

## Consultation on Local Transport Plan 3 Guidance

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## Executive Summary

This consultation is draft statutory Guidance to support local transport authorities in producing Local Transport Plans. It applies to local transport authorities outside of London required to produce a Local Transport Plan under the Transport Act 2000, as amended by the Local Transport Act 2008.

The first and second round of Local Transport Plans (LTPs) covers 2001-06 and 2006-11. This Guidance applies to all LTPs after these rounds and has effect until further guidance is produced.

The following documents are attached:

- Main Consultation on Local Transport Plan 3 Guidance
- Annex A – Code of Practice on Consultation
- Annex B – Support Measures
- Annex C – List of Consultees for Local Authorities
- Annex D – List of Consultees for LTP3 Guidance
  
- Policy and Best Practice Handbook

## How to Respond

The consultation period begins on Thursday 18<sup>th</sup> December 2008. Responses must be made by Thursday 9<sup>th</sup> April 2009. The consultation document can be found at [www.dft.gov.uk/ltp](http://www.dft.gov.uk/ltp). You can contact the LTP consultation team if you would like alternative formats (Braille, audio CD, etc) – please contact us at the address below.

Please send consultation responses to:

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When responding, please state whether you are responding as an individual or representing the views of an organisation. If responding on behalf of a larger organisation please make it clear who the organisation represents, and where applicable, how the views of members were assembled.

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

If you want information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

The Department will process your personal data in accordance with the DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

## **What will happen next**

A summary of responses, including the next steps will be published at [www.dft.gov.uk](http://www.dft.gov.uk). Paper copies will be available upon request.

## **The consultation criteria**

The consultation is being conducted in line with the Code of Practice on Consultation. The criteria are listed at Annex A. A full version of the Code of Practice on Consultation is available on the Better Regulation Executive web-site at:

<http://www.berr.gov.uk/files/file47158.pdf>

## **Consultation Questions**

We would welcome comments in particular in response to the following questions:

- Is it clear what is required of LAs in producing an LTP, bearing in mind the changing nature of the relationship between central and local Government as discussed in the guidance?
- Does the guidance strike the right balance between brevity and giving support to authorities in developing plans?

- Does the approach to the Policy Handbook work, including having a web-based version that can be updated?
- Is guidance clear and understandable to a non-transport audience?

If you require any further assistance in how to respond to this draft Guidance, please refer to the 'Government code of practice on consultation' at Annex A.

# Chapter 1 – Introduction

## 1.1 Purpose of Guidance

1. This document is a draft of statutory Guidance to support local transport authorities in producing Local Transport Plans.<sup>1</sup> The Guidance applies to local transport authorities in England outside of London required to produce a Local Transport Plan under the Transport Act 2000, as amended by the Local Transport Act 2008.

2. The first and second round of Local Transport Plans (LTPs) cover 2001-06 and 2006-11. This Guidance applies to all LTPs after these rounds and has effect until further guidance is produced. It also applies to amendments to current Local Transport Plans, where those amendments are made after 9 February 2009.<sup>2</sup>

3. This draft version of the Guidance is for consultation – the DfT welcomes comments by 9 April 2009. A list of questions and details on how to respond are set out under the heading ‘How to Respond’.

## 1.2 The importance of transport in local communities

4. The Local Transport Planning process has, by common consent, brought about a step change in the way that local authorities plan strategically for transport in their areas.

5. Good transport is a vital factor in building sustainable local communities. It contributes to the achievement of stronger and safer communities, healthier children and young people, equality and social inclusion, sustainability and better local economies<sup>3</sup>. Where transport fails, these aspirations are put at risk.

6. Full Guidance will be accompanied by a short text designed for members and senior officers explaining the aims of the Guidance and how transport contributes to wider policy objectives.

7. The Local Transport Plan is a vital tool to help each local authority work with its stakeholders to strengthen its place-shaping role and its delivery of services to the community. The new flexibilities and fresh role for the DfT described in this Guidance should enable every authority to prepare a Plan which best meets its own individual needs.

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<sup>1</sup> Full Guidance will be issued by the Secretary of State under sections 108(2ZB) and 112 of the Transport Act 2000 as amended by the Local Transport Act 2008.

<sup>2</sup> 9 February 2009 is the planned first commencement date for the Local Transport Act. For the provisions, see the Local Transport Act 2008 (Commencement No.1 and Transitional Provisions) Order 2008

<sup>3</sup> See “Meeting Targets through Transport”, DfT, July 2008 at <http://www.dft.gov.uk/pgr/regional/ltp/guidance/targets.pdf>

### **1.3 Content of the Guidance**

8. There have been several changes to the legislative and policy framework for local transport planning since LTP guidance was issued by the Secretary of State in 2004. In particular there have been changes in the primary legislation – the Local Transport Act 2008, of which Part 2 deals with LTPs, became law on 26 November 2008. The nature of the changes and their practical implications are set out in Chapter 2. The statutory requirement to produce an LTP remains in place.

9. Chapter 3 sets out the national policy framework within which LTPs should be developed, including the national transport goals and challenges, and the changes in wider legislation and policy which affect local transport, including in particular those changes stemming from the Local Government White Paper in 2006.

10. Chapter 4 of this Guidance sets out practical advice on how local authorities should develop and deliver their plans.

11. This Guidance focuses on the statutory framework, key national transport goals, and the process of developing LTPs. Specific policies and best practice are not part of the statutory Guidance but are referred to in an accompanying document.<sup>4</sup> The Department will be discussing further with authorities during 2009 the form in which information on policy and best practice can most helpfully be made available.

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<sup>4</sup> The Policy and Best Practice Handbook is at: [www.dft.gov.uk/ltp](http://www.dft.gov.uk/ltp)

## **Chapter 2 – The Local Transport Act 2008**

### **2.1 Introduction**

1. The Transport Act 2000 introduced a statutory requirement for local transport authorities to produce a Local Transport Plan (LTP) every five years and to keep it under review. It sets out the statutory framework for Local Transport Plans and policies.

2. The DfT consulted in 2007 on amending the statutory framework for LTPs. Responses from stakeholders identified that the LTP remained a useful document, but that there was scope for introducing further flexibility for local authorities in some areas.

3. The Local Transport Act 2008 retains the statutory requirement to produce and review Local Transport Plans and policies. But other aspects of the statutory framework have changed. This chapter sets out what these changes mean for local authorities.

### **2.2 Requirement to produce an LTP**

4. Local transport authorities are still required by legislation to produce a Local Transport Plan.<sup>5</sup>

5. Authorities with a ‘four star’ Comprehensive Performance Assessment rating are currently exempt from producing an LTP, although all such authorities have nevertheless chosen voluntarily to produce a Plan. CPA is replaced by Comprehensive Area Assessment from 2009, which no longer includes star ratings. Under CAA, there will be no exemptions from the requirement to produce an LTP.

### **2.3 Separate strategy and implementation plans**

6. The Act also requires that LTPs contain policies (in this Guidance referred to as the strategy) and implementation plans (the plan for delivery of the policies contained in the strategy). Most if not all local authorities have already included both of these elements in their Plans, but the Act formalises this requirement. Chapter 4 sets out suggested coverage in more detail.<sup>6</sup>

7. Authorities may include policy and implementation plans in a single document, or in separate documents. In either case, a clear distinction between what is strategy and what is implementation plan is advisable, and the statutory duties relating to LTPs apply to the whole.

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<sup>5</sup> This does not apply to metropolitan district authorities – see paragraphs 16-18 of this chapter.

<sup>6</sup> See Chapter 4, paragraphs 13-16.

8. The increased flexibility over timescales discussed in section 2.4 of this chapter creates opportunities for authorities to consider how they might want to handle strategy and implementation plans.

## **2.4 Duration of Plans**

9. Prior to the Act, Plans were required to be renewed at least every five years. LTP1 and LTP2 covered 2001-06 and 2006-11 respectively. The new legislation means that local transport authorities may replace their Plans as they see fit.

