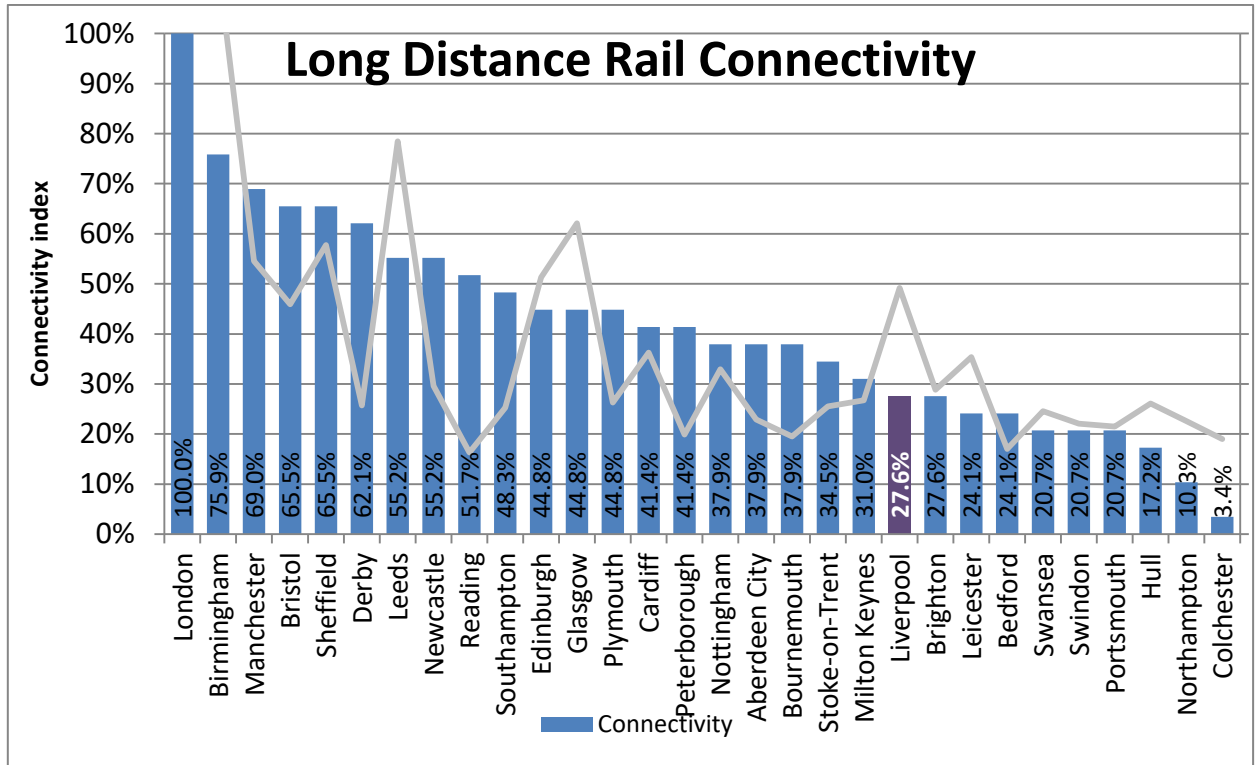




2.1.8 The map overlaid identifies core travel-to-work areas centred upon Liverpool City Centre as an example. This highlights the direct relationship between the rail network and the travel-to-work area and the importance of rail network in particular in supporting cleaner and lower carbon work-based trips:-



2.1.9 Inter-regional connectivity is also vital for supporting growth in exports amongst our business base, attracting and retaining high-skilled employees to drive our economy and to maximise our competitive advantage as the UK's largest Western facing port City Region.



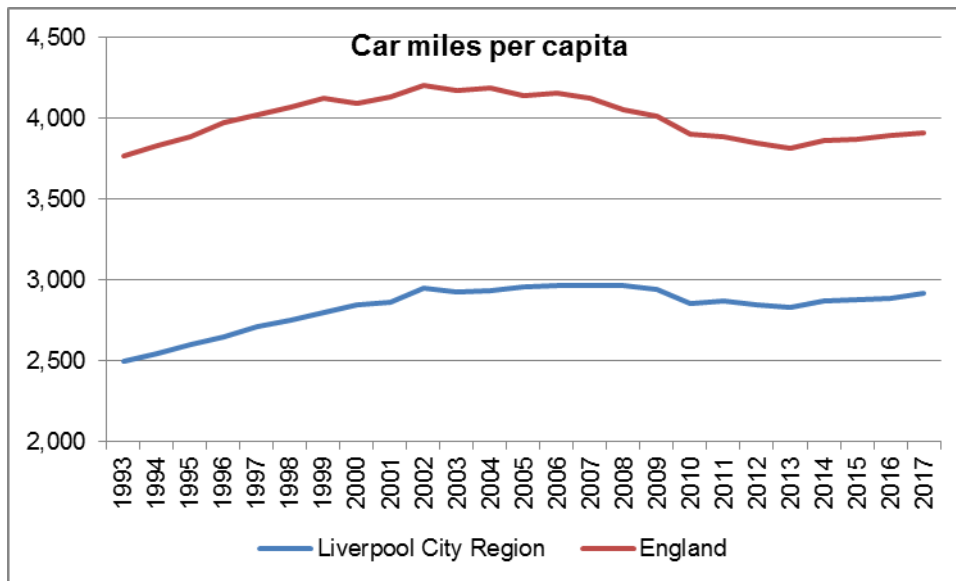
2.1.10 As the chart above highlights, our national rail connectivity is comparatively poor for a city region of our scale and population – we will continue to work with Government and partners within the Northern Powerhouse to address this, and to support efforts to rebalance the UK economy.

## 2.2 Modal Shift

2.2.1 Transport is changing and becoming more focused on the principle of “mobility” across all modes and providers, and a much growing propensity for people to “blend” journeys by car, bus, taxi, train, foot, bike or taxi according to need, pricing or other personal circumstances. The revolution in on-demand taxi services is an obvious example of “mobility as a service” (“MaaS”) that offers the same level of convenience as a private car. The imperative is to create a cleaner, more efficient and fully integrated transport system that has fewer negative impacts on population health.

2.2.2 Allied to this is the emerging theory of “peak car”, where the number of car miles per person has levelled off or declined since the mid-1990s. This may suggest that levels of car usage have

peaked, and challenges the logic of planning for continued usage in private cars. Changes in travel behaviour are influenced by wider economic factors, such as the trend towards a shared economy of service provision rather than product ownership.



Source: Car vehicle traffic, DfT

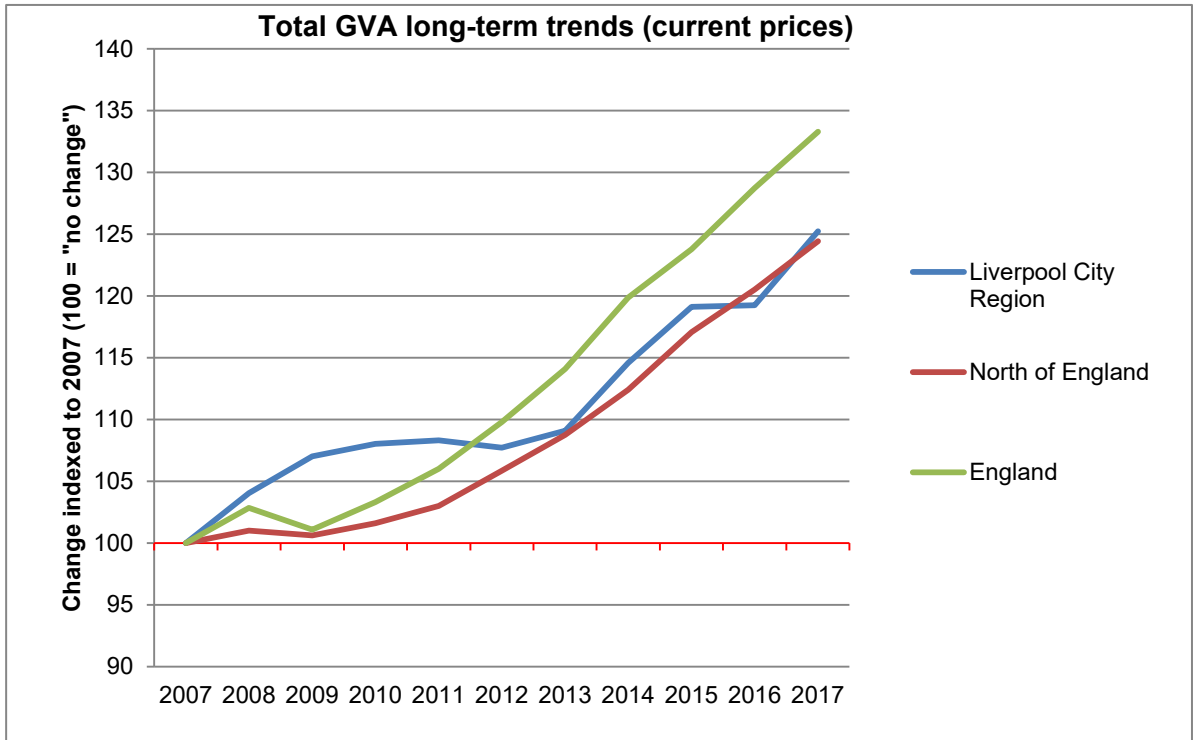
2.2.3 This plan look to harness this perceived trend for a switch to sustainable transport linked to growth for public and economic benefit, using devolved funds that are available in the immediate term to:

- encourage usage of public transport through improved provision (such as an improved bus infrastructure, new or improved rail infrastructure and ensuring these are complimentary),
- encourage healthy travel by supporting the rollout of an LCR cycling and walking network;
- better use of technology, such as urban traffic management tools to manage traffic flows and demand; and
- drive innovation in transport delivery (through ‘on demand’ services such as Arriva Click-style models and an improved ticketing provision or ‘greening’ travel by investment in schemes such as our hydrogen powered bus fleet).

## 2.3 A People Centred Approach

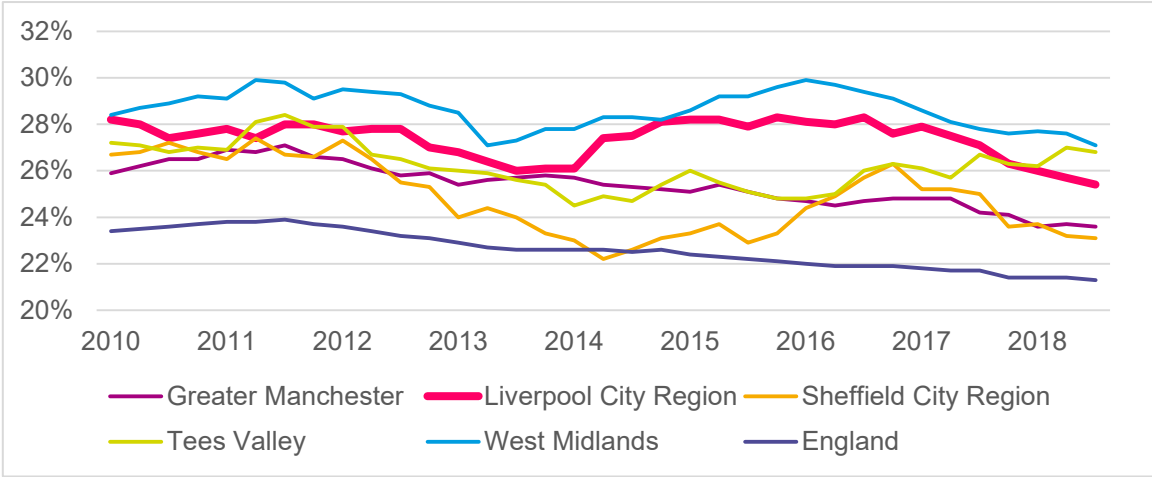
2.3.1 As illustrated in the chart below, the LCR economy has been growing faster than the national average. However, significant challenges remain in ensuring the proceeds of this growth benefit the city region’s people, which in turn have a knock-on impact on the productivity and economic fortunes of the city region. The LCR is amongst the worst in relation to the eleven Northern Powerhouse

Local Enterprise Partnership areas for indices of multiple deprivation, with each of our constituent Local Authorities facing localised inequality, ill-health and inactivity challenges, often in boroughs neighbouring those with more affluent prospects.

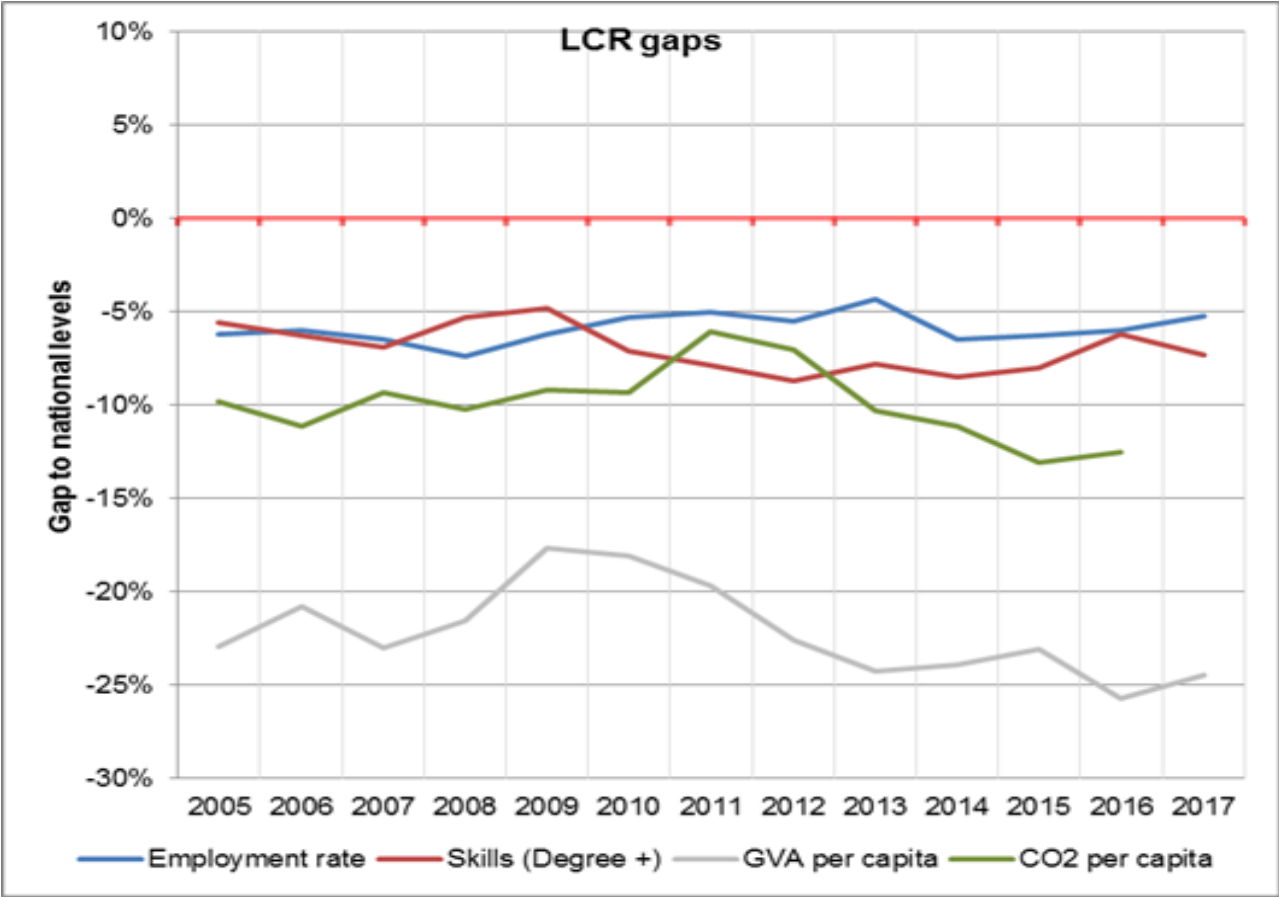


2.3.2 As the charts below illustrate, the biggest challenges include an historic skills gap, low labour market participation, the need for more private sector jobs, and entrenched pockets of concentrated poverty. A **good quality, affordable and accessible transport system is a necessity** to link people to employment opportunities, to critical services such as schools and hospitals, and to allow them to benefit from the world leading cultural and natural assets which support wellbeing in our City Region.

