

Guidance on Local Transport Plans



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Chapter 1 – Introduction

Purpose of Guidance

1. This document is statutory Guidance to support local transport authorities in producing Local Transport Plans.¹ 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.
3. This full Guidance is accompanied by a short overview designed for members and senior officers explaining the aims of the Guidance and how transport contributes to wider policy objectives.

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, environmental objectives and better local economies². Where transport fails, these aspirations are put at risk.
6. 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 the area's needs.

1 This Guidance is 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

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

7. 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. LTPs will be examined as part of the local public service inspectorates' Comprehensive Area Assessment.

Content of the Guidance

8. The statutory framework for Local Transport Plans is explained in **Chapter 2**.
9. **Chapter 3** sets out the national policy framework within which LTPs should be developed, including the national transport goals and challenges, the changes in wider legislation and policy which affect local transport, and in particular the new relationship between central and local Government as set out in the Local Government White Paper in 2006.
10. The national goals and challenges replace the shared priorities of LTP2 guidance. But these priorities – accessibility planning, congestion, air quality and road safety – will continue to be essential elements of LTPs.
11. **Chapter 4** of this Guidance sets out practical advice on how local authorities should develop and deliver their plans.
12. Specific policies and good practice are not part of the statutory Guidance but are referred to in the accompanying Policy and Good Practice Handbook.³

³ The Policy and Good Practice Handbook is at: www.dft.gov.uk/ltp

Chapter 2 – The Local Transport Act 2008

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.⁴ But other aspects of the statutory framework have changed. This chapter sets out what these changes mean for local authorities.

Separate Strategy and Implementation Plans

4. The Act requires that LTPs contain policies (in this Guidance referred to as the strategy) and implementation plans (the proposals 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.⁵
5. Authorities may include strategy 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. The statutory duties apply to the whole LTP.
6. The increased flexibility over timescales discussed in paragraphs 7–8 of this chapter and in chapter 4 creates opportunities for authorities to consider how they might want to handle strategy and implementation plans.

4 This does not apply to metropolitan district authorities – see paragraphs 13–16 of this chapter. Four star Comprehensive Performance Assessment (CPA) authorities are no longer exempt from the requirement to produce an LTP – all such authorities have in the past chosen voluntarily to produce a Plan

5 See Chapter 4, paragraphs 12–15

Duration of Plans

7. Prior to the 2008 Act, Plans were required to be renewed at least every five years. The new legislation means that local transport authorities may replace their Plans as they see fit.⁶
8. If authorities decide that strategy 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. Chapter 4 investigates several ways that local authorities might choose to use this freedom.⁷
9. Local authorities have the option 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 by this date. These new Plans must then be kept under review and replaced as the authority sees fit.

Bus Strategies and Changes to Bus Powers

10. 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.
11. The Act contains a number of important changes that give local authorities improved powers to influence the provision of bus services in their area, as well as bringing greater flexibility for the community transport sector. We encourage local transport authorities to consider how they can take advantage of these new powers.⁸
12. Punctuality is a key issue for bus users. The work of local authorities on traffic management issues can have an important effect on the ability of bus services to run to time. Local authorities should therefore work in partnership with bus operators to ensure that bus services are able to operate punctually.

Metropolitan Counties

13. 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 Integrated Transport Authority (ITA).⁹ The Act gave ITAs sole responsibility over this from 9 February 2009. The 2008 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.

6 See section 109(2) of the Transport Act 2000, as amended

7 See Chapter 4, paragraphs 12–15

8 Further advice can be found at www.dft.gov.uk/localtransportact

9 Formerly Passenger Transport Authorities

14. 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 has been published on the creation of ITAs and local reviews of transport governance arrangements.¹⁰
15. The Local Democracy, Economic Development and Construction Bill, going through Parliament as of July 2009, will, if enacted, enable local authorities to establish sub-regional ‘combined authorities’. These new bodies will be able to take on the role and functions of an ITA as well as wider economic development and regeneration functions from the constituent local authorities. Any combined authorities which are established through this legislation will become the local transport authority for that area and will take on responsibility for the Local Transport Plan.
16. 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, going well beyond the statutory obligation for the ITA to consult local authorities within its area.

Consultation Requirements

17. The Transport Act 2000 as amended places a duty on local transport authorities, when formulating policies and plans, to consult:
 - bus operators
 - rail operators¹¹
 - public transport user groups
 - in the case of ITAs, district councils and any county councils in their area
 - in the case of county councils, district councils
 - the Secretary of State, in respect of Highways Agency roads (in practice, this would be via local HA contacts)
 - any other people they consider appropriate (e.g. environmental organisations, disability groups¹²)
18. A further duty to involve, introduced in the Local Government and Public Involvement in Health Act 2007, requires local authorities and passenger transport authorities to involve citizens in local decision making and service provision.

10 DfT 2008 – Guidance on Governance reviews and the Publication of Governance Schemes – <http://www.dft.gov.uk/pgr/regional/localtransportbill/guidancegovernance.pdf>

11 This includes Network Rail and train operating companies: passenger and freight

12 The Disability Discrimination Act 2005 introduced obligations on public authorities, including local transport authorities, to involve and consult disabled people in the development and implementation of policies and strategies

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

Having Regard to Environmental Policies and Guidance

20. 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.
21. 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 2008.¹⁴ This Act establishes targets for substantially reducing greenhouse gas emissions across the UK economy and 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.
22. Policies and guidance on environmental issues can be found in the Policy and Good Practice Handbook. 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.

Disabled People

23. Local transport legislation has, since 2000, contained 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.
24. The Local Transport Act 2008 adds a new requirement to have regard to the needs of disabled people, both in developing and implementing plans. This broadens the scope of local transport legislation to bring it in line with the Disability Discrimination Act¹⁵ 2005¹⁶.