10. If authorities decide that policy and implementation should be dealt with in separate documents, it is open to them to renew the different parts on different timescales, providing they have regard to the requirements of the legislation in doing so. Chapter 4 investigates several ways that local authorities might choose to use this freedom.<sup>7</sup>

11. Local authorities have the option if they wish of replacing their existing Plans before they might otherwise expire in April 2011. All authorities will at the latest need to have a new Plan in place when the current Plans expire in April 2011. These new Plans must then be kept under review and replaced as the authority sees fit.

## **2.5 Bus strategies and changes to bus powers**

12. The Local Transport Act 2008 removes the requirement to produce a separate bus strategy. Buses will continue to be a key element of LTPs and this legislative change allows bus measures to be integrated more effectively into the core LTP strategy and implementation plan.

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<sup>7</sup> See Chapter 4, paragraphs 13-16.

The Act contains a number of important changes to give local authorities improved powers to influence the provision of bus services in their area. These include:

- a new competition regime for Voluntary Partnership Agreements to facilitate agreements involving more than one bus operator, giving local authorities a role in determining where co-operation between operators is in the public interest
- provisions to allow statutory Quality Partnership Schemes to cover minimum frequencies, timings and maximum fares, and to allow local authorities to phase in improvements over a period of time
- making Quality Contracts Schemes a more realistic option, removing the need for approval by the Secretary of State and with new public interest criteria replacing the previous “only practicable way” test
- changes to the community transport permit system to allow more flexible use of vehicles and payment of drivers
- clearer powers for authorities to subsidise improvements in the standard of bus services.

These new powers provide a real opportunity for local authorities, in partnership with operators, to bring improvements to local bus services. Further Guidance on the new bus provisions is given at: <http://www.dft.gov.uk/pgr/regional/localtransportbill/>

In addition, new provisions in the 2000 Act as amended now mean that local authorities, as well as bus operators, can be held to account by the traffic commissioners for their contribution to the performance of local bus services (e.g. traffic management, coordination of roadworks, and the provision and enforcement of bus priority measures). This reinforces the point that where there is a problem with bus punctuality - as made clear in the Network Management Duty Guidance - local traffic authorities should work with bus operators and traffic commissioners to formulate and implement improvement plans for bus punctuality, including Punctuality Improvement Partnerships. The policy handbook accompanying this Guidance provides a reference to the Bus Partnership Forum’s guidance on Performance Monitoring and Bus Punctuality Improvement Partnerships.

## **2.6 Metropolitan counties**

16. In the six metropolitan counties outside Greater London, the duty to formulate Local Transport policies and plans has in the past been shared between metropolitan district councils and the PTA. The Act gives PTAs sole responsibility over this from 9 February 2009.<sup>8</sup> From this date, PTAs will also be renamed Integrated Transport Authorities. The Act also allows for the establishment of new ITAs outside metropolitan counties. Where this occurs, the new ITA will take on responsibility for the production of the LTP covering its area.

17. The creation of ITAs, together with other governance changes introduced through Part 5 of the Act, is intended to strengthen governance arrangements in metropolitan counties and to facilitate transport planning and delivery. Separate guidance on the creation of ITAs and local reviews of transport governance arrangements is due to be published in December 2008.<sup>9</sup>

18. Input from metropolitan district councils will be vital in the formulation by ITAs of transport policies and plans. There will need to be strong coordination between ITAs and metropolitan district councils in this process, well beyond the statutory obligation for the ITA to consult local authorities within its area.

## **2.7 Consultation requirements**

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

- bus operators
- rail operators<sup>10</sup>
- public transport user groups
- in the case of ITAs, district councils and any county councils in their area
- in the case of county councils, district councils
- the Secretary of State, in respect of Highways Agency roads
- any other people they consider appropriate (e.g. environmental organisations).

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<sup>8</sup> As at publication, this was the planned date of the first commencement Order for the Local Transport Act 2008

<sup>9</sup> To be published at [www.dft.gov.uk](http://www.dft.gov.uk)

<sup>10</sup> This includes Network Rail and train operating companies: passenger and freight

20. It is for local transport authorities to decide the detail of how they consult on their strategies and implementation plans. Chapter 4 offers some advice in this area<sup>11</sup> and Annex C gives a list of possible consultees.

## **2.8 Environmental policies and guidance**

21. The Transport Act 2000 as amended requires local transport authorities to have regard to Government guidance and policies on the environment when formulating Local Transport Plans and policies. The Act makes particular reference to climate change mitigation and adaptation, but authorities should consider how their strategies and implementation plans relate to all relevant environmental issues, including air quality, noise, landscape and biodiversity.

22. Chapter 3 covers climate change mitigation and adaptation in more detail. This reflects the Government's commitment to tackling climate change as provided for in the Climate Change Act 2008.<sup>12</sup>

23. Climate change policy is a fast-developing area and transport will be required to contribute towards achieving the UK's climate change goals. It will be important for local authorities to consider the impacts of their proposals on greenhouse gas emissions and to seek to reduce (and minimise) such emissions in preparing their LTP.

24. The Climate Change Act establishes a duty for the Government to present five-yearly assessments of the risks of climate change to the UK, together with a report setting out objectives for adaptation to these risks.

25. Policies and guidance on the environment can be found in the separate Policy and Best Practice Handbook published alongside this Guidance. Strategic Environmental Assessment and Habitats Regulations Assessments of LTP strategies and implementation plans are covered in chapter 4. Chapter 4 also covers the integration of environmental plans with LTPs, such as Air Quality Action Plans and Rights of Way Improvement Plans.

## **2.9 Disabled people**

26. Local transport legislation contains an obligation for local transport authorities to have regard to the transport needs of older people and people with mobility difficulties when developing transport plans and policies.

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<sup>11</sup> See Chapter 4, paragraphs 40-42.

<sup>12</sup> The Climate Change Act 2008 -

[http://www.opsi.gov.uk/acts/acts2008/ukpga\\_20080027\\_en\\_1](http://www.opsi.gov.uk/acts/acts2008/ukpga_20080027_en_1)

27. The Act adds a new requirement to have regard to the needs of disabled people, both in developing and implementing plans, thereby broadening the scope of the legislation to bring it in line with the Disability Discrimination Act.<sup>13</sup>

## **2.10 Transport Plans and policies**

28. The Act also includes amendments to the legislation on workplace parking levies or road user charging schemes, which authorities considering proposals will need to take into account in their Plans. Further advice can be obtained as necessary from the Department.

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<sup>13</sup> The Disability Discrimination Act 1995 - [http://www.opsi.gov.uk/acts/acts1995/ukpga\\_19950050\\_en\\_1](http://www.opsi.gov.uk/acts/acts1995/ukpga_19950050_en_1)

## **Chapter 3 – The Strategic Policy Framework for LTPs**

### **3.1 Introduction**

1. This chapter sets out the national policy framework for the development of the next round of Local Transport Plans. It covers both the national transport goals which should be priorities for local authority consideration, and the broader framework of local government policy within which Local Transport Plans need to add value. In particular, the chapter addresses the link between LTPs and the Local Government Performance Framework.

### **3.2 National transport goals**

2. The DfT expects authorities to consider their contribution to national transport goals as over-arching priorities for their LTPs.

3. The Department is currently consulting<sup>14</sup> on a set of five key goals and related challenges for development of the UK's future transport policy and infrastructure. These goals and challenges are shown in Table 1. Subject to the current consultation, these five goals will effectively replace the shared priorities of LTP2 guidance.<sup>15</sup>

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<sup>14</sup> Delivering a Sustainable Transport System: Consultation on Planning for 2014 and beyond – DfT, November 2008

<http://www.dft.gov.uk/consultations/open/planning>

<sup>15</sup> The four shared priorities in LTP2 guidance, agreed between central Government and the LGA, were accessibility planning, congestion, road safety and air quality.