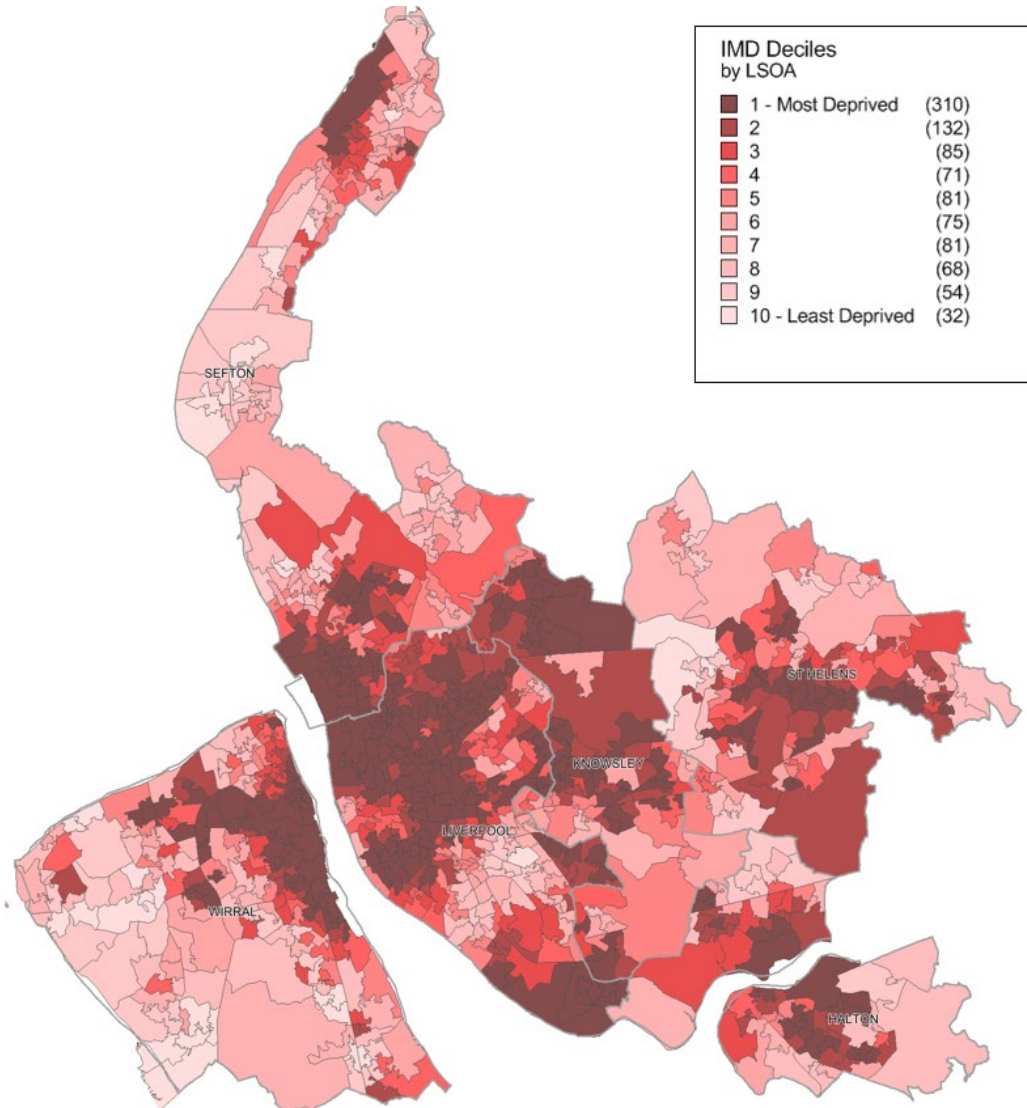
*Economic inactivity rates*



*LCR gaps relative to national levels*



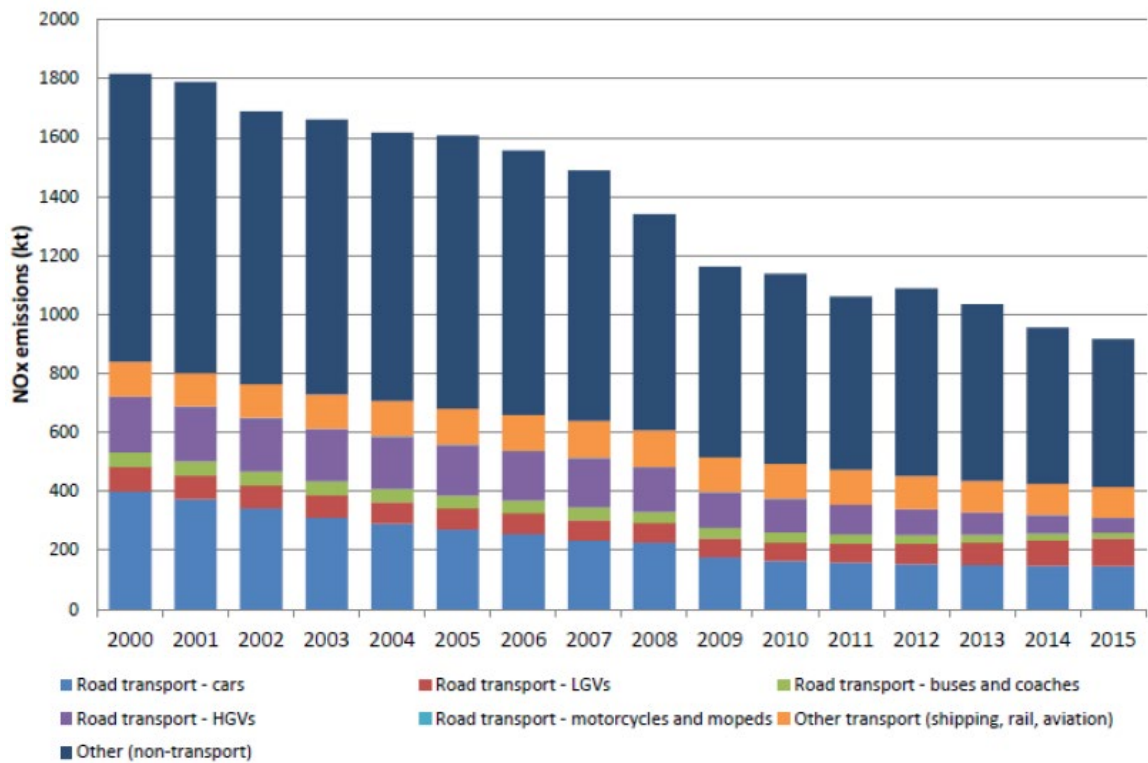
## Indices of Multiple Deprivation across the LCR



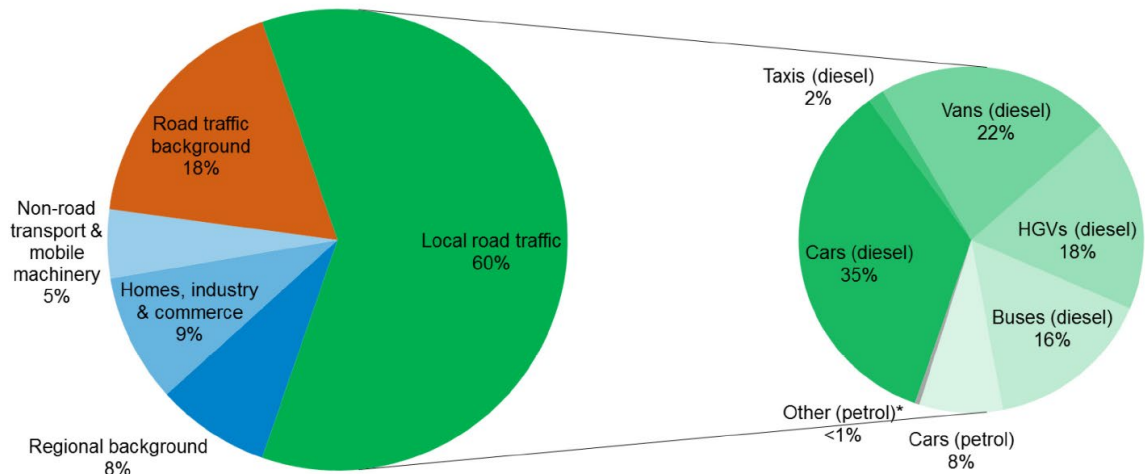
2.3.3 The City Region also faces a significant air quality problem, with impacts from transport across all Local Authority areas. Poor air quality has significant negative health impacts on our population, notably children and those in deprived areas.

2.3.4 Transport, and transport accessibility – notably the City Region’s overreliance on cars for many short journeys – play a significant role in our poor air quality outcomes. The charts below identify the contribution of transport nationally in terms of poor air quality arising from Nitrogen Dioxide emissions.

Annual UK emissions of Nitrous Oxides (NOx) since 2000 – source: Defra, 2017



UK national average NOx roadside concentration by source of NOx emissions in 2015 - source: Defra, 2017

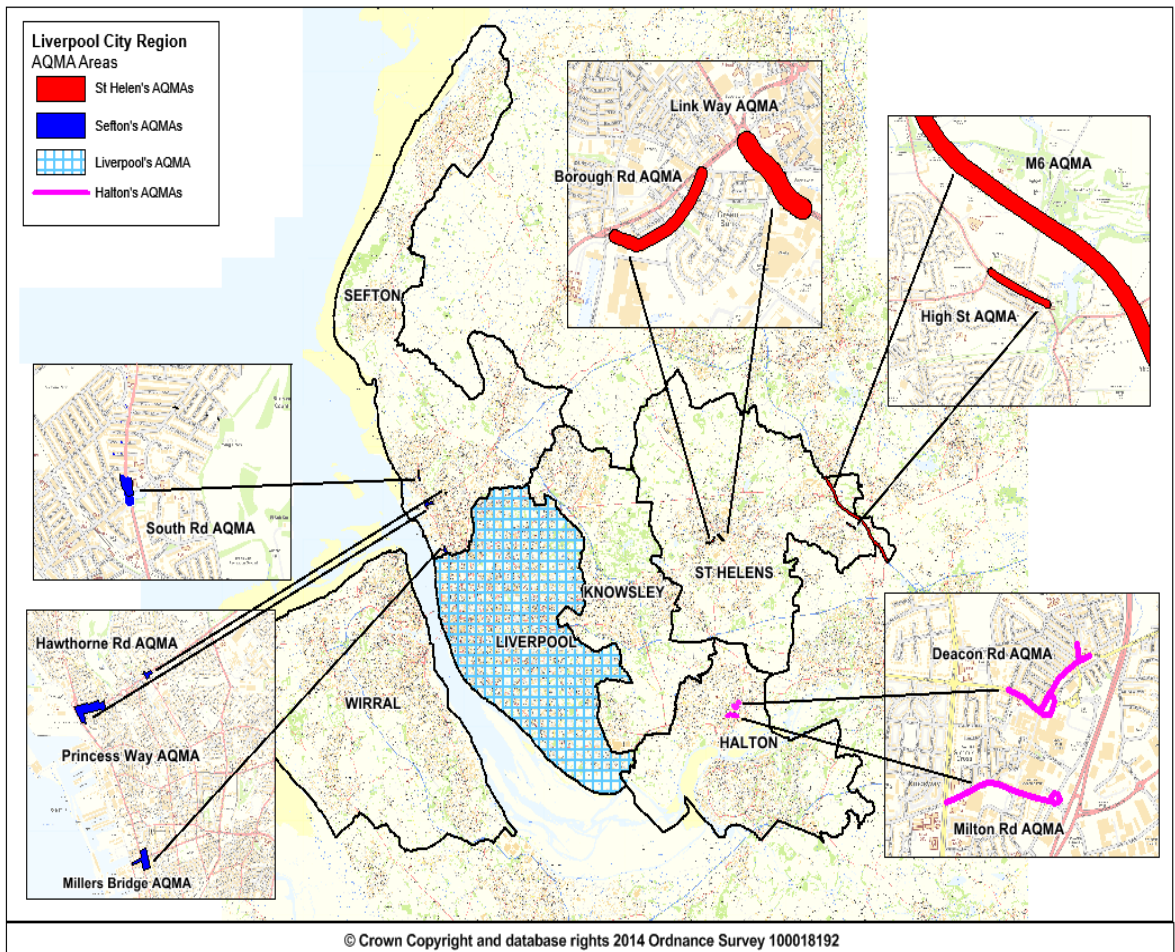


2.3.5 The plan overleaf overlays the major arterial roads of the City Region, showing their proximity to boroughs with high indices of multiple deprivation. Many of these routes correlate with the City Region's Air Quality Management Areas in the diagram that follows.