13 See Chapter 4, paragraphs 44–46

14 The Climate Change Act 2008 – http://www.opsi.gov.uk/acts/acts2008/ukpga_20080027_en_1

15 The Disability Discrimination Act 2005 – http://www.opsi.gov.uk/Acts/acts2005/ukpga_20050013_en_1

16 The DDA 2005 introduced the Disability Equality Duty. This requires local authorities to promote equality for disabled people. The Disability Rights Commission, now the Equality and Human Rights Commission, published information on the Duty, including:

- Duty to Promote Disability Equality: Statutory Code of Practice;
- Planning, Buildings, Streets and Disability Equality: A guide to the Disability Equality Duty and Disability Discrimination Act 2005 for local authority departments responsible for planning, design and management of the built environment and streets.

Workplace Parking Levies and Road User Charging Schemes

25. The Local Transport Act 2008 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.

Chapter 3 – The Strategic Policy Framework for LTPs

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.

National Transport Goals

2. DfT expects authorities to consider their contribution to national transport goals as over-arching priorities for their LTPs.
3. Following consultation, the Department has published¹⁷ a set of five key goals and related challenges for development of the UK's future transport policy and infrastructure. The five goals replace the shared priorities of LTP2 guidance.¹⁸ Although local authorities will wish to be aware of all the challenges listed for different networks, their focus should be on the cross-network challenges and challenges for “Cities and Regional Networks” as set out below.

Goal – Support Economic Growth

Cross network challenge (national policy) –

- 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

17 Delivering a Sustainable Transport System: Consultation on Planning for 2014 and beyond
<http://www.dft.gov.uk/consultations/closed/planning/>

18 The four shared priorities in LTP2 guidance, agreed between central Government and the LGA, were accessibility planning, congestion, road safety and air quality

Additional Cities and Regional Networks challenges –

- 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
- Improve the connectivity and access to labour markets of key business centres
- Deliver the transport improvements required to support the sustainable provision of housing, and in particular the PSA target of increasing supply to 240,000 net additional dwellings per annum 2016
- Ensure local transport networks are resistant and adaptable to shocks and impacts such as economic shocks adverse weather, accidents, terrorist attacks and impacts of climate change

Goal – Reduce Carbon Emissions

Cross-network challenge –

- Deliver quantified reductions in greenhouse gas emissions consistent with the Climate Change Bill and EU targets.

Cities and Regional Networks Challenge –

- Deliver quantified reductions in greenhouse gas emissions within cities and regional networks, taking account of cross-network policy measures.

Goal – Promote Equality of Opportunity

Cross network challenge –

- 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 challenges –

- 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.
- Contribute to the reduction in the gap between economic growth rates for different English regions.

Goal – Contribute to Better Safety, Security and Health

Cross network challenges –

- Reduce the risk of death, security or injury due to transport accidents.
- Reduce social and economic costs of transport to public health, including air quality impacts in line with the UK's European obligations.
- Improve the health of individuals by encouraging and enabling more physically active travel.
- Reduce the vulnerability of transport networks to terrorist attack.

Additional Cities and Regional Networks challenges –

- Reduce crime, fear of crime and anti-social behaviour on city and regional transport networks.

Goal – Improve Quality of Life and a Healthy Natural Environment

Cross network challenges –

- Manage transport-related noise in a way that is consistent with the emerging national noise strategy and other wider Government goals.
- Minimise the impacts of transport on the natural environment, heritage and landscape and seek solutions that deliver long-term environmental benefits.
- Improve the experience of end-to-end journeys for transport users.
- Sustain and improve transport's contribution to the quality of people's lives by enabling them to enjoy access to a range of goods, services, people and places.

Additional Cities and Regional Networks challenges –

- 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.
- Support urban and rural communities by improving the integration of transport into streetscapes and enabling better connections between neighbourhoods and better access to the natural environment.
- Improve the journey experience of transport users of urban, regional and local networks, including at the interfaces with national networks and international networks.

4. As with the previous shared priorities, local authorities will need to consider, making use of available evidence, the relative importance of the five goals for their area or for different parts of their area, and may wish to refine them to reflect local needs, or include local, additional objectives. They should also consider the related challenges, particularly those considered most relevant to city and regional networks, both for the five goals and for any additional local objectives. It is important 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 evidence¹⁹.
5. Local authorities should have regard to relevant National Policy Statements which are expected to be designated in due course under the new planning regime for major infrastructure projects, provided by the Planning Act 2008. They should also have regard to existing and future Planning Policy Statements and Guidance.

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 good practice and on the solutions which work best in particular circumstances.
7. A handbook listing relevant current documents on policy and good practice published by Government Departments is being published alongside this Guidance. DfT aims to update the handbook on a regular basis.

Climate Change

8. The Climate Change Act 2008 requires greenhouse gas emissions across the UK economy to be reduced by at least 80% on 1990 levels by 2050 and 34% on 1990 levels by 2020²⁰. It also introduces a system of ‘carbon budgets’, which limit UK emissions over successive five-year periods. The first three carbon budgets were announced in April 2009 and cover the periods 2008–12, 2013–17 and 2018–22. At a European Level a target has been set to reduce greenhouse gases across the EU by 20% below 1990 levels by 2020.
9. With the transport sector representing 21% of total UK domestic greenhouse gas emissions, action to move towards a low carbon transport system will be a key component in meeting our obligations under carbon budgets. The Government’s strategy *Low carbon transport: A greener future*²¹ published on 15 July 2009 acknowledges the scale of the challenge for transport and sets out the actions that DfT is taking now, and the building blocks being put in place for longer-term change.