**Table 1 The Goals and Challenges**

	Tackle climate change	Support economic growth	Promote equality of opportunity
Cross-network (national policy)	1 Deliver quantified net reductions in greenhouse gas emissions consistent with the Climate Change Bill and EU targets.	2 Ensure a competitive transport industry by simplifying and improving regulation to benefit transport users and providers and maximising the value for money from transport spending.	3 Enhance social inclusion by enabling disadvantaged people to connect with employment opportunities, key services, social networks and goods through improving accessibility, availability, affordability and acceptability.
Cities and regional networks	1 Deliver quantified reductions in greenhouse gas emissions within cities and regional networks, taking account of cross-network policy measures.	2 Reduce lost productive time including by maintaining or improving the reliability and predictability of journey times on key local routes for business, commuting and freight.  3 Improve the connectivity and access to labour markets of key business centres.  4 Support the delivery of housing, and in particular the PSA target of increasing supply to 240,000 net additional dwellings per annum by 2016 by facilitating the conditions for the housing to be delivered, while limiting increased congestion.  5 Ensure local transport networks are resistant and adaptable to shocks and impacts such as adverse weather, accidents, terrorist attacks and impacts of climate change.	6 Enhance social inclusion and the regeneration of deprived or remote areas by enabling disadvantaged people to connect with employment opportunities, key local services, social networks and goods through improving accessibility, availability, affordability and acceptability.  7 Contribute to the reduction in the gap between economic growth rates for different regions.
National networks	1 Deliver quantified reductions in greenhouse gas emissions on national networks taking account of cross-network policy measures.	2 Reduce lost productive time on national transport networks, including by maintaining or improving the reliability and predictability of journey times for business and freight.  3 Ensure national transport networks are resistant and adaptable to shocks and impacts such as adverse weather, accidents, terrorist attacks and impacts of climate change.	4 Enhance social inclusion by ensuring national transport networks are accessible and acceptable for disadvantaged people.  5 Contribute to the reduction in the gap between economic growth rates for different regions.
International networks	1 Ensure forecast growth in international aviation emissions is matched by equivalent transport reductions or offset by reductions in other sectors.  2 Increase the carbon efficiency of international shipping. Forecast growth to be offset by reductions in other sectors.	3 Reduce lost productive time on international networks by maintaining or improving efficiency, predictability and reliability of international end-to-end journeys.  4 Ensure passengers and freight have access to globally competitive levels of international connectivity.  5 Ensure international networks are resistant and adaptable to shocks and impacts such as adverse weather, accidents, terrorist attacks and impacts of climate change.	6 Improve accessibility for persons of reduced mobility on international networks.  7 Contribute to the reduction in the gap between economic growth rates for different regions.

Contribute to better safety, security and health	Improve quality of life
<p>4 Reduce the risk of death, security or injury due to transport accidents.</p> <p>5 Reduce social and economic costs of transport to public health, including air quality impacts.</p> <p>6 Improve the health of individuals by encouraging and enabling more physically active travel.</p> <p>7 Reduce vulnerability of transport networks to terrorist attack.</p>	<p>8 Manage transport-related noise in a way that is consistent with the emerging national noise strategy and other wider Government goals.</p> <p>9 Minimise the impacts of transport on the natural environment, heritage and landscape and seek solutions that deliver long-term environmental benefits.</p> <p>10 Improve the experience of end-to-end journeys for transport users.</p>
<p>8 Reduce the risk of death or injury due to transport accidents.</p> <p>9 Improve the health of individuals by encouraging and enabling more physically active travel.</p> <p>10 Reduce the social and economic costs of transport to public health, including air quality impacts.</p> <p>11 Reduce vulnerability of city and regional transport networks to terrorist attack.</p> <p>12 Reduce crime, fear of crime and anti-social behaviour on city and regional transport networks.</p>	<p>13 Reduce the number of people and dwellings exposed to high levels of noise from road and rail networks consistent with implementation of Action Plans prepared under the Environmental Noise Directive.</p> <p>14 Minimise the impacts of transport on the natural environment, heritage and landscape and seek solutions that deliver long-term environmental benefits.</p> <p>15 Improve the quality of transport integration into streetscapes and the urban environment.</p> <p>16 Improve the journey experience of transport users of urban, regional and local networks, including at the interfaces with national networks and international networks.</p> <p>17 Enhance well-being and sense of community by creating more opportunities for social contact and better access to leisure activities and the natural environment.</p>
<p>6 Reduce the risk of death or injury due to transport accidents</p> <p>7 Reduce the social and economic costs of transport to public health, including air quality impacts.</p> <p>8 Reduce vulnerability of transport networks to terrorist attack.</p>	<p>9 Reduce the number of people and dwellings exposed to high levels of noise from road and rail networks consistent with implementation of Action Plans prepared under the Environmental Noise Directive.</p> <p>10 Minimise the impacts of transport on the natural environment, heritage and landscape and seek solutions which deliver long-term environmental benefits.</p> <p>11 Improve the journey experience of transport users of national networks including at the interfaces with local networks and international networks.</p> <p>12 Enhance wellbeing and sense of community by creating more opportunities for social contact and better access to leisure activities and the natural environment.</p>
<p>8 Reduce the risk of death or injury due to transport accidents.</p> <p>9 Reduce the social and economic costs of transport to public health, including air quality impacts.</p> <p>10 Work internationally and nationally to reduce vulnerability of international networks to terrorist attack.</p>	<p>11 Limit and, where possible, reduce the number of people in the UK significantly affected by aircraft noise.</p> <p>12 Minimise the impacts of transport on the natural environment, heritage and landscape and seek solutions which deliver long-term environmental benefits.</p> <p>13 Improve the experience of end-to-end journeys for international transport users.</p>

4. As with the shared priorities, local authorities will need to consider the relative importance of the five goals for their area or for different parts of their area, and may wish to refine them, or include local, additional objectives. They should also consider the related challenges, particularly those considered most relevant to city and regional networks. It is vital in preparing Local Transport Plans that local authorities start by determining a clear view of their own strategic goals and of their priorities for dealing with the different challenges they face. This strategic view should be based on robust evidence.

5. Local authorities should also have regard to relevant National Policy Statements which may be made in due course under the new planning regime for major infrastructure projects, provided by the Planning Act 2008.

### **3.3 Delivering goals effectively**

6. It is for authorities to consider and evaluate the options for achieving their identified goals. In doing so they will want to have regard to a wide range of available guidance and research on best practice and on the solutions which work best in particular circumstances.

7. The Department is developing measures to enhance the availability and accessibility of guidance on best practice, and will be discussing this further with authorities during 2009. In the meantime a handbook of relevant current documents on policy and best practice published by Government Departments is being published alongside this draft Guidance.

### **3.4 Climate change**

8. The Climate Change Act 2008 commits central Government to reducing greenhouse gas emissions across the UK economy by at least 80% on 1990 levels by 2050. The Act requires Government to set five-yearly carbon budgets with a view to meeting long-term targets. The contribution which will be needed from transport will depend on the cost of action to reduce emissions from the transport sector compared to the cost of taking action elsewhere in the non-traded sector (primarily domestic heating and agriculture). The challenging nature of the targets means that transport will need to make a significant contribution.

9. The DfT is therefore developing a strategy for reducing emissions from transport. This will feed into the wider Government strategy for delivering against carbon budgets, expected in summer 2009. We will keep local authorities informed of developing policy in this area. For longer-term planning, the assumption should be that

constraints on the UK's greenhouse gas emissions will become more challenging over time.

10. The DfT encourages local authorities to develop strategies and implementation plans that take significant steps towards mitigating climate change, by encouraging the development of sustainable transport systems, facilitating behaviour change and reducing the need to travel through, for example, Smarter Choices measures. Many authorities have already shown their commitment to this agenda by selecting national indicators 185 and 186 relating to climate change as targets for their LAAs. New Local Transport Plans offer local authorities the opportunity to develop transport systems that move towards more sustainable options.

11. The DfT has been working to provide a more robust evidence base on historic and forecast emissions by mode, journey choice and motivation, and the associated emissions impacts of journeys and to identify the options to reduce transport CO<sub>2</sub> emissions most cost-effectively. A summary of work completed by July 2008 has been published on the DfT website.<sup>16</sup>

12. In addition to measures to reduce greenhouse gas emissions, it is important that local authorities put in place measures to improve the resilience of local transport to the impacts of climate change, in line with the Government's Adapting to Climate Change Programme.<sup>17</sup>

### **3.5 LTP Funding**

13. Ensuring value for money and efficient delivery should be key objectives for any local authority preparing an LTP. Implementation Plans should demonstrate how both capital and revenue funding are to be used to further transport objectives.