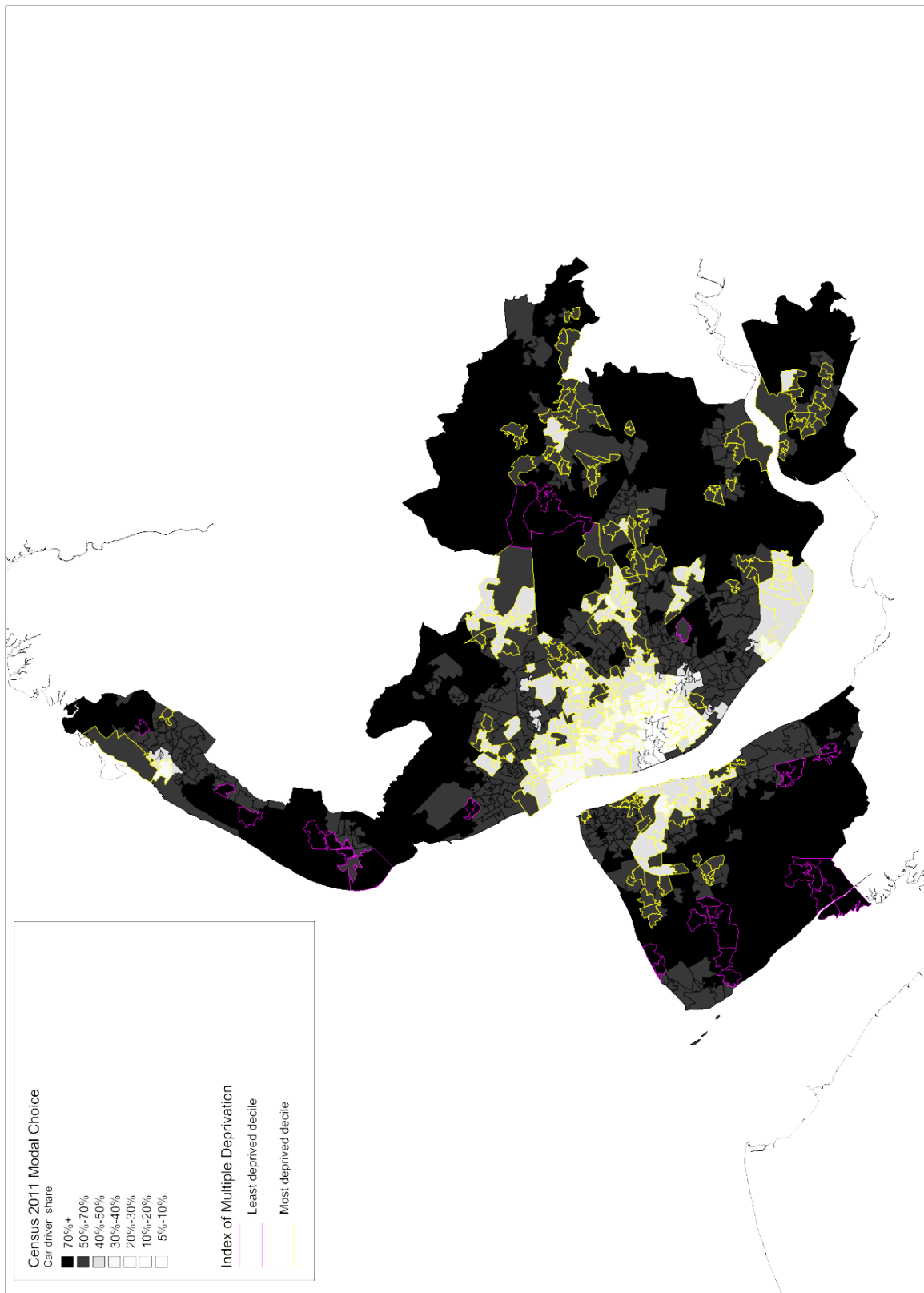
## Designated Air Quality Management Areas (AQMAs) within the LCR



2.3.6 Allied to the air quality challenge is the more intensive car usage on the periphery of the city region, as per the map overleaf drawn from 2011 Census data overleaf. There is a direct link between more affluent areas and higher rates of car usage, where car ownership rates are higher. Equally, less affluent areas will often experience the impact of these car borne trips through their communities.

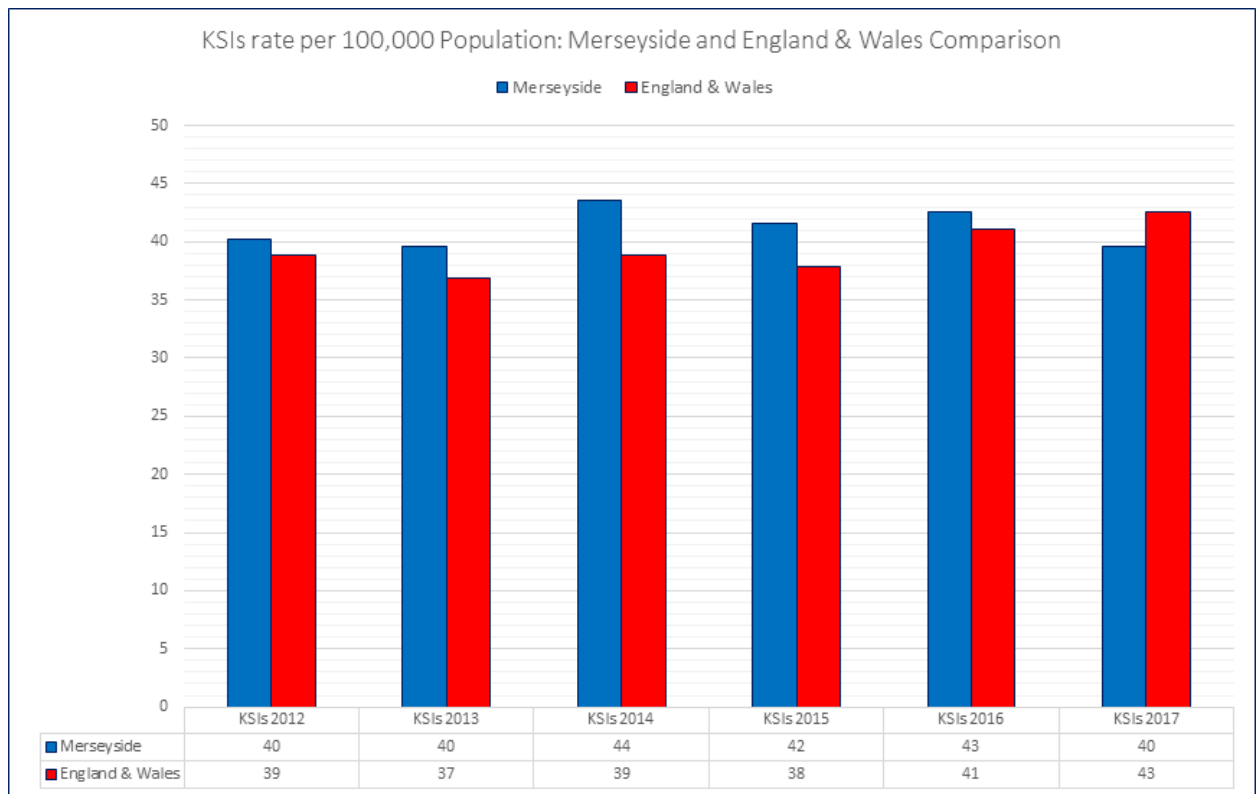
2.3.7 Parking availability and management is core issue that affects the use and attractiveness of public transport, walking and cycling. Historically, there has been a perception that plentiful, low cost car parking correlates directly with vibrant and prosperous town and village centres. However, this perception is inconsistent with this plan's imperative to manage car demand and usage, as part of an inclusive model of growth.

*Census 2011 – modal choice (car driver mode share) overlaid with indices of multiple deprivation*



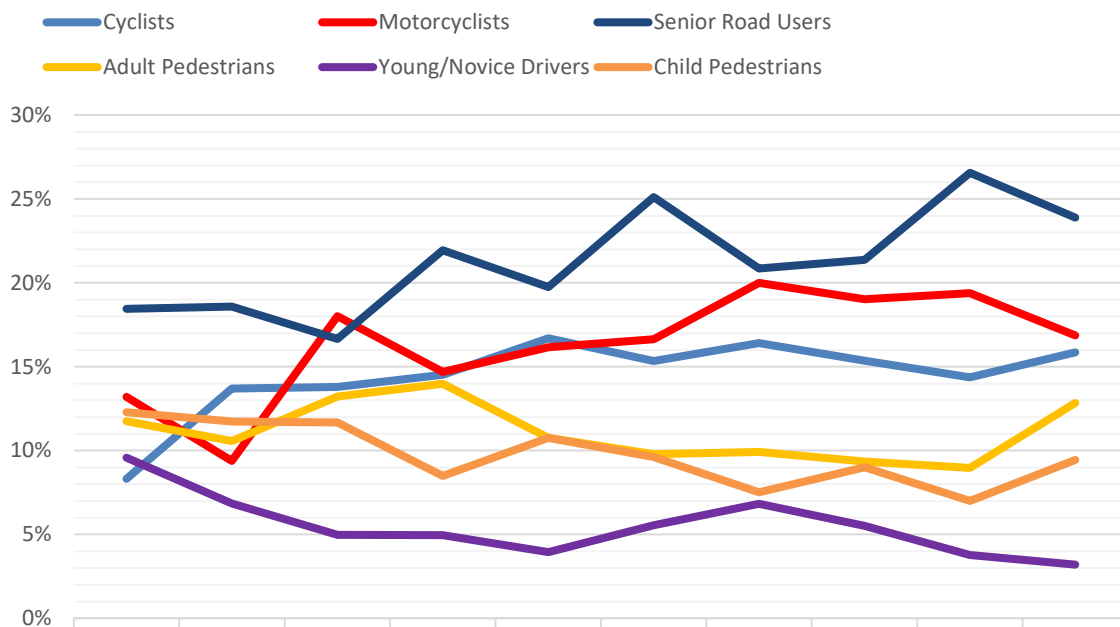
2.3.8 Air quality, and its impact on public health, has not been a primary concern in the development of transport plans and scheme pipelines for the City Region. This needs to change. The Transforming Cities Fund, and our broader Strategic Investment Fund, offer significant levers for us to direct our support to approaches which foster environmentally sustainable transport, and to ensure that new sites for housing and employment, and our world leading sports and cultural offers, are served by sustainable transport solutions which will not worsen health outcomes for local residents.

2.3.9 Rates of people killed and seriously injured on Merseyside’s roads increased significantly between 2010 and 2016 (511 in 2010 compared with 599 in 2016), although [reductions](#) were recorded in 2017 and 2018 following intervention via the Liverpool City Region Road Safety Strategy 2017- 2020. The risks associated with poor air quality and exposure to road traffic collisions are higher in more disadvantaged areas, which are typically traversed by busy, heavily trafficked arterial routes into and out of the city.



## Merseyside: Thematic Groups and Proportion of People Killed and Seriously Injured (KSIs) 2009 - 2018

(NB: 2018 data subject to DfT validation)



	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Cyclists	8%	14%	14%	15%	17%	15%	16%	15%	14%	16%
Motorcyclists	13%	9%	18%	15%	16%	17%	20%	19%	19%	17%
Senior Road Users	18%	19%	17%	22%	20%	25%	21%	21%	27%	24%
Adult Pedestrians	12%	11%	13%	14%	11%	10%	10%	9%	9%	13%
Young/Novice Drivers	10%	7%	5%	5%	4%	6%	7%	6%	4%	3%
Child Pedestrians	12%	12%	12%	8%	11%	10%	8%	9%	7%	9%

### **3. OUR STRATEGIC VISION FOR TRANSPORT**

3.1 The preceding section has identified the main issues and challenges affecting the city region and which have been grouped around:-

- Growth and Jobs
- Modal Shift
- A People Centred Approach

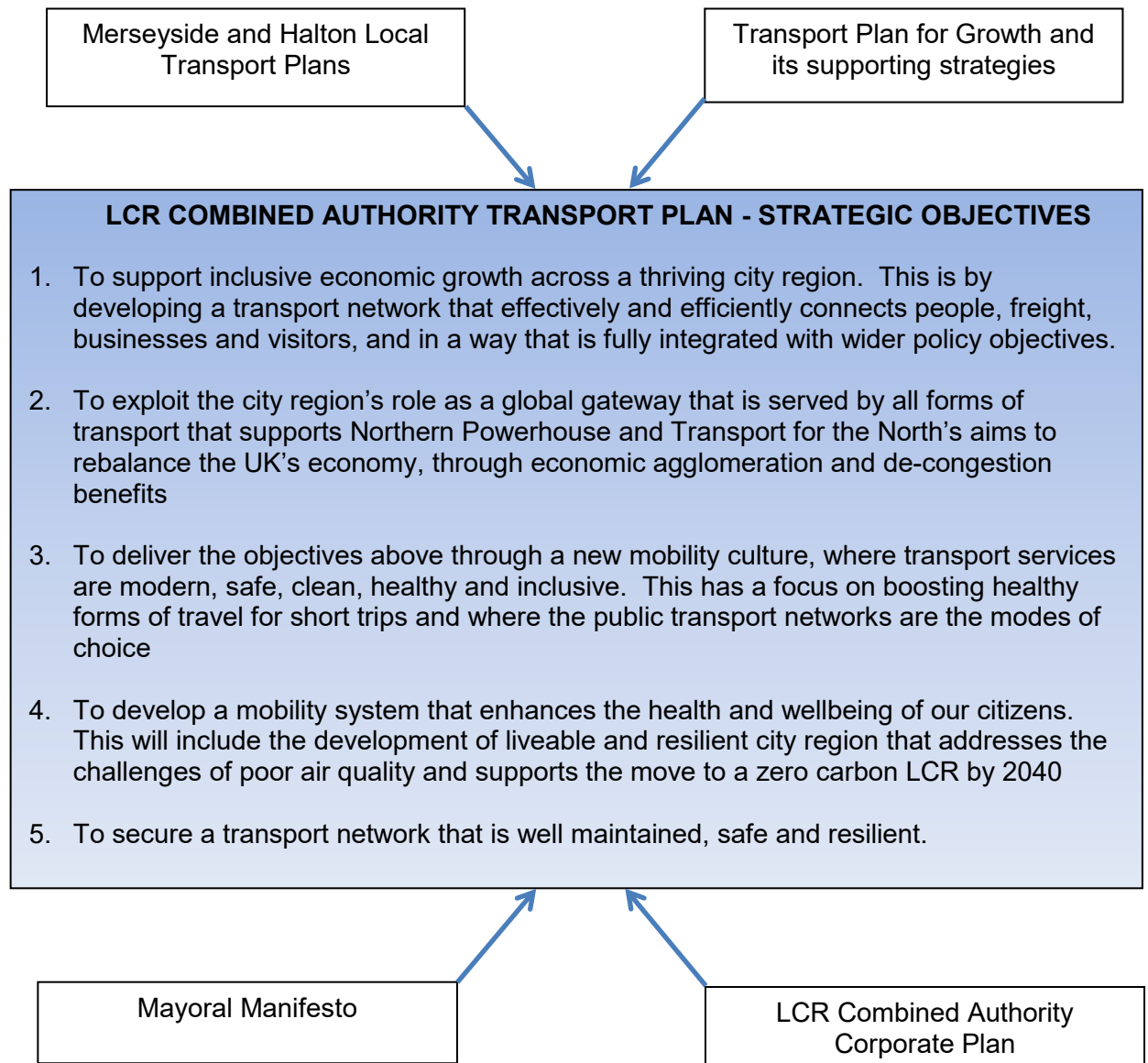
3.2 Many of these challenges have been reflected in other recent plans and strategies, and which remain relevant. This Transport Plan therefore uses as its base the principles in the existing [Transport Plan for Growth](#) and [Merseyside](#) and [Halton](#) Local Transport Plans (LTPs) adopted in 2011 and supporting thematic plans and strategies that are summarised in the Appendix.

3.3 This plan also aligns these with the [Manifesto](#) commitments of the Metro Mayor, as directed in the LCRCA [Corporate Plan](#).

3.4 Our core vision is to develop a transport system which:

- is comprehensive, affordable and reliable
- is integrated and easy to use
- supports the development of new and existing communities
- is green, and is healthy

and which is set out in more detail in the strategic objectives shown over the page.



## 4. DELIVERING OUR TRANSPORT OBJECTIVES

Section 2 of this document outlines the evidence-based issues which we hope to address through the delivery of this LCR Combined Authority Transport Plan.

Section 3 highlights the guiding vision for the plan and the Objectives we will drive towards, in order to fulfil our vision of a transport network which

- is comprehensive, affordable and reliable
- is integrated and easy to use
- supports the development of new and existing communities
- is green, and is healthy

In this section, we outline actions under each objective to deliver our vision for a new mobility culture in the city region. This is to help address the needs of our citizens, and have a positive impact on health, wellbeing and our shared prosperity.