19 The section in Chapter 4 on the Process of developing the LTP explores this in more detail

20 This target is set in the Climate Change Act 2008, which requires that the average annual emissions in the carbon budget period including the year 2020 (i.e. the third period, 2018–2022) are at least 34% below the 1990 baseline. This is referred to as a 34% reduction by 2020 for simplicity. http://www.opsi.gov.uk/acts/acts2008/ukpga_20080027_en_1

21 DfT, 2009 – Low Carbon Transport: A Greener Future .<http://www.dft.gov.uk/pgr/sustainable/carbonreduction/>

- 10.** Local authorities are particularly important partners in leading change, influencing the patterns of journeys, development and promoting more sustainable choices. There is still much to be done if local authorities are to make the maximum contribution to the climate change agenda, and particularly so in transport. 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 climate change national indicators 185 and 186 as targets for their LAAs. New Local Transport Plans and Integrated Regional Strategies over the next two years offer local authorities the opportunity to develop transport systems that move towards more sustainable options.
- 11.** To support delivery against this goal, DfT intends to work with local authorities to spread skills and good practice, including developing the right analytical tools to facilitate more effective assessment of the carbon impacts of different policy measures, and incentivising delivery to encourage the right choices of initiatives across all local authority functions and goals.
- 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, such as flooding and deterioration of roads, in line with the Government's Adapting to Climate Change Programme, NI 188: Adapting to Climate Change and the UK Climate Projections²².

Air Quality

- 13.** Local authorities are responsible for monitoring local air quality and implementing action plans to improve air quality where this is necessary. The majority of air quality action plans concern road transport emissions. Good cooperation between transport planning, air quality and spatial planning departments, as well as with partner organisations, is essential to ensure a strategic approach to improve quality of life for those living near to busy roads and junctions. Integrating Air Quality Action Plans with LTPs is strongly encouraged, and will need partnership working in two-tier and metropolitan areas.
- 14.** It is important that LTPs are effectively coordinated with air quality, climate change and public health priorities – measures to achieve these goals are often complementary. Reducing the need to travel and encouraging sustainable transport can reduce local emissions, whilst improving public health and activity levels.

²² The new UK Climate Projections were launched on 18 June 2009 and set out the likely impacts the UK may face over this century

LTP Funding

15. 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, available to the authority from central Government support, council tax and other sources, are to be used to further transport objectives.
16. 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.
17. Capital funding for both block allocations and major schemes is 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 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.
18. 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.
19. The Department does not currently intend to link any national performance funding to the quality or delivery of new Local Transport Plans.
20. Authorities should 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, site specific developer contributions, pricing measures and charges.²³ In two-tier authorities and metropolitan areas, 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.

Integration with Regional Strategies

21. 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, if enacted, all regions will be required to prepare Integrated Regional Strategies, which will replace Regional Economic Strategies and Regional Spatial Strategies (including Regional Transport Strategies).

²³ Local authorities may find the Funding Toolkit, developed in the DISTILLATE project, and hosted on the Local Transport Planning Network (LTPNet), helpful as a guide to additional sources of funding

22. Timescales for reviewing and replacing existing strategies will vary from one region to another. Authorities will wish at an early stage to discuss with the responsible regional authorities (RDAs and local authority Leaders' Boards) how best to ensure alignment between their local plans and the emerging regional strategy. They should identify and make full use of opportunities for joint or complementary development work. LTPs should clearly articulate how they contribute to regional objectives.

Local Government Policy

23. 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.
24. Local transport 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.
25. It is critical that transport and spatial 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, leisure facilities and businesses, to help reduce the need to travel and to bring environmental, health and other benefits. It will be essential for LTPs to reflect and support Local Development Frameworks – LTPs should be a key consideration in the planning process. In two-tier areas, counties and ITAs should work closely with districts to ensure alignment between LDFs and LTPs.
26. The integration of transport and spatial planning will be a particular consideration for growth areas, where there is an opportunity to use the system to facilitate more sustainable travel patterns and choices. The presumption is that growth will be located in places where existing transport infrastructure can accommodate the consequent demand. Approaches such as demand management can help improve use of existing capacity.
27. Individual local authorities should ensure 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 children's services, employment, health, crime, the environment, equality and social inclusion. Close engagement with the Local Strategic Partnership(s) and other local service providers will help influence the Sustainable Communities Strategy and integrate other organisations' planning for services with transport goals.
28. Where ITAs or groups of authorities are preparing LTPs for a sub-region, efforts should be made to integrate transport planning with wider activity and planning at that level, including priorities developed through Multi-Area Agreements.

LTPs and LAAs

29. 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.
30. 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 of assessment and inspection called the Comprehensive Area Assessment (CAA).
31. 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. The work of considering LAAs and national indicators should also inform the development and implementation of the LTP. This will require close working with the relevant Local Strategic Partnership(s).
32. The National Indicator Set contains ten specific transport indicators.²⁴ 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, such as NI194 on air quality, NI186 on CO₂ emissions and NI56 on child obesity. Local Transport Authorities should ensure that their Implementation Plans are consistent with plans to achieve the targets set in the Local Area Agreement(s).
33. Where authorities prepare a joint LTP, or in metropolitan areas, it will be necessary to secure consistency between the LTP and individual SCSs and LAAs, as well as with any sub-regional targets agreed through MAAs. The LAAs 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 LAAs 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 LAAs are consistent and will work together effectively to achieve the jointly agreed target.