14. Strategies and Implementation Plans should be based on realistic estimates of the funding likely to be available. The Government has put in place three year local government settlements and ten year regional funding indicative allocations to provide a clearer context within which authorities may plan.

15. Capital funding for both block allocations and major schemes is now subject to Regional Funding Advice, and authorities should have regard to the indicative allocations resulting from Ministers' decisions on that advice. Actual amounts will be subject to

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<sup>16</sup> Carbon Pathways Analysis – Informing Development of a Carbon Reduction Strategy for the Transport Sector. DfT, July 2008.  
<http://www.dft.gov.uk/pgr/sustainable/analysis.pdf>

<sup>17</sup> The new UK Climate Projections due to be launched in Spring 2009 will give local authorities guidance on taking into account the impacts of climate change on transport in their local area.

available resources, and confirmed as part of three-year local government settlements. Block funding is not ring-fenced, and it is for individual authorities to use the evidence collected for the Local Transport Plan to help them decide on desirable levels of transport investment in the context of their overall priorities.

16. Most revenue funding will continue to be provided as part of the three year Local Government Settlements. Again it is for individual authorities to decide on actual levels of transport spend.

17. The Department does not currently intend to link any national performance funding to the quality or delivery of new Local Transport Plans.

18. Authorities should also consider alternative sources of funding for both capital and revenue initiatives. Options include specific grants (e.g. the Transport Innovation Fund or Community Infrastructure Fund), instruments such as Supplementary Business Rates or the Community Infrastructure Levy, developer contributions, pricing measures and charges. In two-tier authorities it will be particularly important for the local transport authority to work closely with district councils to ensure the most effective arrangements for securing and utilising contributions to transport investment from developers.

### **3.6 Alignment with regional strategies**

19. LTPs should be prepared in the context of the broader policies and objectives contained in relevant Regional Strategies. Under the provisions of the Local Democracy, Economic Development and Construction Bill, all regions will be required to prepare Integrated Regional Strategies, but the timescales for reviewing and replacing existing strategies will vary from one region to another.

20. Authorities will wish at an early stage to discuss with regional bodies how they may best work to ensure alignment between their local plans and the emerging regional strategy. They should identify and make full use of opportunities available for joint or complementary development work. LTPs should in due course clearly articulate how they contribute to regional objectives

### **3.7 Local Government Policy**

21. The 2006 Local Government White Paper set out proposals to create a framework for local authorities to act as strong leaders of their communities, removing barriers to effective working. The aim is to create strong, prosperous communities and deliver better public services through a rebalancing of the relationship between central government, local government and the public.

22. Local authorities will wish to develop LTPs which have regard not only to national transport goals but to local strategic objectives as identified in their Sustainable Communities Strategy and to priorities identified in other local documents.

23. In particular, it is critical that transport and land-use planning are closely integrated. Both need to be considered from the outset in decisions on the location of key destinations such as housing, hospitals, schools and businesses. It will be essential for LTPs to be closely aligned with Local Development Frameworks. In two-tier areas, counties should work closely with districts to ensure alignment between LDFs and LTPs.

24. Individual local authorities should aim for consistency between the suite of documents applying to their area. In particular, there is an opportunity for authorities to develop plans that link transport with an area's wider agenda, such as education, employment, health, equality and social exclusion, crime and the environment. Close engagement with the Local Strategic Partnership and other local service providers will help integrate other organisations' planning for services with transport goals.

### **3.8 LTPs and LAAs**

25. The Local Government White Paper provided the framework for reform to the existing system of targets and indicators. Local Area Agreements (LAAs) were introduced to deliver better services, a better quality of life and stronger local economies for people, focusing effort and resources on the priorities that matter most in the area in which they live.

26. LAAs are at the heart of the new performance framework for local authorities and their partners. They create one single place for the agreement of targets on locally delivered priorities and are informed by each area's Sustainable Community Strategy (SCS). Performance in delivering LAAs will be monitored through a robust and independent system called the Comprehensive Area Assessment (CAA).

27. Authorities should ensure that the work of developing and implementing a Local Transport Plan serves to inform the selection of improvement priorities in their LAA, and also that the work of considering LAAs informs the development and implementation of the LTP. This will require close working with the relevant Local Strategic Partnership.

28. The National Indicator Set contains ten specific transport indicators. Local Transport Implementation Plans should set out the expected impact of the Plan on these indicators. LTPs should also describe and where possible estimate expected impacts on

indicators which are not transport-specific, but where transport is a key ingredient in successful delivery. Authorities should ensure that their Implementation Plans are fully consistent with plans to achieve the targets set in the Local Area Agreement.

29. Where authorities prepare a joint LTP, or in metropolitan areas, it will be necessary to secure consistency between the LTP and individual SCS and LAA. The LAA may need to refer to the authority's contribution to a joint target. Although it will not generally be necessary in such cases for either the LTP or the LAA to quantify an individual authority's contribution to a joint target, it will be important for all the contributing authorities to assure themselves that their respective Plans for the delivery of the LTP and the LAA are consistent and will work together effectively to achieve the jointly agreed target.

30. In preparing their Local Transport Plans, however, and determining arrangements for monitoring delivery, authorities should not confine themselves to the consideration of the targets and indicators contained in a Local Area Agreement. It is open to authorities to set themselves additional targets and indicators in their LTP wherever this is likely to be helpful in securing effective delivery, while ensuring consistency with the LAA. Local authorities may wish to consider targets for some areas, such as the management and maintenance of their transport assets, which have a longer timescale than the three years of an LAA.

31. LAAs and the arrangements for partnership with other bodies such as the Highways Agency, Primary Care Trusts and Jobcentre Plus offer an excellent framework to provide a truly integrated approach to local service provision, linking transport investment to wider social, economic and environmental goals. The expertise and interests of partner bodies should be fully utilised in developing and implementing the LTP.

32. Local fora developing and implementing LAAs also offer transport practitioners opportunities to communicate and discuss the importance of transport in delivering a wide range of local objectives. "Meeting Targets Through Transport"<sup>18</sup> contains several case studies exemplifying the contribution transport can make.

### **3.9 LTPs and MAAs**

33. Much transport is suited to planning at a sub-regional level, to take into account the economic area which transport serves. Where authorities have prepared a Multi Area Agreement they may wish to consider a Joint Local Transport Plan to contribute to their joint

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<sup>18</sup> See footnote 3.

strategy.<sup>19</sup> It will be essential for effective delivery to ensure consistency between the MAA and relevant LTPs.

### **3.10 A new relationship**

34. The DfT will no longer formally assess Local Transport Plans, impose mandatory targets or require submission of formal monitoring reports separate from the LAA Framework. This places responsibility firmly on individual authorities to consider how to use the Local Transport Planning framework in the way which works best for them. Authorities are accountable to their communities rather than to the Department for both the quality of the transport strategies prepared and for ensuring effective delivery.

35. The Department nevertheless remains concerned to ensure that planning and delivery of local transport continues to improve. The Department will provide support to authorities in their preparation and delivery of Plans through a range of mechanisms, shown at Annex B. Government Offices will work closely with authorities as they develop their new Plans. They will expect to meet at least annually with each authority or group of authorities to discuss progress on the preparation and implementation of their LTP. In addition it is anticipated that a more formal meeting with senior local authority officials will be held at least every two years.

36. The outcomes of these meetings will assist the Audit Commission in preparing their Comprehensive Area Assessment. The planning and delivery of transport will be an important area for consideration in CAA. The effective management and maintenance of transport assets will be a particular consideration in the use of resources assessment.

37. The Department may take into account the overall quality of an authority's LTP, and of its delivery, where this is relevant to its decisions.

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<sup>19</sup> See chapter 4, paragraphs 5-10.