### 4.1 OBJECTIVE 1

To support inclusive economic growth across a thriving city region by developing a transport network that effectively and efficiently connects people, freight, businesses and visitors, and in a way that is fully integrated with wider policy objectives

#### Supporting an inclusive economy

4.1.1 The focus on future growth, linked to the Mayor's manifesto ambitions, is to secure an inclusive economy. This provides a clear rationale for a transport system which is affordable, accessible and supports clean growth.

#### ***PRIORITY ACTION 1.1 SUPPORTING A CLEAN, INCLUSIVE ECONOMY***

*Transport investments will be commissioned and delivered in a way that supports the principle of the new mobility culture and inclusive economy.*

*This will include supporting social and economic growth in a way that improves accessibility and affordability, and also reduces reliance on personal car usage, and improves the health and wellbeing of the city region's residents, workforce and visitors.*



### Integrating transport delivery across all policy areas

- 4.1.2 Transport's role in supporting the broader ambitions of the city region will be factored into both evidence gathering and policy development and delivery. We will use our extensive transport evidence base to inform wider Combined Authority policy processes, notably in the development of the Spatial Development Strategy and Local Industrial Strategy.
- 4.1.3 The city region's Strategic Investment Fund's [Investment Strategy](#) is also an important marker. This highlights significant new growth and development opportunities are focused on the city region's knowledge economy, advanced manufacturing, the visitor economy and the port and logistics growth sectors and which will guide the prioritisation of corresponding transport measures.
- 4.1.4 The plan overleaf identifies the broad location of many committed and planned housing and major employment developments across the city region. It provides a basis for identifying gaps and prioritising investments and solutions. Aligning spatial planning and transport priorities in particular is a core aim, linked to [national planning guidance](#).

#### **PRIORITY ACTION 1.2**

#### **SUPPORTING THE EVIDENCED NEEDS OF THE LCR**

*Transport policies, priorities and interventions will be fully linked with the wider strategic priorities, policies and funding opportunities of the Combined Authority and its partners.*

*Examples of key housing and industrial land designations (2018)*

**Liverpool City Region  
Housing & Employment Sites 2018**



4.1.5 We have already committed funding to a number of strategically important projects, to facilitate new economic growth and housing ambitions. These provide some indication as to the types of interventions we may consider and commission in the future, but an immediate focus in the short term is to oversee the completion and promotion of these schemes:-

- The reinstatement of the Halton Curve to enhance cross-border connectivity
- Maghull North is the first new railway station in nearly 20 years, designed to support housing and access for employment and to and from the city
- The Sustainable Transport Enhancement Package (STEP) to facilitate a shift to sustainable travel modes across the city region, in support of enhanced access and growth
- the City Centre Connectivity Scheme (Phases 1 and 2) to radically enhance the accessibility, connectivity and sustainability of the city
- access to Halsnead Garden Suburb, with potential to deliver approximately 1,600 homes and 22.5 hectares of employment land; and
- a new enabling access and spine road to serve the Parkside Rail Freight Interchange.



*Halsnead Garden Suburb – Knowsley MBC*

**PRIORITY ACTION 1.3  
DELIVERING COMMITTED TRANSPORT SCHEMES**

*We will focus resources on supporting and delivering the pipeline of approved and committed transport schemes funded from the Local Growth Fund and the Strategic Investment Fund to realise the wider social, economic and environmental benefits that they support.*

4.1.6 As this plan has a short-term delivery focus, there are several emerging schemes and concepts that will be tested and developed during its lifetime, linked to major development proposals and spatial priorities being planned. These may be developed further as potential candidates through the Single Investment Fund, through Transport for the North or nationally, e.g. through the [Large Local Major Schemes](#) programme. Examples of such schemes include:-

- Major enhancements to M62 and Queens Drive Rocket Junction
- South Liverpool Key Corridors to support access to major housing growth at the Garden Festival Site in Liverpool
- Improved access to Simonswood Industrial Estate and Knowsley Business Park
- Maritime Corridor enhancements in Sefton
- Southport Eastern Access improvements
- South Liverpool Global Gateway Eastern Access Corridor
- A41 corridor enhancements in Wirral, together with gateways and supporting road infrastructure for Wirral Waters

4.1.7 A major priority in the short term will be to commission, commit and spend the £172 million secured in capital grant from the Transforming Cities Fund as per the Combined Authority's [commissioning plan](#).

***Theme 1: Improving and expanding the public transport network to meet new areas of demand***

***Theme 2: Improving the appeal of public transport, and particularly bus, against private transport***

***Theme 3: Intervening for health and wellbeing***

4.1.8 As this fund stems from the Government's Industrial Strategy, core outcomes seek to support increased skills and productivity in a way that improves levels of public transport, walking and cycling, tackles congestion and enhances air quality.

**PRIORITY ACTION 1.4  
USING TRANSFORMING CITIES FUNDS TO DELIVER INCLUSIVE GROWTH**

*The city region's Transforming Cities Fund will be commissioned on a rolling basis as the principal transport-related fund to support the delivery of the inclusive growth and productivity agenda in the immediate term.*

*The fund focuses on three interrelated themes in the [commissioning plan](#) that relate to enhanced rail connectivity, maximising the attractiveness of bus and revolutionising cycling infrastructure & improving health. Significant development funding is also available through the SIF Round 2 process.*

*The city region will support the acceleration of the following potential transport schemes that tackle or support:-*

- a. Capacity constraints at Liverpool Central Station*
- b. The accessibility of key rail stations that support growth and facilitate modal shift*
- c. Enhanced rail access to serve major areas of growth in the city region, including the Headbolt Lane area of Kirkby, Baltic Triangle (St James Station) and enhanced, direct rail services from the city region to the Deeside Industrial Park on the Borderlands rail line*
- d. The development of a core cycle network connecting communities to education and jobs in a way that improves air quality and personal health*
- e. Congestion and delay on core bus routes serving the city centre from areas of population and to encourage a major switch in car-based commuting to bus, especially into the city centre.*
- f. The replacement of the Mersey Ferries that provide an important cross-river service, particularly for cyclists.*

## 4.2 OBJECTIVE 2

To exploit the city region's role as a global gateway that is served by all forms of transport and that supports Northern Powerhouse and Transport for the North's aims to rebalance the UK's economy, through economic agglomeration and de-congestion benefits

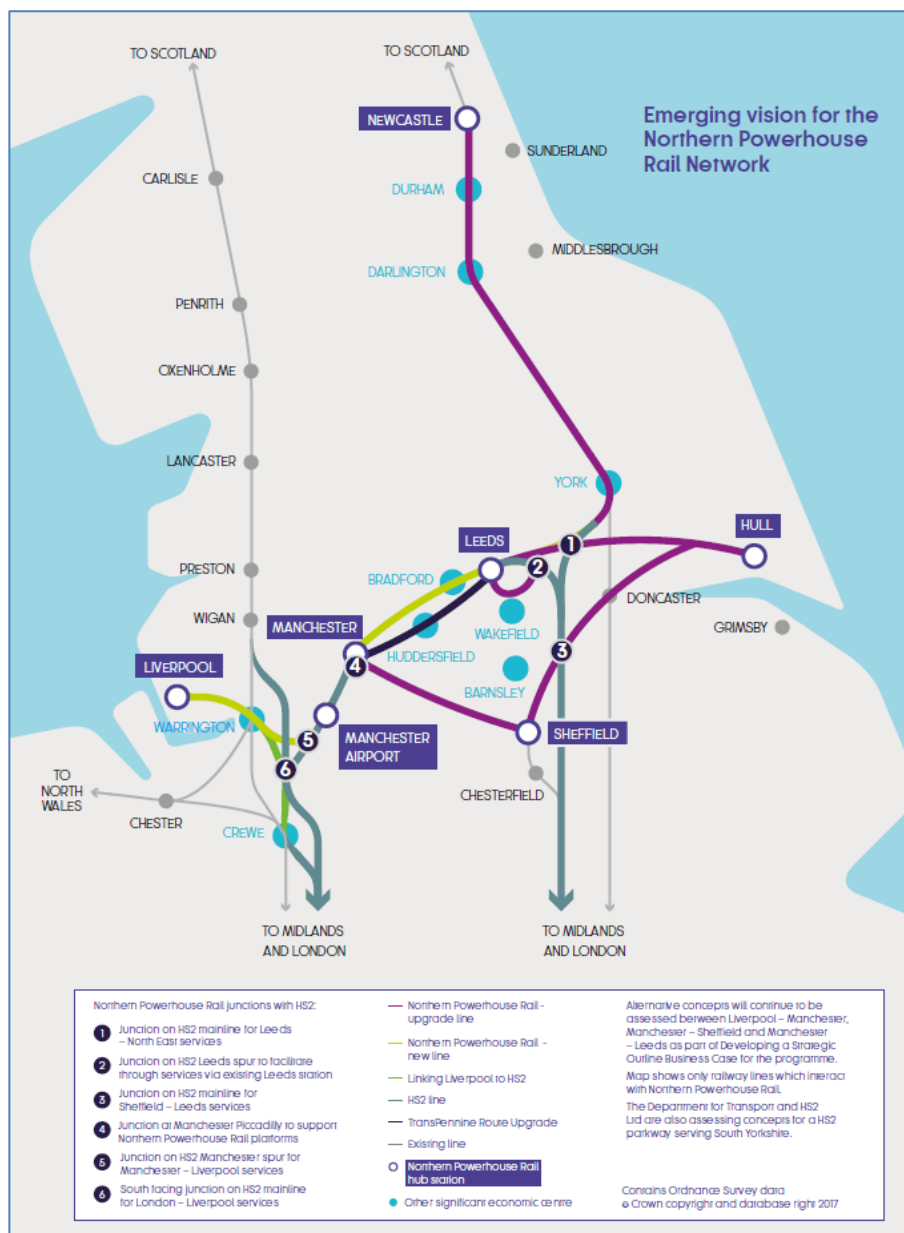
### Enhanced National and Trans-Northern Connectivity

- 4.2.1 Transport for the North's (TfN's) Strategic Transport Plan and Investment Programme, published in January 2019 sets a commitment to Northern Powerhouse Rail (NPR) - connecting the Liverpool City Region to HS2 via a new twin-track line between Liverpool and Manchester.
- 4.2.2 NPR and its connections with HS2 will offer faster passenger journeys and will provide the capacity needed for the doubling of passenger numbers over the coming decades, as well as freeing up capacity and new paths on the existing network for freight, helping the Port of Liverpool fully capitalise on its position as a western facing port. It will also enhance hub airport access in Manchester. However, the benefits of HS2 alone, *without* NPR are diminished. The city region's clear solution is for a combined new line into the city to connect with High Speed 2 network. Recent work for the LCR provides a range of compelling estimated economic benefits for the LCR including:
- a) £15bn GVA uplift – including benefits from journey time savings and property developments.
  - b) An extra 24,000 jobs.
  - c) 11,000 new homes
  - d) 3.6m more visitors per annum.
- 4.2.3 The economic study also highlighted substantial potential benefits through more freight trains using capacity released by the new line and the national benefits that are afforded from a rebalancing of freight from congested southern to northern ports. The city region has also commissioned infrastructure development work to review alignment options, journey times and capital costs. This has informed the work undertaken by TfN and provided assurance for the City Region in respect of the outputs.
- 4.2.4 A major hurdle to delivery of these major projects will be station capacity in Liverpool city centre. The Metro Mayor has set up a new Station Commission, to work up viable options for increased capacity, which will leverage further investment and opportunities for the local economy

**PRIORITY ACTION 2.1  
THE NEED FOR NORTHERN POWERHOUSE RAIL, HS2 AND STATION  
CAPACITY IN LIVERPOOL CITY CENTRE**

*The LCR will continue to work with Transport for the North and DfT to make the case for funding and commitment to deliver a direct HS2 and Northern Powerhouse Rail link to the City Region.*

*The LCR will actively develop options for a new state of the art station in Liverpool city centre, capable of accommodating HS2 trains. The work will be overseen by a Station Commission, chaired by Denise Barrett-Baxendale, Chief Executive of Everton Football Club*



**PRIORITY ACTION 2.2**  
**EXTERNAL RAIL CONNECTIVITY**

*We will develop an evidence base to enhance levels of direct rail services from the city region to major towns and cities across the UK. This is in support of enhanced levels of connectivity to secure agglomeration benefits, and support a shift from longer-distance car commuting to cleaner and more efficient rail-based commuting.*

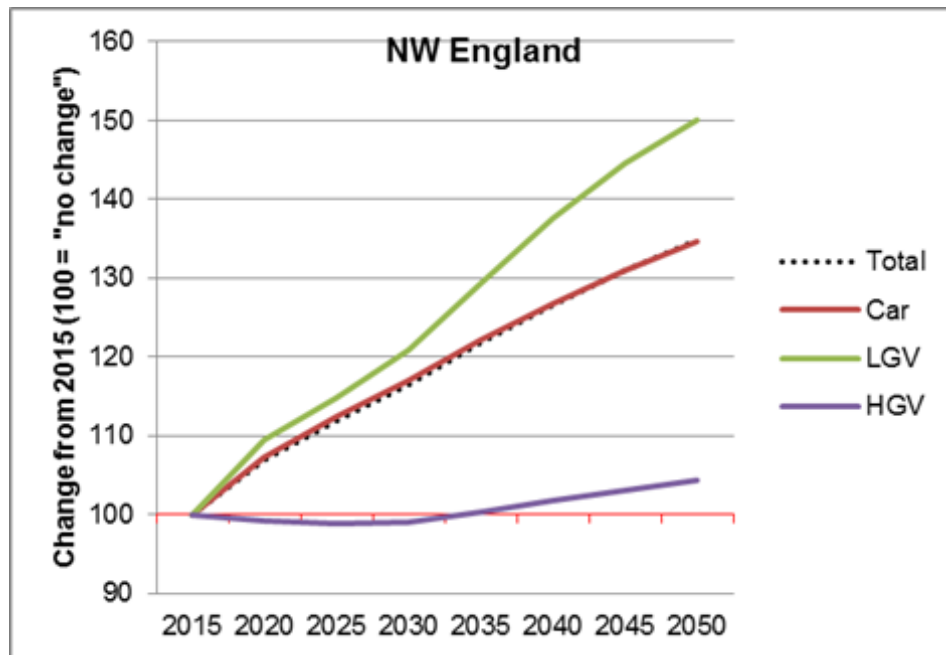
*In particular, opportunities to influence and enhance rail franchises as they are renewed or re-let will be exploited (e.g. InterCity West Coast).*

Ports, freight and logistics

- 4.2.5 Our ambition is for the Liverpool City Region to use its maritime, freight & logistics assets to become a global logistics hub at the heart of the Northern Powerhouse and major global trade routes. The Port of Liverpool is an important maritime gateway and is one of the UK's top five container ports. The largest volume and density of large warehousing of any UK region is located within a 70 mile radius of Liverpool and with over 65% of the population of the UK and Ireland living within a 150 mile radius of the city. Despite this, 91% of deep sea volumes enter the UK via the South Coast ports, leading to inefficiency and congestion on national road and rail links.
- 4.2.6 Growth in the Liverpool 2 deep sea terminal will require more paths on the adjacent rail network, as well as an increase in capacity at the Port's rail terminal. Enhancements to local rail freight infrastructure is essential to complement, notably on the Bootle Branch line to Alexandra Dock at the Port of Liverpool and to support a shift to the tonnage of freight carried by rail.
- 4.2.7 The City Region is an attractive location for warehousing and distribution businesses, attracted by the availability of land adjacent to the motorway network, proximity to major conurbations including Greater Manchester and the City Region itself and good access to Ireland, North of England, North Wales and Midlands. The Combined Authority has approved funding to develop the strategic Parkside Rail Freight Interchange in Parkside, near Newton le Willows, which is recognised by industry as being significant for modern distribution requirements.
- 4.2.8 However, congestion, poor air quality and environmental pressures necessitate a shift to the development of alternative, more efficient logistics systems to reduce freight in city centres and negative impacts felt by communities. The importance of reducing freight in city centres seems emphasised by the DfT's road traffic forecasts and the significant growth forecast in polluting Light Goods Vehicles (LGVs).