24 CLG – National Indicators for Local Authorities and Local Authority Partnerships: Handbook of Definitions, April 2008
– <http://www.communities.gov.uk/publications/localgovernment/finalnationalindicators>

34. In preparing their Local Transport Plans, however, and determining arrangements for monitoring delivery, transport authorities should not confine themselves to the consideration of the targets and indicators contained in LAAs and the National Indicator Set. It is open to authorities to set themselves additional indicators and targets in their LTP wherever this is likely to be helpful in securing effective delivery, while ensuring consistency with the LAA. Local transport 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. Authorities may also wish to consider local targets on cycling and walking, and on freight, either for the whole of their area or for particular locations.²⁵ Collaboration between authorities may be helpful to allow opportunities for bench-marking.
35. 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.²⁶
36. Local forums 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”²⁷ contains several case studies exemplifying the contribution transport can make.

LTPs and MAAs

37. 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 strategy.²⁸ It will be essential for effective delivery to ensure consistency between the MAA and relevant LTPs.

A New Relationship

38. 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.

25 Further guidance on specifying indicators is given in Section 4, paragraphs 21 and 59–61

26 Further guidance on partnership working is given in Section 4, paragraphs 47–49

27 See footnote 2

28 See chapter 4, paragraphs 4–9

- 39.** 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 reach an agreed view on progress on the preparation and implementation of their LTP, and priorities for further action. Supporting material for these meetings will ideally be short and drawn from the local authority's existing programme management documentation.²⁹ In addition it is anticipated that a more formal meeting with senior local authority officials will be held at least every two years.
- 40.** The outcomes of these meetings will assist the local public service inspectorates 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. CAA will also be looking at how transport issues work across sub-regions.
- 41.** The Department will continue to take an interest in the overall quality of an authority's LTP, and of its delivery, and may take these factors into account where this is relevant to its decisions, for example in relation to bids for challenge funding or major projects.

²⁹ DfT will consider issuing further guidance to support progress reviews in 2011 at the end of LTP2

Chapter 4 – Key Steps in Developing and Delivering High Quality LTPs

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, 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

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, operation, management and best use of the assets necessary for transport delivery, within the context of tightening environmental constraints.
3. LTPs should nevertheless be reasonably succinct documents, which can be readily accessed and understood by a range of users.

Spatial Coverage of an LTP

4. 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.
5. 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.
6. While authorities may choose to prepare a joint Plan, this does not affect their individual statutory responsibilities.
7. 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.
8. Authorities with boundaries adjoining the devolved administrations or London will also wish to consider how best to achieve collaboration and partnership with neighbouring interests.
9. 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.³⁰

Interaction with Other Local, Regional and National Documents

10. 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.
11. In two-tier and metropolitan areas authorities will wish particularly to consider how best to secure alignment between their Plan and the Local Development Frameworks and Air Quality Action Plans prepared by their constituent District Councils.

³⁰ Authorities should contact their Government Office in the first instance if they are considering producing a Joint Plan for the first time

Duration of Plans: Strategy and Delivery

- 12.** As set out in Chapter 2, an LTP must include both policies (i.e. the strategy and the type of measures which contribute to that strategy) and an implementation plan for those measures. An LTP strategy should 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. The strategy is likely to include objectives such as reducing the need to travel and improving the performance of public transport, priorities, which might be for particular goals or locations, consideration of the choices available to the authority to meet those priorities and conclusions in broad terms on the measures which may best be implemented. An implementation plan should complement the strategy, acting as a detailed business plan for implementing the measures which contribute to 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.
- 13.** 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 five-year LTPs covering both strategy and implementation
 - 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 authority-wide strategy, with 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.
- 14.** 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.

15. 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

Governance Arrangements

16. Authorities will wish to consider appropriate governance arrangements for developing their LTPs. These arrangements need to provide clear responsibility for developing the Plan and involving 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.³¹

The Process of Developing the LTP

17. 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 when developing future LTPs.
18. In order to develop an effective strategy and decide priorities for implementation, authorities are advised to 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.
19. This process will help authorities prioritise, appraise and evaluate, which is essential if value for money is to be obtained. The first five steps are explained below in letters A–E while ‘Delivery of options’ is covered in Section 3 of this chapter.

³¹ Further details on this point can be found in paragraphs 54–63

A. Clarifying Goals

20. We expect local authorities to build an LTP on a framework informed by the national goals and challenges, the relevant regional objectives, and any additional local goals. Local goals should be in the form of desired outcomes, and should look outside the transport agenda to wider corporate priorities, such as in the LTP area's Sustainable Community Strategy(ies). 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.
21. Having specified a set of goals, it will be helpful to choose a set of performance indicators and targets which enable progress towards these goals to be monitored and incentivised.³²

B. Specifying Problems/Challenges

22. Having identified high-level goals, LTPs should consider the evidence on 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, and how these fit with the wider corporate agenda, 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 and socio-economic 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 which priorities 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. Tools such as Accession will be useful in identifying an area's accessibility needs.

³² Guidance on the development of a monitoring strategy and the selection of indicators is available from the DISTILLATE project and included within the Local Transport Planning Network. Monitoring is discussed further in paragraphs 59–61

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, major employment and industrial areas, retail centres, large housing developments), **strategic corridors** (local main roads and main bus routes) and any **significant gateways** onto the national and international transport networks. A spatial approach, which considers 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.³³
28. An LTP should be based on the best evidence available and its development should consider a wide range of options, funded through either capital or revenue expenditure. It should compare policies and packages of options, which can often generate better results than individual schemes. Local authorities should not assume that schemes which have been under consideration for a long period (particularly infrastructure projects) are still the most appropriate solution to identified challenges, and should include a review of available options in the option generation phase. Authorities preparing transport plans will want to work closely with those responsible for other functions, for example housing, environmental health or economic development, in identifying options for resolving relevant challenges.
29. To be effective, option generation needs to draw on a much wider set of schemes than might conventionally be considered. This requires particular skills if it is to be done well. There are a number of tools to help with this process, both at the strategy and scheme level, arising from the DISTILLATE project, which can be found on the Local Transport Planning Network.³⁴
30. Possible measures for meeting overall goals are shown at Annex E. This is not intended as an exhaustive list nor as a checklist. It demonstrates that the majority of measures will contribute to most or all of the DaSTS goals.