## **Chapter 4 – Key steps in developing and delivering high quality LTPs**

### **4.1 Introduction**

1. This chapter focuses on the measures authorities need to take to develop and implement their Plans effectively, and the support which will be available. While the measures are not mandatory, the DfT strongly advocates their adoption, as they will ensure higher quality Plans and better use of resources to achieve the desired outcomes.

The chapter is divided into three sections:

- Section 1 – Determining the scope of the Plan
- Section 2 – Developing the Plan
- Section 3 – Delivering the Plan

### **Section 1 – Determining the scope of the Plan**

#### **4.2 Scope of an LTP**

2. An LTP should cover all of an authority's policies and delivery plans relating to transport, explaining how these contribute to the wider local agenda. It should consider the transport needs both of people and of freight. It should consider not only possible enhancements to transport services but the maintenance, management and best use of the assets necessary for transport delivery.

3. LTPs should nevertheless be reasonably succinct documents, which can be readily accessed and understood by a range of users.

4. There are a number of particular issues, as set out below, which authorities should consider as they develop the processes for preparing their next Plans.

#### **4.3 Spatial coverage of an LTP**

5. Under the Transport Act 2000, as amended by the Local Transport Act 2008, all local transport authorities are required to produce an LTP relating to transport to, from and within their area. In considering this duty authorities should bear in mind that patterns of transport use are not necessarily restricted by local authority boundaries. It is important that an LTP is a practical document, and where cross-boundary travel is particularly important to users,

neighbouring authorities may wish to consider a joint Local Transport Plan.

6. Every area of a local transport authority should be covered by a Local Transport Plan, and clear arrangements should be in place for accountability and delivery. But the boundaries of a joint LTP do not need to follow traditional local authority boundaries; they may instead reflect travel patterns. For example, a city region may agree with neighbouring authorities to produce an LTP to cover the whole of its travel to work area, including parts of shire counties or even other regions.

7. While authorities may choose to prepare a joint Plan, this does not affect their individual statutory responsibilities.

8. In a number of parts of the country, economic areas overlap and it may not be straightforward to decide on appropriate boundaries for Local Transport Plan coverage. In such cases authorities may wish to consider arrangements for partnership and collaboration which fall short of a fully Joint Plan, taking into account the need for clarity in accountability, and existing or developing groupings such as MAA partnerships.

9. Authorities with boundaries adjoining the devolved administrations or London will also wish to consider how best to achieve collaboration and partnership with neighbouring interests.

10. A number of successful Joint Plans were prepared for LTP2, and local authorities considering spatial coverage may wish to consider the experience of these areas.<sup>20</sup>

#### **4.4 Alignment with other local, regional and national documents**

11. As set out in Chapter 3, LTPs should interface with a variety of other local, regional and national documents. Authorities should consider how best this may be done, in particular to inform decisions on the time horizons for the new Plan.

12. In two-tier areas authorities will wish particularly to consider how best to secure alignment between their Plan and the LDFs prepared by their constituent District Councils.

#### **4.5 Duration of Plans: strategy and delivery**

13. As set out in Chapter 2, an LTP must include both policies (i.e. the strategy) and an implementation plan. An LTP strategy should

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<sup>20</sup> Authorities should contact their Government Office in the first instance if they are considering producing a Joint Plan for the first time.

set out the area's key challenges and how they should be addressed. It will articulate clearly what the authority wants to achieve, and how it intends to do it. An implementation plan should complement the strategy, acting as a detailed business plan for implementing the changes set out in the strategy. This may include a funded programme of transport improvements, key milestones and risk assessment. It should be informed by deliverability and likely available funding.

14. Authorities should consider at an early stage how best to structure their Plan, taking into account the need to include both strategy and delivery, and the new flexibility to replace LTPs as individual authorities see fit. A number of possible examples for structuring Plans are given below. These are illustrative and should not restrict authorities in their thinking:

- authorities could make the strategy element of their Plan look forward 10 to 20 years, in order to align it with the relevant regional strategy or Sustainable Communities Strategy
- the implementation plan element of the LTP could span a shorter time period than the strategy. Implementation plans could, for example, be three years in length, to align with local government funding settlements and LAA timescales. But where implementation is heavily dependent on major interventions requiring a substantial planning timescale, it may be appropriate for implementation plans to extend beyond three years, reflecting the length of time needed to work up some interventions and gain approvals
- an authority may if they wish continue with the current approach – a five-year LTP.
- a group of local authorities might produce a joint strategy, but each produce individual implementation plans beneath this. Alternatively a single authority might adopt an area-based approach to structuring the delivery of their LTP to take account of the different challenges faced in, for example, urban and rural areas.

15. In considering the options for the duration of their Plans it is strongly recommended that local authorities consult adjoining authorities and regional partners at an early stage. The GO will be willing to facilitate this if necessary.

16. In all cases, but especially where authorities decide to include long-term strategies in their Plans, the authority should also decide and include in their Plan their policy for **keeping the Plan under review** and the proposed timing of alterations and replacement. Authorities should bear in mind the statutory requirement to keep LTPs under review, and that the extent to which an LTP has been

kept up to date may be a consideration for the Department in reaching decisions relevant to the authority.

## **Section 2: Developing the Plan**

### **4.6 Governance Arrangements**

17. Authorities will wish to consider appropriate governance arrangements for developing their LTPs. These arrangements need to provide clear responsibility for developing the Plan and the need to involve a wide range of partners in its preparation. Good governance will include clear programme and risk management systems, as these will be critical to developing and delivering good transport in an area.<sup>21</sup>

### **4.7 The process of developing the LTP**

18. The LTP system has been successful in promoting long-term integrated local transport planning. Although local authorities will inevitably base their next LTP on the experiences of LTP1 and LTP2, we advocate they take a fresh look at their policies and implementation proposals for LTP3.

19. In order to develop an effective strategy and decide priorities for implementation, authorities should follow the process recommended by Eddington:

- clarify goals
- specify the problems or challenges the authority wants to solve
- generate options to resolve these challenges
- appraise the options and predict their effects
- select preferred options and decide priorities
- deliver the agreed strategy.

20. The first five steps are explained below in letters A-E while 'Delivery of options' is covered in Section 3 of this chapter.

#### **A. Clarifying goals**

21. We expect local authorities to build an LTP on a framework informed by the national goals and challenges and the relevant regional objectives, adapted to local circumstances. Local goals should be in the form of desired outcomes, and can look outside the

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<sup>21</sup> Further details on this point can be found in paragraphs 55-64.

transport agenda to wider corporate priorities – for example transport will be vital in ensuring that people have access to key services. The approach of clarifying LTP goals is a critical first step before prioritising which transport measures will be pursued. Setting goals ensures consistency throughout the LTP.

## **B. Specifying problems / challenges**

22. Having identified high-level goals, LTPs should consider the specific challenges or problems that relate to these goals. Each local authority faces a unique set of challenges and developing an understanding of current and future transport issues will be pivotal to the LTP. These challenges will drive the development and delivery of an LTP.

23. Challenges and the options for achieving them may relate not only to possible changes in transport services but to the need to maintain and secure best use of existing services and infrastructure.

24. Authorities should identify problems and priorities on the basis of clear evidence and data, for example on:

- demographic trends
- environmental issues
- economic circumstances
- existing transport infrastructure capacity
- travel patterns and trip rates
- connectivity of existing networks
- stakeholder views.

25. Authorities should use available data not only to identify challenges but to consider priorities and identify which challenges are most important to address within the timescale of the Plan. By carefully analysing local transport problems and challenges, it will be easier to identify opportunities and innovative solutions.

26. When considering transport challenges and priorities, it will be helpful for local authorities to develop a clear spatial geography for their areas. This could for example involve identifying the key local hubs (e.g. local town centres, employment zones, retail centres), strategic corridors (local main roads and main bus routes) and any significant gateways onto the national and international transport networks. A spatial approach, together with consideration of the significance of different parts of the area in contributing to the

identified goals and challenges, should help the authority to develop a clear set of evidence-based priorities.

### **C. Option generation**

27. Having developed a broad set of goals and identified challenges, and priorities the next step is to generate options for meeting those challenges.