(Traffic growth - Source: DfT 2018 Road Traffic Forecasts)



4.2.9 Last mile logistics solutions will have an important role to play in tackling these challenges, as advocated in the DfT Future of Mobility strategy. We will look to harness these opportunities and innovations to reduce congestion and impacts on local health outcomes, whilst supporting a sustainable future for a major local economic sector. This may include a freight focussed bid to the DfT’s “Future Mobility Zone” programme, or smaller more localised pilots of innovative approaches focussed on alternative fuels and last mile logistics.

**PRIORITY ACTION 2.3  
DEVELOPING A SUSTAINABLE FREIGHT FUTURE**

*We will continue to make the case for a radical increase in rail capacity to support freight as part of our engagement with Transport for the North and High Speed 2.*

*This will include evidence-based identification of the critical rail freight paths and potential network capacity measures by which to address these (e.g. within the Port of Liverpool on the Bootle Branch Line and in the Chat Moss line in the vicinity of Parkside), together with technical solutions to minimise the impact of “last mile” freight trips.*

*Alongside this will consider the contribution of freight and logistics to our environmental and air quality challenges as part of our Local Industrial Strategy, and look to support innovations that address these opportunities through current and new or devolved funding opportunities.*

## The River Mersey as an International Passenger Gateway

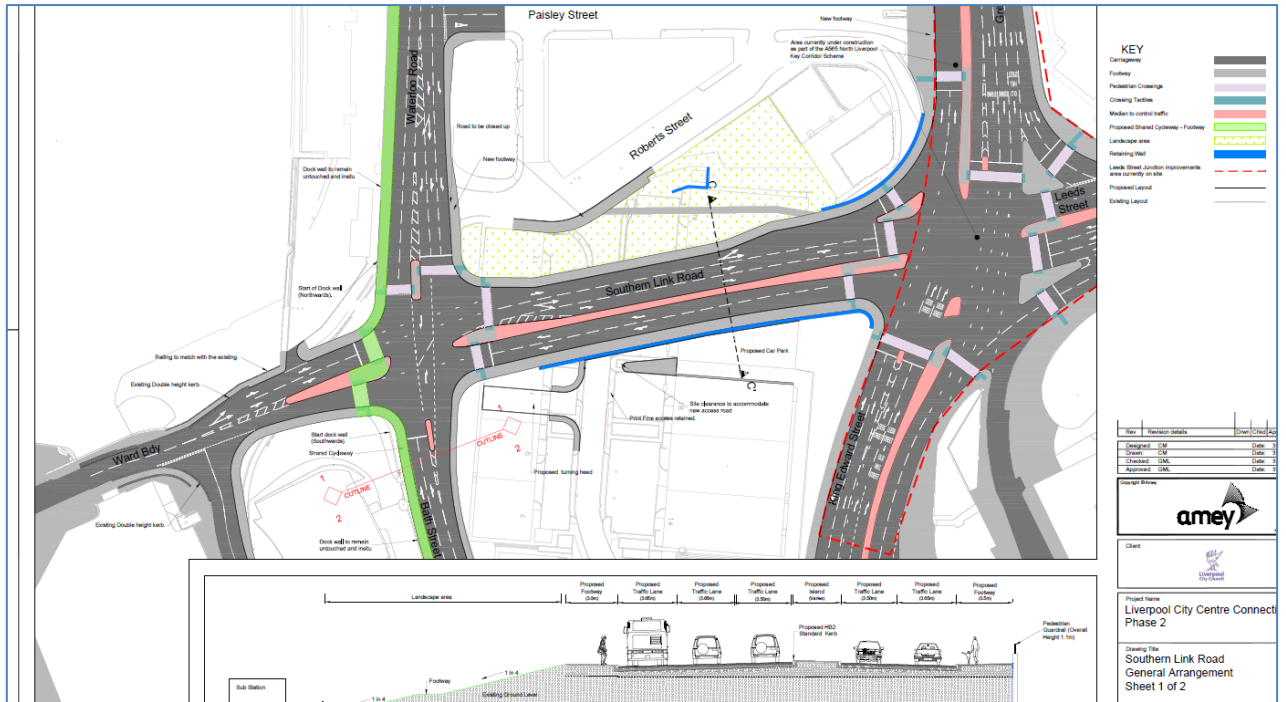
4.2.10 The visitor economy is increasingly important to the whole of the Liverpool City Region – it grew by 66% between 2009 and 2017 and is now worth more than £4.5bn per year. Flagship events, such as the Three Queens, Giant Spectacular, Grand National and Open Golf tournaments are not only major successes in their own right, but highlight the critical importance of the transport network in supporting safe and sustainable access by large numbers of visitors.

4.2.11 In 2018 Liverpool welcomed more than 60 cruise ships, with 100,000 passengers and crew. The current terminal generates more than £7m a year to the city's economy. Through the Strategic Investment Fund, approval to develop a state of the art cruise liner facility at Princes Dock has been granted. This enhanced terminal will enable the world's largest cruise ships, accommodating up to 3,600 passengers to embark and disembark at Liverpool and is expected to directly create more than 500 new jobs.



4.2.12 As a supporting measure, a new east-west link road to serve the cruise liner terminal and the adjoining Isle of Man terminal at Waterloo Dock has been approved from SIF. These schemes have a collective SIF value of £40 million.

4.2.13 A priority is to support the timely delivery of these projects to realise their economic potential and value to the city region.



**PRIORITY ACTION 2.4  
DEVELOPING A NEW CRUISE LINER TERMINAL**

*To support the development of a new £20 million Liverpool Cruise Liner Terminal at Princes Dock, jointly funded from the Strategic Investment Fund, together with its corresponding road infrastructure scheme in order to facilitate sustainable access from the city centre and adjoining transport networks.*

4.2.14 Ferry services across the River Mersey play an important role in attracting visitors to the LCR. They also serve a commuter market in providing access between the Wirral and Liverpool, particularly for cyclists, in support of the policy imperative to boost levels of cycling. The Mersey Ferries Strategy seeks to ensure that they continue to fulfil the above roles, but in a way that reduces the costs of the Mersey Ferries on the public purse. It also explores the commercial opportunities they present as leisure craft and visitor attractions, ensuring that the service is sustainable for future generations to enjoy.

4.2.15 The two existing Mersey Ferry vessels are now approaching 60 years old, and are becoming increasingly unreliable and inefficient. Using Transforming Cities Funding and European Structural Funding, Merseytravel is working to procure new ferry vessels, which are anticipated to begin to enter service from 2021.

**PRIORITY ACTION 2.5  
PROCURING HIGH QUALITY, CLEAN AND RELIABLE MERSEY FERRIES**

*Through currently approved European Regional Development Fund monies and an ongoing application through Transforming Cities Funding, a funding package will be developed as a priority to procure and launch new replacement vessels on the Mersey Ferries which will enter service from 2021.*

The role of the Airport

4.2.16 A high performing transport system lies at the heart of achieving the Northern Powerhouse vision. As an international gateway, Liverpool John Lennon Airport is vital to supporting both the city region, and Transport for the North's strategic priorities, in enhancing connectivity to support the rebalancing of the country's economy.

4.2.17 The Airport has seen growth in passenger numbers of over 25% since 2014 with 5 million passengers per year now choosing to use Liverpool. It is not just a local airport, as the scatter graph showing the origin of passengers below shows. It needs better local, regional and cross-border bus and rail linkages to support inclusive growth and increase the proportion of surface access trips made by non-car modes. Building upon its recent success, the Airport has ambitious plans to serve more destinations including long haul, with forecasts indicating the potential to grow passenger numbers to 7.8 million by 2030 through its draft masterplan.



(Origin of passengers - Source: LJLA Economic Impact Study, York Aviation for LJLA)

4.2.18 The need to diversify its routes and purposes to better address the needs of business travel is important locally, as is rekindling the airport's freight role.

4.2.19 Surface access to the airport is a crucial issue in maximising the airport's success and attractiveness, and in reducing the impacts associated with motorised trips to and from the airport. It will be essential to secure a significant shift to sustainable access modes, principally onto public transport. The Combined Authority will continue to work proactively and positively with the airport to maximise convenient access to the airport, and on joint initiatives to exploit opportunities created by the reopening of the Halton Rail Curve which will enhance rail access to Liverpool South Parkway from passenger catchments in North Wales and Cheshire West and Chester.

4.2.20 Proposals for an Eastern Access Transport Corridor (EATC) to serve the airport are identified in the masterplan. Should the case be made for this intervention, the airport will be encouraged to explore and maximise the potential for private sector and third party contributions to support the delivery of a preferred solution.

**PRIORITY ACTION 2.6**

**SUPPORTING INCLUSIVE GROWTH AT THE AIRPORT**

*The LCR will work with Liverpool John Lennon Airport and its partners to support the sustainable growth of the Airport in line with their ambitions, linked to the Draft Masterplan. These will include*

- *Enhancing surface access to broader transport system through improved links to the road and rail systems, and more integrated ticketing options*
- *Supporting the airport's ambition to diversify into business travel and freight transit to build a sustainable future for an important regional asset.*

### 4.3 OBJECTIVE 3

To deliver the objectives above through a new mobility culture, where transport services are modern, safe, clean, healthy and inclusive. This has a focus on boosting healthy forms of travel for short trips and where the public transport networks are the modes of choice

#### Making mass transit the preferred alternative to private transit

- 4.3.1 The city region benefits from long-established, and extensive heavy rail and bus networks. It also boasts the world famous Mersey Ferries, as a leisure-based means of crossing the river Mersey and as a particularly important asset for visitors and cyclists.
- 4.3.2 Whilst there are underlying challenges associated with capacity, frequency or penetration, these networks provide the basis of the infrastructure needed to support an inclusive and sustainable economy across the city region, in providing lower-emission connectivity to education, job opportunities and housing. The need to grow usage and overall share of these modes, together with a corresponding boost in numbers of trips walked or cycled from home to a bus or train station, are core components of our approach. The role of better information and technology cannot be understated in support of these aims.

#### The LCR's Bus Networks

- 4.3.3 Buses are the backbone of the LCR's public transport network, and around 80% of public transport journeys are made by bus. They are critical to the city region's economic and social capacity, with the LCR having some of the highest levels of bus use per head of population in the country. However, bus networks across the UK, have seen a long term decline in patronage, a trend that had to be reversed. Through the [Bus Strategy](#), we have set out a range of customer-driven initiatives such as smart, good value multi-operator ticketing (particularly for young people), coordinated timetables on key corridors and investment in new vehicles, which have helped to arrest further decline and begin to growth the market. This focus on customers will remain the starting point for our future approach to our bus networks.



4.3.4 The Liverpool City Region’s Bus Alliance between the city region’s principal bus operators and Merseytravel has been the main way in which to deliver the aims and objectives of the bus strategy. Established in September 2016, it has sought to improve bus services through more than £50m worth of investment in bus services, with commitment from operators to provide modern bus fleets with an average age of no more than seven years and a range of new services and customer-focused improvements. These include improved smart ticketing, enhanced driver training and free on-board Wi-Fi and USB charging.

4.3.5 The LCR has also shown a strong track record in successfully bidding for government support to deliver both new and retrofitted low emission buses, including electric, hybrid and biomethane powered vehicles. By the end of 2020, more than 25% of the fleet will either be new or retrofitted low emissions buses, though we aspire to better this target.

4.3.6 Despite growth in patronage, the LCR’s network has seen a decline in performance in recent years, with bus journeys taking longer and being less predictable now than at any other time. This was identified as the highest priority improvement identified by customers who took part in the [Big Bus Debate](#) through 2018/19. A key priority for local bus services is to create conditions where services operate on time and with attractive journey times relative to the private car. The Key Route Network (KRN) of roads has been defined and informed by the needs of core bus routes in linking the main areas of population and opportunity. This network is vital to support improvements to bus punctuality and reliability, which is central to increasing the competitiveness and efficiency of the bus network. Theme 2 of the Transforming Cities Fund programme seeks to support this aim through a Green Bus Routes programme, to initially transform the following core commuter corridors with measures including bus priority and enhanced customer facilities:-

- The A57 corridor connects Liverpool City Centre with St Helens
- The A562 corridors connects Liverpool City Centre with Speke and John Lennon Airport
- B5178 corridor connects Liverpool City Centre with Halewood

- A59 corridor connects Liverpool City Centre with Kirkby, Towerhill and Northwood.
- A567 corridor connects Liverpool City Centre with Bootle and Crosby

**PRIORITY ACTION 3.1  
DELIVERING GROWTH IN BUS QUALITY AND PATRONAGE**

*To use available funding sources, including the Transforming Cities Fund, to progress the collective approach to an enhanced local bus offer and accelerate the delivery of infrastructure requirements, improved vehicle standards and better journey times, reliability and overall competitiveness.*

- 4.3.7 Whilst the progress we have made with the local bus offer is impressive, we are looking to use devolved powers in the Bus Services Act 2017 to assess how we may be able to make further improvements on our bus network. This is to ensure fare-paying passengers get the best value and services and to support the wider objectives of the LCR. We are assessing new bus reform options available under the Act. These include an assessment of a bus franchising scheme across the Liverpool City Region, and enhanced partnership plans and schemes alongside other options.

**PRIORITY ACTION 3.2  
TESTING DEVOLVED BUS POWERS**

*To consider the opportunities set out within the 2015 LCR Devolution Deal and Bus Services Act 2017 relating to new forms of ownership and control of local bus services. An Outline Business Case will be developed by spring 2020.*

The LCR's Rail Network

- 4.3.8 Rail services are vitally important to the social and economic fabric of the LCR. The Combined Authority adopted a revised [Long Term Rail Strategy](#) in 2017. This articulates the role of rail within the LCR's wider policy context both through the role of increased connectivity.
- 4.3.9 It highlights the connectivity constraints enforced on passenger growth, which limit the ability to travel efficiently, may be making the City Region less attractive to inward investors, deterring the expansion of existing businesses, or limiting the potential to switch from car to rail. There are particular pressures on the city centre's stations and lines.