D. Appraisal of Transport Options

31. Once a wide range of options have been considered, they should be appraised, prioritised and packaged together in such a way as to maximise the overall benefits against the authority's identified wider corporate objectives. A list of possible metrics and indicators relevant to the DaSTS goals and challenges, which may assist local authorities both in assembling evidence to identify priorities and evaluating options has been included in Guidance to regions on DaSTS.³⁵ In many cases it will be useful to predict their possible impacts using predictive models. There is a wide range of models available, from ones designed to help assess broad strategies to those aimed at detailed design of schemes.

³³ Distillate's KonSULT Option generation tool or others may be helpful

³⁴ Further information on the performance of many of these options can be found in the KonSULT knowledge base (www.konsult.leeds.ac.uk)

³⁵ To be published at www.dft.gov.uk during July 2009

32. In terms of appraisal, authorities should consider appropriate and proportionate methods of appraising identified options. An appraisal of transport options, their costs and benefits (including non-monetised benefits) and value for money will help to prioritise the measures to be included in the LTP. It is important that appraisal measures greenhouse gas and air quality impacts. Guidance on appraisal is available within WebTAG.
33. 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

34. In selecting measures and packages of measures to include in their Plan, authorities should consider not only the results of options appraisal, but an assessment of affordability, deliverability and risk.
35. The authority should also consider the overall balance of the Plan in meeting the identified goals.

Assessments of Local Transport Plans

36. In developing and monitoring a Plan, local authorities will need to undertake a number of statutory assessments over the course of the work, which will form an integral part of decision-making.

Using Strategic Environmental Assessment in Developing and Monitoring the Plan

37. European legislation³⁶ requires that a Strategic Environmental Assessment (SEA) be undertaken of all LTPs. Local transport authorities should ensure that the Strategic Environmental Assessment of their LTP is an integral part of developing and later delivering their LTP.
38. Advice on the SEA process is given in “A Practical Guide to the Strategic Environmental Assessment Directive”.³⁷ 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.
39. 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. DfT has produced guidance on SEAs and LTPs.³⁸ A flowchart of how these two processes link is at Annex F.

36 EU Directive 2001/42/EC on the assessment and effects of certain plans and programmes on the environment, Implemented in England via the Environmental Assessment of Plans and Programmes Regulations 2004 (Statutory Instrument 2004/1633)

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

38 DfT – April 2009 – Strategic Environmental Assessment for Transport Plans and Programmes – see Appendix 2: http://www.webtag.org.uk/webdocuments/2_Project_Manager/11_SEA/pdf/2.11-draft.pdf

Health Impact Assessment

40. Consideration of ‘Human Health’ is a legal requirement in a Strategic Environmental Assessment (SEA) and a health impact assessment (HIA) is an integral part of a SEA to identify and inform health issues in Plans. Undertaking an HIA should provide an evidence base to help the decision making process in developing an effective LTP, and to mitigate the negative effects on health and well-being (whether physical and/or mental health). In addition, it should help:
- secure consistency between the LTP and work associated with Sustainable Community Strategies and Local Area Agreements;
 - coordinate the public health concerns in respect of air quality, noise and climate change;
 - contribute to the wider agenda relating to quality of life and reducing health inequalities.

Working on an early, evidence-based EQIA

41. Local authorities have a duty under race, disability and gender legislation³⁹ to carry out an Equality Impact Assessment of their LTP⁴⁰. EQIA can help determine how an LTP affects different groups of people. 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. The EQIA process should 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 their relevant internal department(s).

Habitats Regulation Assessment

42. Local transport authorities need to consider if their LTP is likely to have a significant effect on a European site.⁴¹ If a significant effect is likely, the Plan must be subject to an appropriate assessment.⁴² Statutory environmental bodies should be consulted.

39 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

40 The Equality Bill, going through Parliament during July 2009, consolidates equalities legislation, giving local authorities a single duty

41 European sites are Special Areas of Conservation (SACs), Special Protection Areas (SPAs), and listed Ramsar sites. Proposed SPAs and candidate SACs are also regarded as European sites

42 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)

Considering the Plan's Audience

- 43.** 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
 - accompanied by a monitoring framework to measure its success
 - linked in to an authority's corporate programme management procedures, to ensure that the authority can react to changes or risks during the lifetime of the LTP
 - developed in collaboration with a range of stakeholders
 - clear about its relationship with other local and regional plans and strategies
 - 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).

Consulting and Involving Stakeholders

- 44.** In developing and implementing an LTP, opportunities for stakeholder and public consultation should be considered at various stages. As well as undertaking formal written consultation, authorities may wish to consider using representative working groups, forums, ongoing market research and questionnaires, as a means of reaching and involving a wide range of stakeholders. Where appropriate, public consultation should extend to visitors to the area or people who work there; not only local businesses and residents. Local authorities are required to involve and consult disabled people in the development and implementation of their LTP.
- 45.** Authorities should consider both established and more innovative ways of obtaining public views. Examples in the last rounds of LTPs have included establishing new consultation policies, presided over by a member-level review panel. Numerous other methods of gaining local input to transport plans and projects exist, including the use of web resources and other technology to improve data collection.
- 46.** Authorities should consult on both strategies and implementation plans. To avoid 'consultation overload', it may be possible to link consultation with other documents (e.g. the local Sustainable Communities Strategy or the LAA). A list of statutory and suggested consultees is at Annex C.