28. An LTP should be based on the best evidence available and its development should consider a wide range of options, secured through either capital or resource funding. It should compare policies and packages of options, not just individual schemes. Authorities preparing transport plans will want to work closely with those responsible for other functions, for example housing or economic development, in identifying options for resolving relevant challenges.

29. Option generation and assessment may draw on a variety of modelling and forecasting tools. Tools such as Accession will be useful in identifying an area's accessibility needs. Models used should be appropriate to the options and policies under consideration.

30. A range of possible options for meeting overall goals is shown below. This is not intended as an exhaustive list.

### **GOAL 1**

Support national economic competitiveness and growth, by delivering reliable and efficient transport networks.

#### **Possible Options:**

- smarter choices options
- public transport improvements
- congestion reduction schemes, such as junction improvements, workplace parking levies and road user charging
- improving overall levels of accessibility to and from employment and key services
- developing freight quality partnerships.

### **GOAL 2**

Reduce transport's emissions of CO<sub>2</sub> and other greenhouse gases, with the desired outcome of avoiding dangerous climate change.

#### **Possible Options:**

- development of work place and school travel plans to reduce emissions from car journeys, improve air quality and promote health
- improvement of public transport services to reduce congestion
- better integration of transport and land use planning to reduce the need to travel
- working with partners to change the way key services such

as highway maintenance and street lighting are delivered.

### **GOAL 3**

Contribute to better health and longer life-expectancy through reducing the risk of death, injury or illness arising from transport, and promoting travel modes that are beneficial to health.

#### **Possible Options:**

- development and implementation of Road Safety strategies, including engineering-based schemes and education, training and publicity
- development of inclusive transport schemes to improve walking, cycling and public transport access to key service areas
- implementation of walking and cycling schemes to promote healthier life styles and CO<sub>2</sub> reduction.

### **GOAL 4**

Improve quality of life for transport users and non-transport users, and promote a healthy natural environment.

#### **Possible Options:**

- noise management schemes through engineering and maintenance, and working with Defra noise maps and action plans
- improving rural accessibility and reducing the need for travel
- schemes to improve air quality through developing more sustainable transport solutions (e.g. travel planning, roadside emissions testing)
- improvements to public transport services through working in partnerships with local transport operators
- schemes to enhance urban and rural streetscape design
- schemes to improve signing, travel information, ticketing and ease of interchange.

## **GOAL 5**

Promote greater equality of transport opportunity for all citizens, with the desired outcome of achieving a fairer society.

### **Possible Options:**

- developing and improving an accessibility strategy that contains inclusive partnership-led solutions, addressing how services are delivered as well as transport
- solutions to rural accessibility issues such as “Wheels to work”, Demand Responsive Transport schemes and Community Rail projects
- partnership working to promote social inclusion
- consider the role of concessionary fare schemes
- solutions to urban accessibility issues such as better information provision through branded public transport schemes.

## **D. Appraisal of transport options**

31. Once a wide range of options have been considered, they will need to be sifted, prioritised and packaged together in such a way as to maximise the overall benefits against the authority’s identified strategic objectives. Authorities should consider appropriate methods of appraising their identified options, and identify clear post-implementation evaluation processes. LTPs should draw on an analysis of the appraisal of transport options, their costs and benefits (including non-monetised benefits) and value for money. It is important that appraisal measures greenhouse gas impacts.

32. Costs and benefits should then be taken into account in determining LTP targets and monitoring arrangements. Realistic trajectories for achieving targets should be estimated.

## **E. Selecting options**

33. In selecting options and packages of options to include in their Plan, authorities should consider not only the results of options appraisal, but an assessment of affordability, deliverability and risk.

34. The authority should also consider the overall balance of the Plan in meeting the identified goals.

#### **4.8 Using Strategic Environmental Assessment in developing and monitoring the Plan**

35. European directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment,<sup>22</sup> requires that a Strategic Environmental Assessment (SEA) be undertaken of all LTPs. Local authorities should ensure that the Strategic Environmental Assessment of their LTP is an integral part of developing and later delivering their LTP.

36. Advice on the SEA process is given in “A Practical Guide to the Strategic Environmental Assessment Directive”.<sup>23</sup> Statutory environmental agencies, such as the Environment Agency, Natural England and English Heritage should be involved throughout the development and monitoring of an LTP’s SEA.

37. The DfT recommends that local authorities examine their internal SEA processes and take their own legal advice in order to ensure that they are complying with the requirements of SEA in respect of LTP strategies and implementation plans. The DfT will produce further advice in due course, updating the LTP2 SEA guidance on Webtag.

#### **4.9 Working on an early, evidence-based EQIA**

38. Local authorities have a duty under race, disability and gender legislation<sup>24</sup> to carry out an Equality Impact Assessment of their LTP. EQIA can help determine how an LTP affects different groups of people. The DfT advises that an EQIA encompass race, gender, disability, age, religion/belief and sexual orientation. As with SEA, it is important that EQIA is an integral part of devising an LTP. Working towards an early, evidence-based EQIA will help ensure LTPs address anti-discrimination and equalities legislation and take account of the impacts the Plan may have on the local community. There is an opportunity for this process to help inform an LTP accessibility strategy. In the main, local authorities should already have clear internal procedures for undertaking an EQIA and it is expected that in devising an LTP, transport practitioners make early contact with the relevant department(s).

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<sup>22</sup> Implemented in England via the Environmental Assessment of Plans and Programmes Regulations 2004 (*Statutory Instrument 2004/1633*)

<sup>23</sup> A practical guide to the Strategic Environmental Assessment Directive, CLG 2006 - <http://www.communities.gov.uk/publications/planningandbuilding/practicalguidesea>

<sup>24</sup> Race Relations (Amendment) Act 2000, requirement to produce and publish a Race Equality Scheme. Disability Discrimination Act 2005, requirement to produce a Disability Equality Scheme. Equality Act 2006, requirement to produce a Gender Equality Scheme.

#### **4.10 Considering the Plan's audience**

39. An LTP will have a broad range of stakeholders. To ensure it remains a live document, local authorities should ensure that the Plan is:

- clear about its objectives and outcomes
- developed in collaboration with a range of stakeholders
- clear about its relationship with other local and regional plans and strategies
- accompanied by a monitoring framework to measure its success
- accessible to elected members, the public, NGOs, and staff from local authorities and regional bodies
- clear, uses plain language and limits the use of industry jargon
- as concise as possible (authorities may want to consider the use of an executive summary, and annexes, depending on their audiences).

#### **4.11 Consultation with stakeholders**

40. In developing and implementing an LTP, opportunities for stakeholder and public consultation should be considered at various stages. This will mean considering innovative methods of involving elected members and a wide range of stakeholders. Options that may be considered include representative working groups, forums, ongoing market research and questionnaires, all in advance of undertaking formal written consultation. Where appropriate, public consultation should extend to visitors to the area or people who work there; not only local businesses and residents.

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

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

#### **4.12 Partnership working in planning and delivery**

43. Partnership has become a core aspect of the work of local authorities, with external partners bringing a range of new skills, funding and transparency to the local decision making process. Joint LTPs have for example been produced by a number of local authorities working together collaboratively to good effect. Partnerships with neighbouring authorities and other organisations can help develop policies offering more strategic outcomes for a wide area. Partnerships in delivery can frequently produce efficiencies and economies of scale.

44. Creating and improving partnerships with external partners can also facilitate successful outcomes. Local transport authorities may for example wish to consider working closely with their area's local and regional voluntary and community groups to utilise their on-the-ground expertise and mobilise their staff resources to help develop best practice transport delivery.

45. Local authorities should continue to build on the partnerships and examples of best practice from the last two rounds of LTPs and work towards improving the existing structures that are in place.

#### **4.13 Incorporating mandatory and recommended plans**

46. There are a number of related Plans or duties that local authorities are advised to consider in preparing their LTP, and potentially incorporate into it. Some of these are statutory requirements and others recommended in guidance. More detailed guidance on these policy areas is available in the accompanying Handbook as policy documents and examples of best practice.