4.3.10 The strategy identifies a number of local constraints to growth. Measures to address these will support the achievement of the wider vision in this Combined Authority Transport Plan, including:-

- linking places where people live with job opportunities
- a lack of sufficient service frequencies to allow seamless commuting where the linkages exists
- the significant capability gap for container freight between the Port of Liverpool and the wider rail network.
- Ticketing boundary constraints that can lead to inefficient car-based trips to access rail stations

4.3.11 The procurement of new, publicly-owned rolling stock for the Merseyrail network is the first step to addressing these constraints. Stadler will provide a new fleet of 52 four-car units and an extensive modernisation of the network's electrical supplies and depot facilities. The introduction of the new trains will offer a range of benefits inducing:-

- 60% increased passenger-carrying capacity
- Reduced journey times
- Cutting edge accessibility by means of intelligent sliding steps
- Reduced energy consumption by over 20%

4.3.12 The rolling stock project has been complemented by a £28 million programme of works focused on upgrading and raising otherwise sub-standard Merseyrail station platforms, to allow for step free access from the platform onto the new trains, through the [Platform Interface Project](#) (PTI). This forms an important part of our priority around 'placemaking', summarised in Priority Action 4.3

**PRIORITY ACTION 3.3**

**TRANSFORMING LOCAL RAIL - NEW MERSEYRAIL ROLLING STOCK**

*To commit to the testing and introduction of new rolling stock fleet on the Merseyrail network from Spring 2019 and to market and promote the benefits afforded by this major investment in terms of supporting a further switch from private road-based travel road to rail.*

4.3.13 Increased capacity at Liverpool Central station, at the heart of the Merseyrail network and serving the city centre is vital for the growth prospects of the City Region. At present, the station is at full capacity and acts as a 'bottleneck' for existing services, and a constraint in the very near future on any ambition to deliver improved rail connectivity to underserved parts of the City Region and to accommodate projected and desired growth in passenger numbers.

4.3.14 Merseytravel is currently undertaking a development review at Liverpool Central through established Network Rail GRIP phases to identify options and a preferred solution. This solution could entail a major remodelling of the station and associated platforms.

**PRIORITY ACTION 3.4  
TACKLING CAPACITY AT LIVERPOOL CENTRAL STATION**

*To develop the evidence base, options and potential funding sources to address the evidenced capacity constraints at Liverpool Central Station, potentially utilising Transforming Cities Funding to explore interim solutions in order to accommodate the growth in patronage that will arise from the introduction of new rolling stock in 2020.*

4.3.15 Our ambition is to improve rail connectivity in other parts of the city region underserved by the rail network, building on the completion of a new station at Maghull North and the major capacity improvements at Newton le Willows. Some of these options will need to be phased behind improvements to Liverpool Central but others, such as a re-opening of St James Station on the city centre's Southern edge to service the growing economic cluster in the Baltic Triangle, could be progressed in harness.

**PRIORITY ACTION 3.5  
TESTING OPTIONS FOR INVESTMENT IN NEW RAIL STATIONS**

*A priority in the short term is to test options and develop the business case to justify further investment (e.g. from the Transforming Cities Fund) or else through external funding in new stations, to support the wider connectivity and investment needs of the Combined Authority.*

Rail devolution

4.3.16 A core strength of the city regions' rail network concerns the devolved nature of the Merseyrail Electric concession, let on a long term, 25 year basis to Merseytravel. Local control of the franchise, linked to significant investment has radically enhanced the offer and has led to corresponding growth in patronage, which in turn has led to some of the capacity challenges at Central Station.

4.3.17 As part of the 2015 Devolution Agenda, Merseytravel, on the city region's behalf, is testing proposals to take over the management of the rail stations from Network Rail. Work is progressing to gain a more detailed knowledge of the condition of the station assets and the commercial arrangements and costs of working on the railway. This includes

opportunities for future integration between Network Rail and Merseyrail works, identifying opportunities for enhancements and renewals, including funding priorities such as Access for All, New Stations and National Station Improvement Fund.

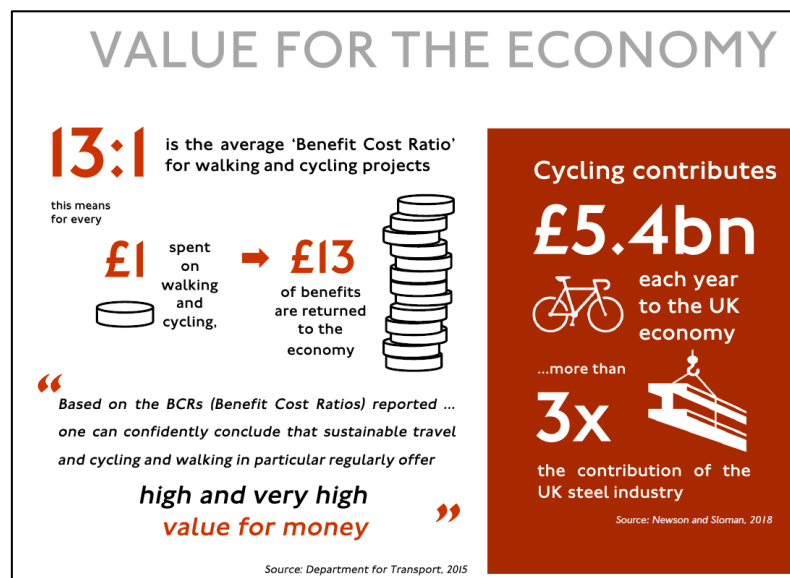
Promoting zero carbon, short local journeys

4.3.18 The imperative to tackle emissions from transport and to manage emissions is internally associated with the need to encourage a shift from motorised transport modes to cleaner, less polluting models. The imperative to switch entirely from motorised transport is brought into sharp focus by the following local facts:-

- 66% of all trips less than 5km in length, and
- 83% are less than 10km.
- Despite the short distance of most trips, over half are driven by car.

4.3.19 For many residents and visitors in the City Region, some of the recognised modes of sustainable local journeys are not necessarily the first choice or preferred option – as evidenced by the 50% of journeys under 5km that are still undertaken by car. This has led to the development of a [Local Journeys Strategy](#).

4.3.20 The benefits of sustainable local journeys are numerous, and in recent years, we have delivered a range of initiatives that have made sustainable travel options for local journeys more attractive. These are delivering a wide variety of interventions that range from new cycle lanes to employment locations, to streetscape improvements in Liverpool City Centre. Crucially, these schemes have also demonstrated the very high economic return associated with investment in walking and cycling. Related “placemaking” principles are covered in Objective 4 in this plan.



Source: Transport for London – [“Walking and cycling-economic-benefits”](#)

4.3.21 The Local Journeys Strategy presents a vision for the provision of support for sustainable local journeys, with a supporting a Local Cycling and Walking Infrastructure Plan (LCWIP) as the next step. Our ambition is to develop a Key Route Network for walking and cycling journeys. This will build on research showing the preference for a comprehensive network of dedicated, segregated cycle paths with protected crossing points, to reduce and where possible eliminate potential conflicts between motor traffic and cyclists and pedestrians. It will be structured around the main trip generators, and shown in the corridor map overleaf and which are prioritised initially around 9 travel corridors:

- Liverpool city centre
- Town and district centres
- Out of town retail and leisure destinations
- Growing employment and mixed use locations
- Stable residential communities
- New housing developments
- Public Transport Locations





4.3.22 The LCR's Rights of Way form a vital network of routes across the city region and often provide missing links in linking other forms of travel. A [Rights of Way Improvement Plan \(ROWIP\)](#) has been developed to ensure that enhancements to these routes are linked into the mainstream delivery of a range of schemes and that the network is exploited to link people with wider transport hubs, key destinations and the wider walking and cycling network.

**PRIORITY ACTION 3.6  
DEVELOPING AND DELIVERING A COMPREHENSIVE NEW CYCLING AND WALKING NETWORK**

*We will use funds from the Transforming Cities Fund and other available sources such as European Structural Funds to deliver a high quality and cohesive network of walking and cycling routes across key destinations, linked to our Local Cycling and Walking Infrastructure Plan that will be completed by the end of 2019.*

Embracing new technology and future mobility

4.3.23 The city region is on the cusp of a profound change in how people, goods and services move in a way that is more efficient and clean. This is linked with the March 2019, Government publication [Future of Mobility: Urban Strategy - Moving Britain Ahead](#).

4.3.24 At a local level, the importance of technology and the [digital agenda](#) is reflected in the Metro Mayor's ambitions for a local fibre network, linked to

transatlantic fibre optic assets that land in Southport and the supercomputing powers of the Hartree Institute in Daresbury.

4.3.25 We have used monies from the Transforming Cities Fund to commission the development of a new, integrated smart ticketing portal and ticketing media as a successor to the current “Walrus” smartcard. This will also enable the city region’s smart ticketing products to be fully compatible with systems being developed by Transport for the North via a pan-northern smartcard.

**PRIORITY ACTION 3.7  
A NEW SMART TICKETING PORTAL**

*A priority action from the Transforming Cities Funding award will be the development of a new smart ticketing system for public transport, to make it easier and faster to travel around the city region, through the development of a smart ticketing portal that maximises the opportunities being developed by Transport for the North’s smart ticketing plans.*

4.3.26 Technology is also core to breaking down transport barriers to support our inclusive growth ambitions, to incentivise the uptake of more sustainable travel choices and to reduce carbon emissions and health impacts. This will also support the inclusive growth agenda through related opportunities to break down travel cost barriers, through emerging principles such as journey price capping and “best value” bus and rail ticketing that is offered by Oyster in Greater London.

4.3.27 To support these new technology platforms, a root and branch review of the LCR’s ticketing offer will be undertaken. This has the aim of creating a contemporary ticketing scheme that supports the delivery of the policy objectives set out in this plan. This will lead to a new Ticketing Strategy for implementing the policy, with clear aims and objectives. This Ticketing Strategy will examine opportunities for new ticketing products and concessions, building on the [My Ticket](#) bus ticket and [Apprentice Travel Pass](#) products that seek to reduce costs and enhance travel choice and life opportunities.

**PRIORITY ACTION 3.8  
DEVELOPING A NEW TICKETING STRATEGY**

*We will undertake a detailed root and branch review of the local ticketing offer. Before the end of 2020, we will develop a strategy for the development of a contemporary ticketing scheme that helps to deliver the policy objectives set out in this Combined Authority Transport Plan.*



4.3.28 Taxi and private hire services in the LCR are perhaps one of the best known forms of flexible mobility. The growing use of app-based technology to ease the process of booking and paying for services embodies new mobility principles. However, there remains scope for improving the taxi offer across the city region, and collectively pursuing higher engine and vehicle operation standards, with the city region's air quality challenges being a core driver for change.

4.3.29 The growth in 'on demand' transport services has been a significant 'disruption' in the market in recent years. The LCR is well served by on-demand taxi services with major operators serving the region. The City Region is also home to a pilot of the 'Arriva Click' on demand minibus service, which provides 12 minibus vehicles available to commuters within. Although uptake and market penetration has been modest, the Combined Authority is exploring opportunities to refine the provision of this service as a means to improve connectivity to strategic employment sites, and to support health, wellbeing and economic outcomes for those in the poorest parts of the City Region.

**PRIORITY ACTION 3.9  
EXPLOITING CLEAN AND EFFICIENT ON-DEMAND MOBILITY SERVICES**

*The Combined Authority will continue to work with partners to enhance the quality and efficiency of all forms of demand responsive travel, including taxis, private hire vehicles and demand responsive bus services, recognising the city region's air quality and low carbon imperatives.*

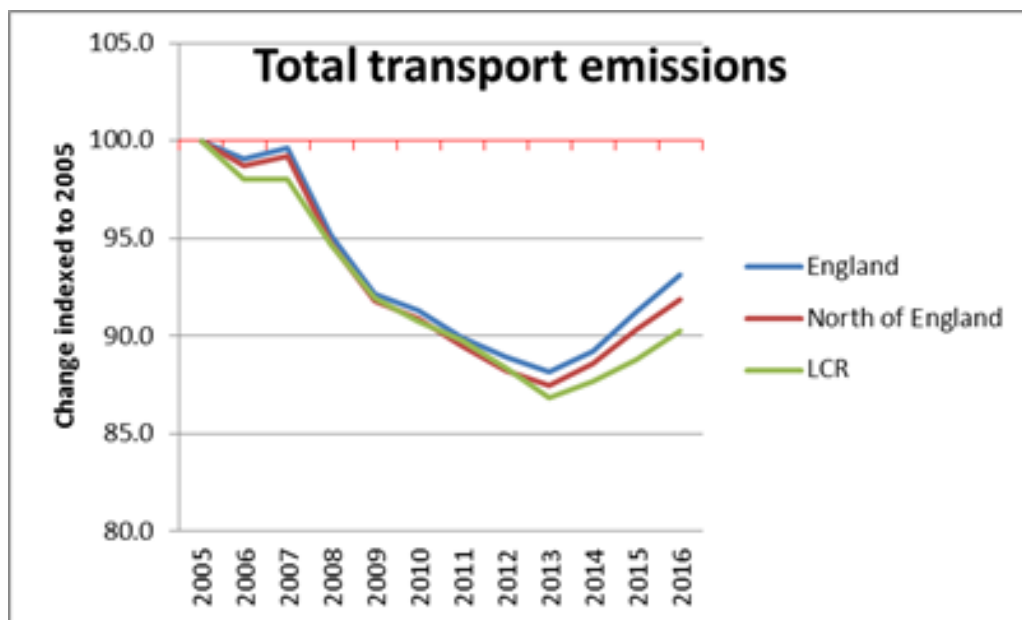
*The city region will also seek to extend existing demand responsive travel services, with a focus on improving connectivity between underserved communities and strategic employment sites as a means to promote inclusive growth and improve health and wellbeing outcomes.*

#### 4.4 OBJECTIVE 4

To develop a mobility system that enhances the health and wellbeing of our citizens. This will include the development of liveable and resilient city region that addresses the challenges of poor air quality and supports the move to a zero carbon LCR by 2040.

##### Decarbonising the motorised transport network

- 4.4.1 The city region's transport network remains heavily reliant upon fossil fuels, and decarbonisation is needed to support the Metro Mayor's ambition to be a zero carbon city region by 2040. Indeed, transport is not playing its part in CO2 reduction. Transport emissions are lower than they were in 2005, but have risen again since 2013.



- 4.4.2 The city region had enjoyed successes in the implementation of measures to support the uptake of alternative fuels, such as the [Recharge](#) electric charging facility projects, and continues to pilot new approaches. These include an electric bus service trial which will use 'opportunity charging' aimed at cutting the amount of time needed to charge the vehicle.
- 4.4.3 We have particular strengths in hydrogen and alternative fuel technologies and an opportunity to focus on promoting hydrogen technologies as a low carbon alternative to fossil fuels. The city region boasts an "end to end" supply chain from the means of production of the fuels to the production of hydrogen powered vehicles themselves. The Transforming Cities Funding offers scope to develop measures that improve the uptake of cleaner fuels, and which could include re-fuelling facilities or essential infrastructure.



**PRIORITY ACTION 4.1  
PROMOTING CLEAN ALTERNATIVES TO FOSSIL FUELS**

*The Combined Authority will commission the development of options for 'greening' our transport system, including but not limited to, a comprehensive electric vehicle charging network, further rollout of a hydrogen powered bus network (and associated infrastructure such as filling stations) and options to minimise the impact of our freight and logistics sector through innovative 'last mile' solutions.*

*We will also seek to embed the promotion of alternative fuels in our forthcoming Spatial Development Strategy.*

Tackling poor air quality

- 4.4.4 The Metro Mayor is committed to working with the LCR's constituent Local Authorities to tackle poor air quality in the City Region, as evidenced by the recent [scrutiny panel](#) review of air quality.
- 4.4.5 Achieving a major improvement in air quality across LCR will not only be important for improving human health, but will also help to make LCR a more attractive place to live, visit and invest.
- 4.4.6 The Combined Authority has set up an [Air Quality Task Force](#), chaired by Councillor Liam Robinson and featuring representatives of the Local Authorities and the Department for Environment, Food and Rural Affairs and DfT's joint Air Quality unit. The Task Force is mandated to produce an Air Quality Action Plan for the LCR, which includes options to use the Combined Authority's funding and devolved powers in transport and strategic planning to improve air quality.