Partnership Working in Planning and Delivery

47. 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 public and private sector organisations can help develop policies offering more strategic outcomes for a wide area. Partnerships in delivery can frequently produce efficiencies and economies of scale.⁴³
48. Creating and improving partnerships 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, and with local businesses, to utilise their on-the-ground expertise and mobilise their staff resources to help develop good practice transport delivery.
49. Local authorities should continue to build on the partnerships and examples of good practice from the last two rounds of LTPs and work towards improving the existing structures that are in place.

Integrating Relevant Plans and Duties

50. There are a number of Plans and duties that need to be reflected in Local Transport Plans.⁴⁴ Some of these are statutory requirements and others recommended in guidance. Annex A provides more detail on each of these.
 - Network Management Duty
 - Transport Asset Management Plan
 - Air Quality Action Plan
 - Rights of Way Improvement Plan
 - Noise Action Plans
 - Bus information duty
 - Local Economic Assessment Duty
 - Children and Young Peoples Plan
 - School Travel Strategy
 - Disability Equality Duty (DDA2005, and the Equality Bill currently being considered by Parliament)
 - Local Development Frameworks
 - National Park Management Plans and AONB Management Plans

43 Local authorities may find the Guidance on Partnership Working, developed within the DISTILLATE project and included in the Local Transport Planning Network, of help in identifying examples of good practice

44 When reflecting the content of other Plans in LTPs, different degrees of integration are possible. Integration might mean aligning two separate documents so that they are consistent with each other and refer to each other. It might also mean fully incorporating the other Plan into the LTP

51. Local transport authorities should also be aware that duties to tackle socio-economic disadvantage and child poverty are currently being considered by Parliament.

Supplementary LTP Documents

52. 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 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.
53. 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 undertaking a long-term process and impact evaluation of accessibility planning to ensure accessibility planning delivers on its original objectives. Further links to accessibility planning are in the accompanying Policy and Good Practice Handbook.

Section 3: Delivering the Plan

54. 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.
55. DfT recommends that all local authorities set up appropriate management systems to facilitate the planning, monitoring and control of the transport programme.⁴⁵ These 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.
56. 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 Inspectorates will attach value to effective management of delivery as part of the Comprehensive Area Assessment and are likely to seek demonstrable evidence of effective transport planning and delivery of LTPs.

⁴⁵ DfT has commissioned research on programme and risk management good practice for transport authorities, to report in summer 2009

- 57. 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.
- 58. 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.

Monitoring Performance and Setting Targets

- 59. 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.⁴⁶
- 60. 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.
- 61. 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.

Evaluation of Policies and Measures

- 62. Authorities should systematically 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.
- 63. Evaluation of policies and measures, and the good 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.

⁴⁶ Guidance on the development of a monitoring strategy and the selection of indicators is available from the DISTILLATE project and included within the Local Transport Planning Network

Annex A – Integrating Relevant Plans and Duties into the LTP⁴⁷

A. Network Management Duty

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 Good Practice Handbook.

B. Transport Asset Management Plan

Transport infrastructure assets in many cases represent an authority's single biggest asset. 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,⁴⁸ and found that comprehensive transport asset management could help deliver both efficiency gains and service improvements.

The DfT considers that the best way to achieve this is to develop a Transport Asset Management Plan (TAMP), and for the TAMP to be integrated with the LTP. 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. 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. Comprehensive Area Assessment will consider asset management as part of its Use of Resources assessment.

C. Air Quality Action Plan

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. 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 and meeting the EU limit value deadline for concentrations of nitrogen dioxide (NO₂) in air.

⁴⁷ See footnote number 35

⁴⁸ CIPFA (2008), Local Authority Transport Infrastructure Assets – Review of Accounting, Management and Finance Mechanisms, available from www.cipfa.org.uk/pt/infrastructure/index.cfm

Air quality reports should be made direct to Defra on an annual basis (possibly included as part of a wider LTP progress report). In two-tier and metropolitan areas, authorities should liaise closely in meeting their reporting requirement.

D. Rights of Way Improvement Plan

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), in consultation with Local Access Forums. The current round of ROWIPs runs from 2007 to 2017. Local transport authorities may wish to integrate the appropriate ROWIP(s) with their LTP. Any requirement to produce an SEA for the ROWIP would be covered by the overarching LTP SEA if ROWIPs are integrated into LTPs. DfT recommends that statutory environmental agencies, such as Natural England, should be involved throughout the development, implementation and monitoring of the ROWIP.⁴⁹

E. Noise Action Plans

Defra is currently consulting on draft Noise Action Plans, which have been prepared under the Environmental Noise Directive. Once adopted in 2010, local transport authorities are advised to consider the content of these plans and, where appropriate, integrate them with their LTPs to ensure a coordinated and systematic approach to the management of transport noise. As part of the LTP process, authorities could examine the options for addressing noise problems and any risks that policies might have on achieving targets and meeting the requirements of the Environmental Noise Directive.

F. Bus Information Duty

Under the Transport Act 2000 (s139–141), local transport authorities have a duty to work with bus operators to determine what local bus information should be made available to the public, and the way in which it should be made available. It should include information about bus routes, timetabling of services, fares (including concessionary fares), facilities for disabled passengers, connections with other public transport services, and any other information the authority deems appropriate in relation to its area. As part of this process, the authority should consult with local user representatives and the traffic commissioner. Where appropriate, a local transport authority should work with other authorities to carry out this duty. The LTP could set out an authority's approach to meeting this duty.