##### **A. Network Management Duty**

47. Under the Traffic Management Act 2004, local highway authorities have a statutory duty to manage their road network to secure the expeditious movement of traffic on their network and to facilitate the same on the networks of other authorities. Local transport authorities which are also local highway authorities should therefore ensure that their LTP strategy and implementation plan details how they plan to fulfil these duties by avoiding, reducing and minimising congestion or disruption. Local transport authorities that are not local highway authorities should consult with relevant local highway authorities regarding these duties. More detailed guidance on the Network Management Duty and the work of the traffic manager is outlined in the Policy and Best Practice Handbook.

##### **B. Transport Asset Management Plan**

48. To deliver good value for money to the public in managing their transport assets, we recommend that local transport authorities consider the value of an asset management approach. The Chartered Institute of Public Finance and Accountancy (CIPFA) recently reviewed the accounting and finance arrangements for local government transport infrastructure assets,<sup>25</sup> and found that comprehensive transport asset management could help deliver both efficiency gains and service improvements.

49. The DfT considers that the best way to achieve this is to develop a Transport Asset Management Plan (TAMP). The TAMP approach enables authorities to take a strategic view on the optimal use of resources for the management, operation, preservation and enhancement of their transport assets. An LTP could incorporate a TAMP. The TAMP should set out the role for corporate and (where appropriate) highway asset managers, and cover service levels, investment, risk assessment, and monitoring processes.

### **C. Air Quality Action Plan**

50. Local authorities have a duty to review and assess local air quality under the UK Air Quality Strategy. Where local authorities have declared an Air Quality Management Area (AQMA), they are required to produce an Air Quality Action Plan indicating how they plan to improve air quality. We advise that, where air quality is a transport issue, the integration of Air Quality Action Plans with Local Transport Plans will continue to provide a systematic way of joining up air quality management and transport planning. The LTP could examine and report on options on addressing air quality problems and any risks that policies might have on achieving targets.

### **D. Rights of Way Improvement Plan**

51. The Countryside and Rights of Way Act 2000 introduced a duty for all local highway authorities to prepare a Rights of Way Improvement Plan (ROWIP). The current round of ROWIPs runs from 2007 to 2017. Local transport authorities may wish to integrate the appropriate ROWIP(s) into their LTP or, at least, ensure that plans are aligned. Any requirement to produce an SEA for the ROWIP would be covered by the overarching LTP SEA if ROWIPs are integrated into LTPs. The DfT recommends that statutory environmental agencies, such as Natural England, should be involved throughout the development, implementation and monitoring of the ROWIP. We are working with Natural England to develop guidance on integrating ROWIPs within an LTP in time for full Guidance.

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<sup>25</sup> CIPFA (2008), *Local Authority Transport Infrastructure Assets – Review of Accounting, Management and Finance Mechanisms*, available from [www.cipfa.org.uk/pt/infrastructure/index.cfm](http://www.cipfa.org.uk/pt/infrastructure/index.cfm)

## **E. Habitats Regulation Assessment**

52. Local transport authorities need to consider if their LTP is likely to have a significant effect on a site designated as a special area of conservation, alone or in combination with other plans and projects. If a significant effect is likely, the Plan must be subject to an appropriate assessment, as required by Article 6(3) of the Habitats Directive (Council Directive 92/43/EEC) and Regulation 85B of the Conservation (Natural Habitats &c) Regulations 1994, (S.I. 1994/2716 as amended). Statutory environmental bodies should be consulted.

### **4.14 Supplementary LTP documents**

53. To maximise the effectiveness of the core strategy and implementation aspects of the LTP, and to help ensure that the Plan itself is concise, authorities may if they wish choose to support LTPs with a number of supplementary documents, for example explaining how the Plan covers particular policy areas, such as walking, cycling, accessibility, parking, freight, buses, road safety and traffic reduction.

54. Accessibility strategies were covered extensively in the last LTP Guidance in 2004, and in related guidance specific to accessibility planning. These documents remain relevant and accessibility planning will continue to be a key element of local transport planning and delivery. The DfT is currently undertaking a long-term process and impact evaluation of accessibility planning. An initial report is expected in mid-2009. Further links to accessibility planning are in the accompanying Policy and Best Practice Handbook.

## **Section 3: Delivering the Plan**

55. Even the most carefully prepared Plan will not achieve its goals unless it is delivered effectively. It is vital that authorities consider at an early stage what arrangements should be in place to oversee delivery, manage risks and monitor outcomes.

56. The DfT recommends that all local authorities set up appropriate quality management systems to facilitate the planning, monitoring and control of the transport programme. This should be linked as appropriate with wider business improvement and performance management systems within the authority. There should be transparent accountability both for overall delivery and for specific aspects of the LTP programme.

57. Setting up robust programme and performance management systems helps improve effective delivery of an LTP. Developing innovative management systems or drawing on the sector's existing systems helps those responsible to track progress and, where necessary, to decide on corrective action. The Audit Commission will attach value to effective management of delivery as part of the Comprehensive Area Assessment process and is likely to seek demonstrable evidence of effective transport planning and delivery of LTPs.

58. An LTP implementation plan should set out clearly the projects to be pursued, the projected budget and timescales, the targets to be achieved and the trajectories for their achievement. Local authorities can be flexible with the methodology they use, adapting it for the purposes of work on their LTP.

59. Risk management will also be essential to LTP strategy and delivery. In preparing and considering options for their Plans, authorities should identify the risks likely to arise, and reflect that analysis in decisions on the preferred programme. The Plan itself should acknowledge programme and project risks, and include the steps to be taken to mitigate those risks and possible remedial measures should the risks materialise. The authority should consider a wide range of possible risks to transport delivery, within a broader corporate approach to the risks to achievement of the authority's goals.

#### **4.15 Monitoring performance and setting targets**

60. Authorities should consider as they develop their Plan what performance indicators are most appropriate for monitoring it, and what targets might be set to incentivise and secure delivery. Performance monitoring should be an integral part of managing the LTP programme. A strong LTP will include ambitious target setting, clear trajectories and close monitoring of delivery.

61. In considering appropriate indicators, authorities are encouraged to discuss with other authorities, especially within their region, what standard indicator definitions may enable them and the wider transport community to benchmark their performance.

62. A robust monitoring framework is likely to include not only the transport and transport-related NIs in the LAA process, but additional voluntary targets and indicators that are relevant to the locality and to the specific goals and challenges the authority has identified.

#### **4.16 Evaluation of policies and measures**

63. Authorities will want systematically to track and record benefits from interventions. This is essential to measure the impact of

specific actions, to know whether similar measures should be pursued in future, and to judge where best to direct funding. Evaluation needs to be planned carefully before measures are taken forward, so that processes can be put in place to collect the necessary information.

64. Evaluation of policies and measures, and the best practice sharing of results with other authorities, will help to build a knowledge base across the country of which measures are effective and which less effective. It can also help authorities justify the need for transport funding, both internally and externally.

## Annex A – Code of Practice on Consultation

The Government has adopted a Code of Practice on consultations. The Code sets out the approach Government will take to running a formal, written public consultation exercise. While most UK Departments and Agencies have adopted the Code, it does not have legal force, and cannot prevail over statutory or other mandatory external requirements (e.g. under European Community Law).

The Code contains seven criteria. They should be reproduced in all consultation documents. Deviation from the code will at times be unavoidable, but the Government aims to explain the reasons for deviations and what measures will be used to make the exercise as effective as possible in the circumstances.

### The Seven Consultation Criteria

**When to consult:** Formal consultation should take place at a stage when there is scope to influence the policy outcome.

**Duration of consultation exercises:** Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.

**Clarity of scope and impact:** Consultation documents should be clear about the consultation process, what is being proposed, the scope to influence and the expected costs and benefits of the proposals.

**Accessibility of consultation exercises:** Consultation exercises should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach.

**The burden of consultation:** Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultees' buy-in to the process is to be obtained.

**Responsiveness of consultation exercises:** Consultation responses should be analysed carefully and clear feedback should be provided to participants following the consultation.