**PRIORITY ACTION 4.2  
CHAMPIONING ACTION TO IMPROVE AIR QUALITY**

*Through the newly established edh Task Force on Air Quality, we will develop a Combined Authority Air Quality Action Plan to set out actions to reduce emission and improve health.*

*This will be closely related to detailed options being developed within Liverpool City Council and Sefton Council which stem from mandates from Defra on account of pollution exceedances.*

*We will maximise the Combined Authority's powers and influences to integrate the reduction of harmful emissions into all of our activities and act as a champion with our partners to achieve the same.*

### High quality places where people walk, cycle and use public transport

- 4.4.7 We want to create the environment which makes walking and cycling more attractive, both from the point of view of improved road safety, access for all and better 'placemaking'. This has significant positive impacts on connectivity, but also on health and environmental outcomes. It is equally about how we plan places and movement in our emerging Spatial Development Strategy and in the development plans and proposals of the constituent local authorities.
- 4.4.8 A well-designed cycling and walking network also benefits the attractiveness of the urban environment for the general benefit of residents and communities, especially where traffic conditions are calmed and reallocated around the needs of people rather than vehicles.

### **PRIORITY ACTION 4.3 THE IMPORTANCE OF QUALITY OF PLACE AND PLACEMAKING**

*We will use all relevant Combined Authority plans, policies, powers and programmes to create high quality environments that encourage active travel, and which makes walking, cycling and public transport more attractive, more convenient and safer for all.*

*Planned developments and maintenance works should also include opportunities to make conditions for pedestrians, cyclists and public transport users safer and more attractive.*

### A resilient transport network

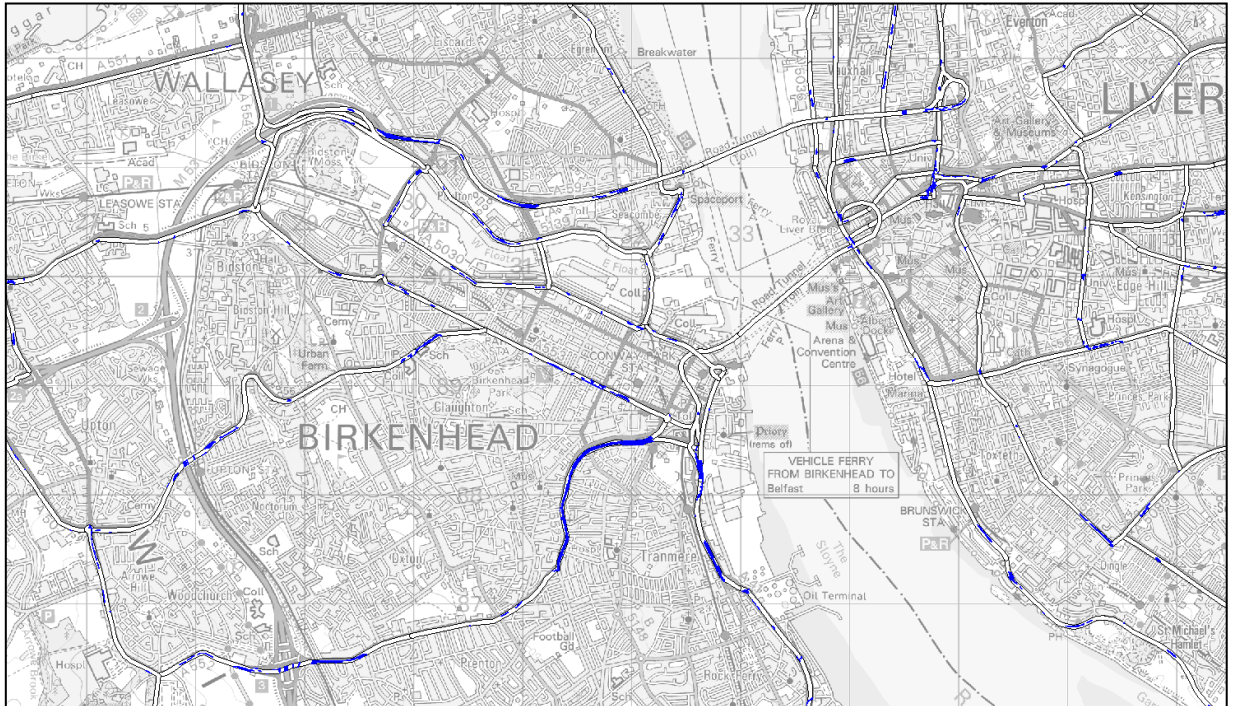
- 4.4.9 The coastal nature of the Liverpool City Region brings specific issues and challenges, especially to its transport infrastructure, including risks from high winds and high rainfall, flooding and coastal erosion. The transport network is especially prone to damage from increasingly unpredictable and unseasonable weather conditions, and which include greater levels of rainfall, hotter summers, and greater risk of flooding. Indeed, surface water flooding is one of the greatest risks facing the city region, above and beyond risks from coastal and river flooding.



4.4.10 A core priority concerns the development of an evidence base to understand the risks to the resilience and robustness of our transport networks. This will build on evidence drawn from a wide range of expert bodies and agencies on aspects such as coastal flooding risks, surface water risk areas, development plans and known and planned interventions to mitigate against flooding and extreme weather. Digital mapping will form a core function of this evidence base.

4.4.11 We will align, and integrate resilience measures into our transport and investment delivery plans, to secure multiple benefits from targeted investments. Examples could include measures to alleviate localised surface water flooding through innovative investment in the Key Route Network (e.g. using permeable materials or natural drainage). This in turn will minimise the risk of delay and inconvenience arising from the closure of, or damage to critical parts of the transport network or which otherwise present danger or risk to quality of life.

*Example of areas of surface water flood risk on the KRN  
Source: Environment Agency*



**PRIORITY ACTION 4.4  
INTEGRATING CLIMATE RESILIENCE INTO TRANSPORT PROGRAMMES**

*We will build a strong and resilient transport network by improving our understanding of constraints and risks arising from flooding and other extreme weather conditions.*

*We will focus our efforts on integrating resilience and mitigation measures into our plans, schemes and funding programmes, particularly those that concern development on, or close to the Key Route Network.*

## 4.5 **OBJECTIVE 5**

To secure a transport network that is well maintained, safe and resilient.

### Safe roads for all

4.5.1 In July 2017 the Combined Authority approved the Liverpool City Region Road Safety Strategy 2017- 2020, which sets out a challenging long-term vision to reduce the numbers of those killed and seriously injured (KSI) on the City Region's roads:-

A reduction in the numbers of those killed and seriously injured to fewer than 400 by 2020, with the ultimate vision of a future where no-one is killed on Merseyside's roads and the injury rate is reduced.

4.5.2 Achieving safer roads requires the use of various methods and measures which reduce the risk to persons using the road network. The Merseyside Road Safety Partnership is using its available resources to target road safety interventions in the most cost effective way and as a cohesive whole. Partnership working and collaboration are, therefore, central to this strategy and are proving to be successful.

4.5.3 In order to reduce the number of casualties on roads in Merseyside, and sustain progress on achieving the target of 400 KSIs in the City Region by 2020, targeted work will continue to further reduce casualties amongst four specific groups of road users, identified as particular areas of concern:-

- Adult Pedestrians (aged 26-59)
- Pedal cyclists
- Motorcyclists
- Senior Road Users (age 60+)

4.5.4 Ongoing activities in other areas which continue to make positive contributions to road safety across the Liverpool City Region will continue to be prioritised and delivered. For example, the generic theme of reducing the number of child pedestrian casualties remains a priority and continuing the education, training and publicity activities of districts is vital, but opportunities to share best practise and standardise/consolidate activities across the region will be explored. Ensuring that children feel comfortable and safe whilst cycling and walking is also important for improving activity levels and health benefits in the future. This is also a core component of this Plan's aims of maximising clean forms of transport.

4.5.5 The activities of the Merseyside Road Safety Partnership are generally grouped under the traditional road safety 3 'E's of Education, Enforcement and Engineering. Improving safety through road engineering forms a significant part of the success achieved so far in reducing casualties.

Introducing physical improvements to road layout, lighting, geometry, signing and signal control, junction improvements and calming features have all played a part in reducing risk and casualties.

**PRIORITY ACTION 5.1  
SAFE ROADS FOR ALL**

*The city region will continue to target activities and resources to further reduce casualties across all road users in accordance with the Liverpool City Region Road Safety Strategy 2017- 2020*

*Road safety considerations will be integrated into all of the city region's plans, programmes and investments in support of the Mayor's priorities on inclusive growth and tackling inequalities, to make positive contributions to road safety across the Liverpool City Region.*

*This will include partnering with the LCR's two Police and Crime Commissioners and the Merseyside and Cheshire Police Forces in preventing casualties and delivering targeted road safety interventions, particularly in relation to enforcement.*

4.5.6 A priority within the first year of this plan's delivery timeframe is to review and develop a successor to the Road Safety Strategy. This will provide an opportunity to review progress, achievements and re-shape future areas of focus, as required. It will also provide further opportunities to develop more coordinated approaches between the Merseyside and Cheshire road safety partnerships, given the split of responsibilities across the city region.

**PRIORITY ACTION 5.2  
DEVELOPING A NEW ROAD SAFETY STRATEGY BEYOND 2020**

*The Liverpool City Region Road Safety Strategy 2017- 2020 is successfully reducing the number of casualties on our roads. Monitoring and evaluation, together with stakeholder engagement, will inform the development of a successor strategy (2020-2023) which will contain new casualty reduction targets and explore opportunities for additional innovation.*

4.5.7 Looking wider, the TravelSafe programme has existed for many years to maintain a safe and secure public transport environment for customers and staff while improving the overall customer experience. This is built around a partnership between Merseytravel, Merseyside Police, British Transport Police and public transport operators. The local public transport network enjoys a very low crime rate and TravelSafe is committed to making it safer and making people feel safe. Crime and anti-social

behaviour data is drawn from a variety of sources to identify hotspots and take action in response.

**PRIORITY ACTION 5.3**  
**KEEPING THE PUBLIC TRANSPORT NETWORK SAFE AND ATTRACTIVE**

*The Travelsafe programme will continue to deal with incidents of crime, anti-social behaviour and fare evasion on the public transport network. This will be through the collection and analysis of intelligence, and the delivery of targeted reassurance and enforcement activities.*

Improving the Key Route Network and the LCR's highway assets

4.5.8 The establishment of a Key Route Network (KRN) of strategically important local roads, and the creation of a single asset management plan, with greater management and influence by the Combined Authority formed a core element of the 2015 Devolution Deal with Government.

4.5.9 The criteria for, and the definition of the [KRN](#) was agreed by the Combined Authority in 2016, and its coverage and extent is on the schematic map shown overleaf. The KRN comprises some 10% of the LCR's highway network as a whole and is designed to move towards a more co-ordinated and effective approach to managing this network including:-

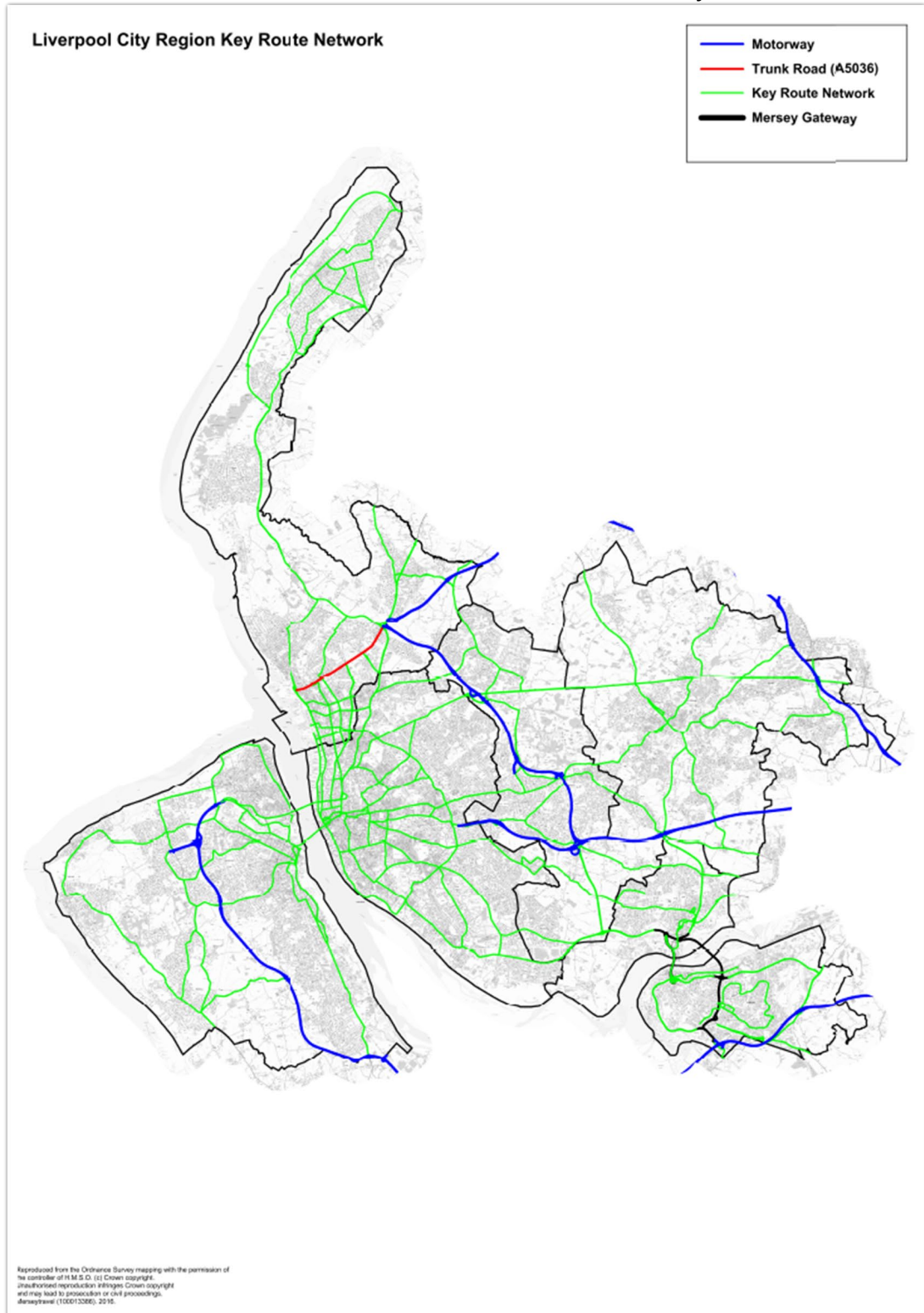
- a more consistent approach to delivery and highway standards across the city region, which may include such elements as lighting standards, maintenance regimes, winter maintenance, cleansing and road works;
- significant economies of scale, through the ability to procure and deliver on a cross-boundary basis;
- potential staffing benefits for smaller authorities in particular, through the ability to pool services and efforts; and
- efficiencies may also be achieved by working towards the amalgamation of delivery arrangements and contracts

4.5.10 The KRN is a vital asset for users of the highway. In line with the new mobility culture articulated in this Combined Authority Transport Plan, the better management and maintenance of the KRN brings opportunities to improve conditions for cyclists, pedestrians, bus users, freight and motorists alike, and alleviates pressure on other 'quietways' on the network.