G. Local Economic Assessment Duty

The Local Democracy, Economic Development and Construction Bill provides for the proposed new local authority economic assessment duty. This will require all county councils and unitary authorities to prepare an assessment of the economic conditions of their area. These assessments should inform a range of local authority strategies, including local transport plans, and should lead to improved economic interventions, including better spatial prioritisation of investment, by local authorities and their partners. It is expected that the duty will come into force in April 2010.

⁴⁹ Good practice advice on integrating ROWIPs within LTPs has been produced in collaboration with Natural England and Defra and other partners and is available in the Policy and Good Practice Handbook

H. Children and Young People's Plan

Transport planning has a vital role to play in improving the lives of children, young people and families and should take account of the priorities for children and young people set out in the local Children and Young People's Plan (CYPP). The CYPP is central in realising national ambitions to make England the best place for children and young people to grow up. The CYPP, produced and monitored through the Children's Trust Board and delivered through the relevant partners, is firmly positioned within the overall vision for the area contained in the Sustainable Community Strategy and should be seen as part of the wider strategic planning, including transport, which is overseen by the Local Strategic Partnership.

I. Sustainable Modes of Travel Strategy

To meet provisions in the Education and Inspections Act 2006, local authorities are required to develop a Sustainable modes of travel strategy. This involves assessing the travel and transport needs of all children and young people in their area, and considering how they need to plan their transport infrastructure to meet the needs of all pupils. In doing so, they are required to maximise the potential to promote and utilise sustainable modes of travel. It is advised the strategy is closely related to the LTP.

J. National Park Management Plan and AONB Management Plans

A National Park Management Plan sets out a long-term vision and a shorter-term action plan for how the objectives for a National Park should be fulfilled through sustainable development. It sets the framework for activities pursued within a National Park, including transport. AONB Management Plans are similar. Local transport authorities responsible for transport in National Parks and AONBs will want to consider how their LTP relates to these Plans.

Reference is made to Local Development Frameworks and the Disability Equality Duty earlier in the guidance

Annex B – Support Measures

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

A. LTP Guidance

The Transport Act 2000, as amended, requires those formulating LTP policies and implementing LTPs to have regard to the Secretary of State's guidance. This guidance must therefore 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 a number of occasions to discuss their LTP as it develops.

A draft project plan that highlights the important milestones in an LTP's development might usefully be produced for feedback from the GO.

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 review and reach an agreed view on LTP progress. This will help facilitate better delivery and provide an evidence base for the CAA process.

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

- 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
- identify priorities for further action.

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

Supporting material for these meetings will ideally be short and drawn from existing local authority programme management documentation. DfT will consider the need to issue further guidance in future on the progress review process.

D. Regional or National LA Good Practice Sharing Groups

Partnerships and good 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 good practice examples.

The Department has made available funding in 2009/10 for Regional Improvement and Efficiency Partnerships to identify and spread good practice on transport issues, and how these relate to the wider policy environment and efficiencies. DfT will continue to work with the Improvement and Development Agency and with RIEPs to further this agenda.

There are 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 good practice. Local authorities are strongly encouraged to make use of the information, benchmarking opportunities and guidance contained within the Network.

Annex C – Suggested List of Stakeholders for Local Transport Authorities to Consult

Statutory Consultees in Local Transport Act

Bus operators
Highways Agency
Lower tier authorities (in the case of upper tier authorities)
Metropolitan districts (in the case of ITAs)
Passenger Transport Executives (PTEs)
Public transport users group
Rail operators (i.e. Network Rail and Train Operating Companies)
Regional Development Agencies (RDAs)

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

Airports and Ports
Community and voluntary sector
Community Rail Partnerships
Crime and Disorder Reduction partnerships
County Sport and Physical Activity Partnerships (CPSAPs)
Disabled person groups
Environmental NGOs
Freight Transport Association
Integrated Youth Support Services
Jobcentre Plus
Local Access Forums
Local businesses and business groups

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

Local Education Authority and universities.
Local and Regional Play Partnerships
National Parks and Park Authorities
Neighbouring authorities (including across national borders)
Parish and Town Councils
Planning authorities
Primary Care Trusts, as well as including NHS and private hospitals

Representatives of older people

Representatives of children and young people

Representatives of women's groups

Rural Community Councils

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

Taxi and private hire vehicle companies and organisations

Tourist Board

Youth Forums

Youth Opportunity Fund panels

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

Annex D – List of Consultees for LTP 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/Help the Aged
Association of British Insurers (ABI)
Association of Car Fleet Operators
Association of Chief Executives of Voluntary Organisations
Association of Inland Navigation Authorities
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
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
Environmental Protection
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
Improvement and Development Agency (IDeA)
Independent Transport Commission
Institute of Acoustics
Institution of Civil Engineers (ICE)
Institution of Highways and Transportation (IHT)
Institute of Directors
Institute of Plumbing and Heating
Institute of Logistics and Transport
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
PACTS
Passenger Transport Executive Group (pteg)
RAC Foundation
RAC Plc
Rail Passenger Council
Regional Improvement and Efficiency Partnerships (RIEPs)
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

Annex E – Possible Measures for Meeting Goals

Possible Measures	DaSTS Goals					
	Economic Competitiveness and Growth	Emissions of CO ₂ and Other Greenhouse Gases	Better Safety Security and Health	Quality of Life	Equality of Opportunity	
Smarter choices options (e.g. school, workplace, and individualised travel planning, teleconferencing, teleworking, etc.)	✓	✓	✓	✓	✓	
Public transport improvements	✓	✓	✓	✓	✓	
Congestion reduction schemes, such as workplace parking levies and road user charging	✓	✓	✓	✓	✓	
Improving overall levels of accessibility to and from employment and key services	✓		✓	✓	✓	
Developing freight quality partnerships	✓	✓				
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	✓	✓	✓	✓	✓	