**Capacity to consult:** Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.

A full version of the code of practice is available on the Better Regulation Executive web-site at:

<http://www.berr.gov.uk/files/file47158.pdf>

If you consider that this consultation does not comply with the criteria or have comments about the **consultation process** please contact:

Lec Napal  
Consultation Co-ordinator  
Department for Transport  
Zone 1/33 Great Minster House  
76 Marsham Street  
London, SW1P 4DR  
*email:* [consultation@dft.gsi.gov.uk](mailto:consultation@dft.gsi.gov.uk)

## **Annex B – Support Measures**

This section describes planned or existing measures to support authorities in producing and delivering their Plans.

### **A. LTP guidance**

This guidance can be used as a key point of reference throughout the development and delivery of an LTP.

### **B. Liaison with Government Offices and DfT**

Government Offices, backed by DfT, will support the development and reviewing of LTPs. We strongly recommend that local authorities take the opportunity to meet their Government Office on several occasions in advance of completing their LTP in 2011.

A draft project plan that highlights the important milestones in an LTP's development might usefully be produced for feedback from the GO. This will help shape the LTP and programme policy and format advice to develop the LTP from draft to final document.

### **C. Government Office Annual Review and performance framework**

In the absence of formal progress reporting and performance funding, it is still seen as beneficial for local authorities and GOs to continue their dialogue on LTPs. This will help facilitate better delivery and provide an evidence base for the CAA process.

We envisage that this will be managed through annual review meetings between the GO and the local authority. Meetings would achieve the following:

- review the strategy against local, regional and national policy objectives
- examine the delivery record and risk management
- openly discuss progress, including any difficulties, and identify further risks and mitigating measures to tackle them.

On a bi-annual basis, this meeting may be attended by the Audit Commission's regional CAA lead and provide an opportune moment to involve the LTP area's Executive Member(s), Director(s) of Service and Chief Executive(s). This is where LTPs will be examined as part of the CAA process.

#### **D. Regional or national LA best practice sharing groups**

Partnerships and best practice sharing groups provide a key source of interaction between local authorities and external stakeholders to improve local transport delivery. It is therefore important that local authorities establish and participate in groups, as well as actively seeking guidance through best practice examples.

The Department will be discussing further opportunities to develop and share best practice with Regional Improvement and Efficiency Partnerships and with local authorities during 2009

In the mean time there are already opportunities to extend existing locally led initiatives such as Quality Bus Partnerships, Freight Quality Partnerships, Regional Cycle Benchmarking Groups and Accessibility Forums across regions and at a national level. It is in the interests of local authorities to explore the opportunities that exist in collaboration with their Government Office, especially where they might help facilitate the delivery of other outcomes, including stronger, safer communities, environmental improvement, improving health, economic well-being and tackling social exclusion.

#### **E. Benchmarking delivery**

Benchmarking is a useful tool for learning lessons and sharing good practice. It is already well established for highway maintenance and road safety and could be further extended to other LTP themes. Benchmarking offers local authorities opportunities to come together and, based on user satisfaction surveys or other indicators, score different aspects of their local transport, before identifying ways of making improvements.

The CSS South West Highways Service Improvement Group (SWHSIG), the National Highways Best Value Benchmarking Club (NHBVBC), Building Software and Ipsos MORI have been working in collaboration on the first National Transport & Highways Benchmarking. Response rates have been high and the project offers key links to the Comprehensive Area Assessment process.

#### **F. Local Transport Planning Network**

Local Transport Planning Network is an existing forum for local authority practitioners to keep abreast with national policies and share experiences and best practice. DfT will be discussing with authorities the possible development of this network in the New Year.

## **Annex C**

### **Suggested List of Stakeholders for Local Authorities to Consult on LTP3**

#### **Statutory consultees in Local Transport Act**

Bus operators  
Highways Agency  
Lower tier authorities (in the case of upper tier authorities)  
Metropolitan districts (in the case of ITAs)  
Passenger Transport Executives (PTEs)  
Public transport users group  
Rail operators  
Regional Development Agencies (RDAs)

#### **Other consultees**

Community and voluntary sector  
Crime and Disorder Reduction partnerships  
Disabled person groups  
Environmental NGOs  
Integrated Youth Support Services  
Jobcentre Plus  
Local businesses and business groups

- Chambers of Commerce
- Economic partnerships
- Emergency partnerships
- Trades Association

Local Education Authority and universities.  
National Parks  
Neighbouring authorities (including across national borders)  
Parish and Town Councils  
Planning authorities  
Primary care trusts including NHS and private hospitals.  
Representatives of older people  
Representatives of young people (e.g. National Children's Bureau)  
Statutory environmental bodies  
Taxi and private hire vehicle companies  
Tourist Board  
Youth Forums  
Youth Opportunity Fund panels

## **Annex D**

### **List of Consultees for LTP3 Guidance**

All local transport authorities  
All Passenger Transport Executives (PTEs)  
All Regional Development Agencies  
All Regional Government Offices  
All Regional Assemblies  
AA Public Affairs  
ACPO Operational Strategic Road Policing, Nottinghamshire Police  
Advantage West Midlands  
Age Concern  
Association of British Insurers (ABI)  
Association of Car Fleet Operators  
Association of Chief Executives of Voluntary Organisations  
Association of National Parks Authorities (ANPA)  
Audit Commission  
BRAKE  
British Chambers of Commerce  
British International Freight Association  
British Motorcyclists Federation  
British Parking Association  
British Retail Consortium  
British School of Motoring Ltd (BSM)  
British Vehicle Rental & Leasing Association  
British Waterways  
Broads Authority  
Buses & Rapid Transit – UK (BRT-UK)  
Campaign for Better Transport  
Campaign for National Parks  
CBI  
Chartered Institute of Logistics and Transport  
City of London Corporation  
Commission for Integrated Transport  
Commission for Rural Communities  
Commission for Racial Equality  
Confederation of British Industry  
Confederation of Passenger Transport UK  
Convention of Scottish Local Authorities  
County Surveyors Society  
Council for National Parks  
CPRE  
Cyclists Touring Club  
Disability Charities Consortium  
Disability Rights Commission  
Energy Saving Trust  
English Heritage

English National Parks Authorities Association (ENPAA)  
Enterprise Privacy Group  
Environment Agency  
Equal Opportunities Commission  
Federation of Small Businesses  
Ford Motor Company Ltd  
Forum of Private Business  
Freight Transport Association  
Friends of the Earth  
Greenpeace  
Highways Agency  
IAM Motoring Trust  
Imperial College London  
Independent Transport Commission  
Institute of Directors  
Institute of Plumbing and Heating  
Institute of Licensing c/o Restormel Borough Council  
IPPR  
Joint Committee on the Mobility of Blind and Partially-Sighted People  
Joint Committee on the Mobility of Disabled People  
Licensed Private Hire Car Association  
Living Streets  
Local Government Association  
London Development Agency  
London First  
London Trams  
Mobilise (the Disabled Drivers' Association and the Disabled Drivers' Motor Club agreed to merge last year)  
Motorcycle Action Group  
Motorcycle Industry Association  
National Association of Estate Agents  
National Association of Licensing & Enforcement Officers  
National Association for Areas of Outstanding Natural Beauty (NAAONB)  
National Council for Voluntary Organisations  
National Parks Authorities  
National Private Hire Association  
National Society for Clean Air  
National Society for Clean Air & Environmental Protection  
National Taxi Association  
Natural England  
NHS confederation  
North West Centre of Excellence  
PACTS  
Passenger Transport Executive Group (pteg)  
RAC Foundation  
RAC Plc  
Rail Passenger Council  
Retail Motor Industry Federation

Road Haulage Association  
RoSPA  
Royal Town Planning Institute  
Scottish Government  
Small Business Service  
Social Market Foundation  
Society of Motor Manufacturers & Traders  
South East England Development Agency  
South West of England Development Agency  
Sustainable Development Commission  
Sustrans  
Tees Valley Joint Strategy Unit  
TGWU  
The Institute of Advanced Motorists  
The Runnymede Trust  
Town & Country Planning Association  
Transport and General Workers Union  
Transport for London  
TSSA  
TUC  
UK Petroleum Industry Association  
Welsh Assembly Government  
Welsh Local Government Association  
Women's National Commission  
Yorkshire Forward