4.5.11 Allied to this, the renewal and enhancement of the LCR's Urban Traffic Control systems will be an important component in managing conflicts, improving efficiency of movement and giving priority to the right road users at the right times. New technologies also have potential to radically

improve monitoring and data-collection and also collect data across wider areas, including air quality. In parallel, highway standards and management regimes are numerous and complex. A priority is to consolidate and simplify these and secure greater consistency of approach across the city region, to improve standards across the KRN.

### The LCR's Key Route Network





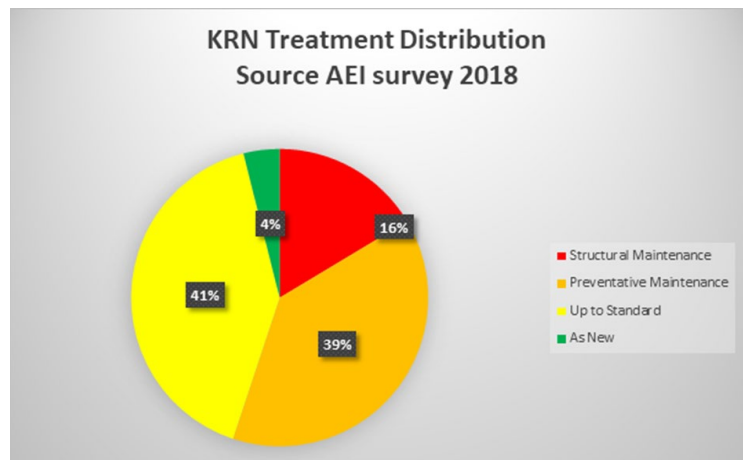
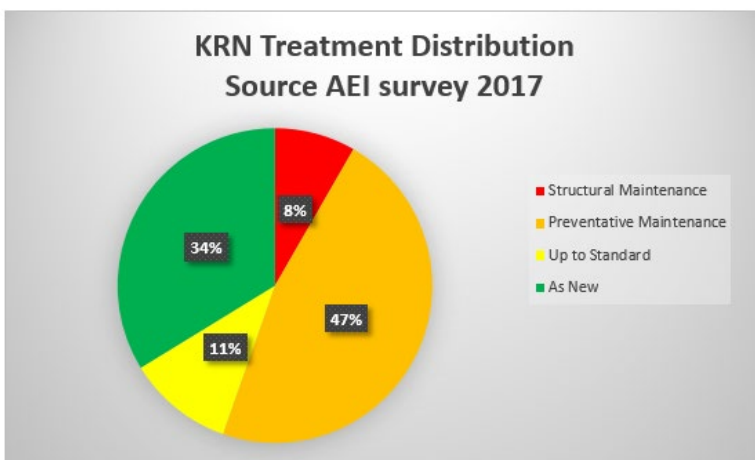
**PRIORITY ACTION 5.4  
DEVELOPING IMPROVED URBAN TRAFFIC CONTROL SYSTEMS**

*We will accelerate integrated, LCR-wide Urban Traffic Control systems to radically improve the management, flow and safety of the KRN as a priority, and to support the plan’s objectives around prioritising alternatives to the private car through selective prioritisation at key junctions or bottlenecks, for example. This will be a priority that is progressed through the Transforming Cities Funding programme.*

4.5.12 As a first step in moving towards greater consistency and coordination, a [Highways Infrastructure Asset Management Plan \(HIAMP\)](#) was developed in 2018. This sought develop a detailed evidence base of the condition of each length of the KRN and to understand its condition on a more consistent footing for the first time.

4.5.13 In headline terms, the principal conclusion from HIAMP work concerns lifecycle planning as an essential policy underpinning asset management to extend its life. In terms of condition, the HIAMP shows that the condition of the highway network is degrading, and that current funding is not at a level to properly address the maintenance backlog of the highway network. The HIAMP shows the significant maintenance backlog on the KRN, especially in Liverpool, as a result of underinvestment in maintenance works over many years.

4.5.14 The chart below summarises the significant maintenance backlog, coupled with the ongoing deterioration of the KRN when comparing surveys from 2017 with those from 2018 and a decline in the percentage of the network in an “as new” state:-

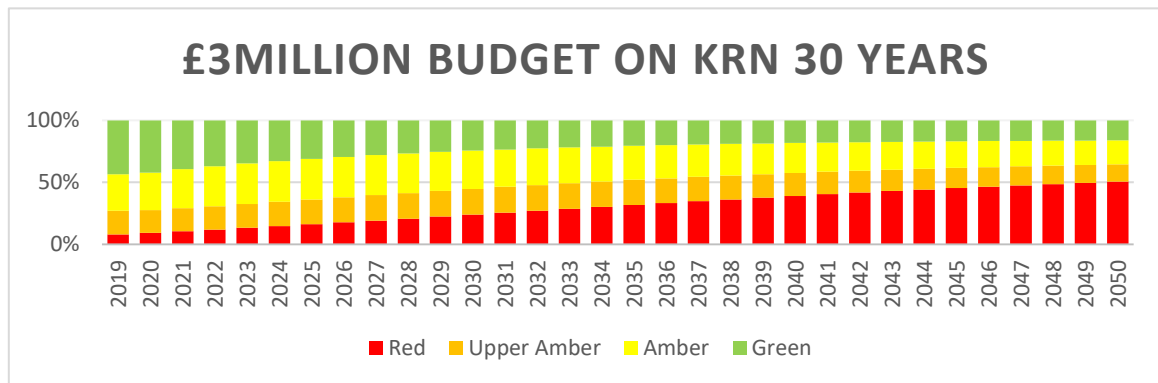


Source, HIAMP - Caplta/Xais (2018)

4.5.15 To maintain current levels of service and maintain a steady state on the KRN, the HIAMP has identified the need for:-

- An annual budget of **£18.9 million** once the maintenance need has been arrested and
- **£59 million**.to address the existing maintenance backlog, including a split of structural and preventative maintenance.

4.5.16 Whilst efforts have been made to topslice £3 million of funding to support targeted maintenance on the KRN in the past two years, this is in itself clearly insufficient. The chart below illustrates a steady decline in the network resulting in the percentage of the network in need for structural maintenance increasing from 8% to 50%. This is based on a budget scenario of £3 million per year for 30 years, split 87/13 between structural and preventative maintenance.



4.5.17 Levels of capital spend on highways maintenance across the city region (covering all roads) in the past decade have typically been in the order of £16 million a year which falls some way short of the funding needed to effectively maintain the network, and the KRN as a priority. In the short term, the Combined Authority will seek to identify additional funding opportunities to address capital maintenance on the Key Route Network, but will also make an “invest to save” case to Government as part of the Spending Review process.

4.5.18 Allied to this is evidence developed by the [National Infrastructure Commission's](#) 2018 assessment, The Commission recommends that government should make £500 million a year of funding available from 2025-35 for local highways authorities to address the local road maintenance backlog. Whilst our initial efforts would focus on our KRN, this is a city region wide issue covering all roads, and we will work closely with local authorities to distribute any other new funding secured as need dictates.

4.5.19 Furthermore, there is a need to better align new, capital highway projects and funding sources with road maintenance priorities, rather than managing highways-relate capital infrastructure schemes and

maintenance schemes as separate programmes. This is to secure multiple benefits wherever possible, and maximise the ability of highway infrastructure schemes to address the maintenance backlog and improve highway condition as a prerequisite.

**PRIORITY ACTION 5.5  
TACKLING THE HIGHWAYS MAINTENANCE BACKLOG**

*We will progress recommendations in the Key Route Network's Highways Asset Management Plan (HIAMP) through the identification of budgets, and new sources of funding – including an equitable, sustainable transport settlement for the LCR - to support the effective maintenance and to tackle the maintenance backlog on the Key Route Network. This recognises the KRN's critical role in supporting inclusive growth, safety and well-being.*

*A priority will be to integrate investments and capital highway works with opportunities to improve the condition of highways that are in the poorest condition through an integrated approach to managing and maintaining the highway network.*

The Mersey Road Tunnels

4.5.20A vital link within the Key Route Network is formed by the two tolled Mersey Road Tunnels, owned by the Combined Authority and managed by Merseytravel. Their maintenance is funded through toll income. In the 2019/20 financial year, Merseytravel will receive an operational grant of £23.74m to manage the Mersey Tunnels and fund maintenance and renewals.

4.5.21 An immediate priority concerns the development of Mersey Tunnels strategy to guide the allocation of resources and management of the complex and ageing Mersey Tunnels into the future. This will be developed during the summer of 2019 and will provides a firm evidence base against which to prioritise capital works and longer-term investments to maintain their integrity as strategic crossings of the river.

**PRIORITY ACTION 5.6**  
**A STRATEGY FOR THE MERSEY TUNNELS**

*By the end of 2019, a Mersey Tunnels Strategy will be developed. This will ensure that they remain a sustainable and efficient asset to help support and grow the local and wider economy. The strategy will be informed by crossing demand, including upcoming developments across the LCR, asset management considerations, the impacts of future technology and various environmental factors.*

*The strategy will set out practical responses, and from these a number of short, medium and long term actions to be undertaken in order to plan and manage the tunnels to meet future requirements.*

“Dig Once”

4.5.22 A priority concerns the role of digital connectivity, and creating important opportunities a region-wide fibre spine to guarantee every home, business, university, school and public building the best and fastest possible connectivity. This also brings in major benefits for the management of the city region’s transport networks and transport management tools, linked to “smart city” technologies and capability.

4.5.23 The development of the proposed fibre spine will be supported by a “dig once” operating principle. This will entail collaboration between local authorities, and utility providers such as United Utilities, Scottish Power and incumbent broadband providers, to develop common ways of working to ensure joint-use trenches is realised at all available opportunities. This will obviate the need to open highways, paths or other land repeatedly, given the cost and inconvenience that this creates.

4.5.24 The Key Route Network and core cycling corridors will provide core infrastructure corridors in the fibre network, and dig once principle will be built into plans, policies and funding programme wherever possible to ensure that provision is made for this network, where appropriate.



**PRIORITY ACTION 5.7**

**SUPPORTING “DIG ONCE” PRINCIPLES AND THE DIGITAL FIBRE SPINE**

*The city region’s Key Route Network and core cycling corridors have the potential to provide core infrastructure corridors in the digital fibre spine. “Dig once” principles will be built into plans, policies and funding programme wherever possible to ensure that provision is made through the installation of ducting to future-proof the implementation of the digital fibre spine.*

## 5. NEXT STEPS

- 5.1 This LCR Combined Authority Transport Plan communicates and summarises the city region's shorter-term transport priorities.
- 5.2 The plan draws priorities from a range of current plans and priorities, updated in light of the Metro Mayor's vision and the Combined Authority's investment priorities. It reflects new structures, priorities and funds, such as High Speed 2, Transport for the North, Northern Powerhouse Rail, the Strategic Investment Fund and the Transforming Cities Fund.
- 5.3 This plan also seeks to guide the commissioning of activities and allocation of funds. It provides context and backdrop to future funding bids, whether from devolved funds managed by the Combined Authority itself or from external sources. Partnership working with the constituent local authorities is critical to the success of the Plan and to deliver the shared LCR priorities, and to support partners in their delivery of local priorities.
- 5.4 The plan does not set out a new or long-term policy direction. Neither does it take the form of a statutory Local Transport Plan (LTP), to replace the two plans that exist. As such, our objective is to develop a new, single statutory Local Transport Plan for the city region that looks ahead for the longer term. This will be informed by the development of the city region's Local Industrial Strategy (LIS) and Spatial Development Framework, which will have implications for transport need and transport demand. The LIS has a planned completion date of March 2020. Information on the development of the LIS will be shared on the Combined Authority's [website](#). Work on the new, longer term-transport plan will be developed in tandem with the development of the LIS from 2020.
- 5.5 A related next step is to help shape future funding allocations to deliver our critical, longer-term transport and development priorities. As noted, the [National Infrastructure Commission](#) considers that growth in cities requires planning and funding for urban infrastructure to be devolved. Major upgrades for cities with the most growth potential and capacity constraints need to be prioritised, and £43 billion of additional investment in urban transport is needed by 2040. This plan will be used to help inform the anticipated Comprehensive Spending Review in autumn 2019, to recognise the importance of our priorities locally and nationally
- 5.6 Finally, the role of performance management is critical, to ensure effective delivery and to hold the Combined Authority to account. The current Local Transport Plans for the city region are supported by a range of performance indicators and metrics, to understand the impact of investment and wider transport trends. This performance regime is being refined as the transport agenda evolves in light of new issues and challenges, such as air quality and the Key Route Network, as examples. Annual reporting on the delivery and progress of the transport agenda and the measures in this plan will be undertaken by the Combined Authority.

**Liverpool City Region Combined Authority  
1 Mann Island  
Liverpool  
L3 1BP**

**0151 330 1467**

**<https://www.liverpoolcityregion-ca.gov.uk/>  
[info@liverpoolcityregion-ca.gov.uk](mailto:info@liverpoolcityregion-ca.gov.uk)  
**@LpoolCityRegion****



**LIVERPOOL  
CITY REGION**  
COMBINED AUTHORITY

**METRO MAYOR**  
LIVERPOOL CITY REGION





**Liverpool City Region Combined Authority**

**Combined Authority Transport Plan**

# ***APPENDIX***



## Summary of Current LCR Transport Policy Context

Name of Strategy	Broad aims / messages
<a href="#">Merseyside Local Transport Plan</a> (2011) <a href="#">Halton Local Transport Plan</a> (2011)	These constitute the Combined Authority's statutory transport framework, which were adopted in 2011 as legal requirements. The two plans' strategies remain extant, though the delivery plans have expired. The high level objectives are to ensure that transport supports economic growth, but at the same time reducing carbon and ensuring fairness and equity. These are considered to be in synergy with the new, inclusive growth agenda
<a href="#">A Transport Plan for Growth</a> (2015)	Developed as an interim bridge between the two LTPs when the original LCRCA was established. It is non-statutory and defines its priorities as Growth, Low Carbon and Access to Opportunity
<a href="#">Mersey Ferries Strategy</a> (2016)	Resetting the role of the ferries as a leisure asset, and to seek to put them on a more sustainable footing, being loss-making services. Highlights need for new vessels, and challenges the need for each of the existing termini
<a href="#">Bus Strategy</a> (2016)	Grow bus patronage as a flexible and sustainable transport mode, and improve its quality and reliability, currently through a Bus Alliance (Merseytravel / Operators / LAs working together in partnership)
<a href="#">Rail Strategy</a> (2017)	Update of earlier Rail Strategy to reflect changing circumstances, notably the constraints upon the network as a result of forecast growth in Liverpool City Centre and at Central Station
<a href="#">Local Journeys Strategy</a> (2017)	Recognises that many journeys are short, but too many are made by car. Seeks to shift this balance in favour of walking and cycling, linked to the need for infrastructure and 'placemaking' to achieve this
<a href="#">Road Safety Strategy</a> (2017)	Addresses the rising number of people killed and seriously injured upon our roads, through a mix of engineering, enforcement and educational measures
<a href="#">Rights of Way Improvement Plan</a> (2018)	Seeks to provide a joined up approach to improving rights of way by integrating the network with other modes and provide a positive contribution to delivering the Local Journeys Strategy
Thematic strategies in development at present <ul style="list-style-type: none"> <li>• Mersey Tunnels Strategy</li> <li>• Local Cycling and Walking Infrastructure Plan (LCWIP)</li> </ul>	