Continued

Possible Measures	DaSTS Goals				
	Economic Competitiveness and Growth	Emissions of CO ₂ and Other Greenhouse Gases	Better Safety Security and Health	Quality of Life	Equality of Opportunity
Better integration of transport and spatial 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	✓	✓	✓	✓	✓
Development and implementation of Road Safety strategies, including engineering-based schemes and education, training and publicity, particularly for vulnerable users	✓		✓	✓	✓
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 ₂ reduction.	✓	✓	✓	✓	✓

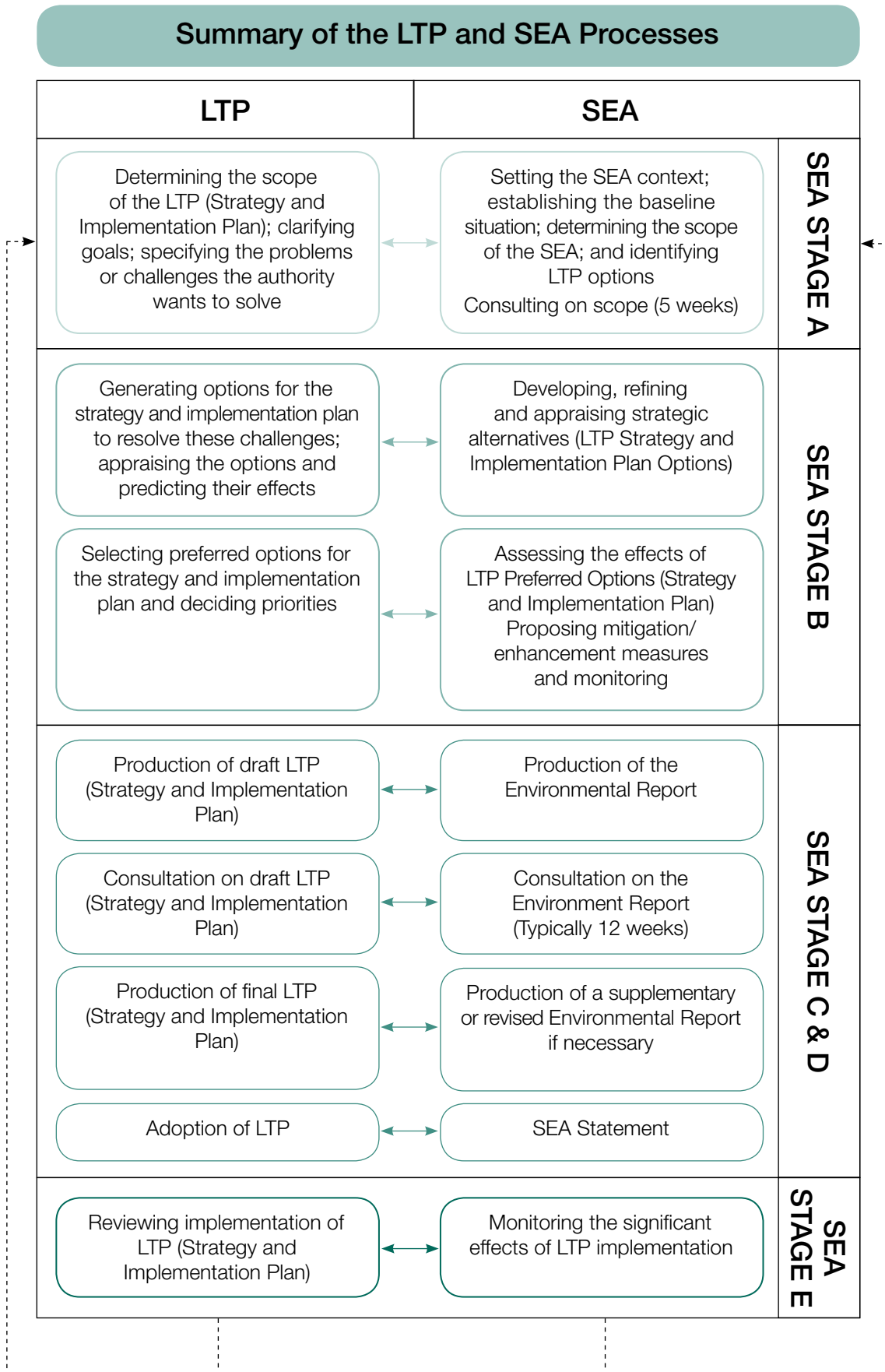
Continued

DaSTS Goals						
Possible Measures	Economic Competitiveness and Growth	Emissions of CO ₂ and Other Greenhouse Gases	Better Safety Security and Health	Quality of Life	Equality of Opportunity	
Noise management schemes through engineering and maintenance, including working with Defra on implementation of noise 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, car clubs)	✓	✓	✓	✓	✓	
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.	✓	✓	✓	✓	✓	

Continued

DaSTS Goals						
Possible Measures	Economic Competitiveness and Growth	Emissions of CO ₂ and Other Greenhouse Gases	Better Safety Security and Health	Quality of Life	Equality of Opportunity	
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.	✓	✓	✓	✓	✓	
Support the use of rail and water for the movement of people and freight	✓	✓	✓	✓	✓	

Annex F – LTP and SEA Process Links



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Published by the Department for Transport

Printed in Great Britain July 2009

ISBN 978-1-84864-023-8

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