

# **Full Guidance on Local Transport Plans: Second Edition**

## **Contents**

<b>Front Cover.....</b>	<b>2</b>
<b>Foreword by Charlotte Atkins MP, Minister for Local Transport.....</b>	<b>3</b>
<b>Introduction .....</b>	<b>4</b>
<b>Summary: Key Elements of a good LTP.....</b>	<b>6</b>
<b>Part 1 - The Government's approach to delivering better local transport.....</b>	<b>9</b>
<b>Part 2 - Developing a high quality LTP.....</b>	<b>13</b>
<b>Part 3 - Priorities for local transport planning.....</b>	<b>28</b>
<b>Part 4 - Value for money.....</b>	<b>48</b>
<b>Part 5 - Local transport plan practicalities.....</b>	<b>65</b>
<b>Annex A - Mandatory and Best Value Performance Indicators.....</b>	<b>77</b>
<b>Annex B - Sources of guidance and best practice.....</b>	<b>81</b>
<b>Annex C - LTP assessment .....</b>	<b>91</b>
<b>Annex D - Timetable and planning guideline illustration .....</b>	<b>99</b>

**Front Cover**

**Full Guidance on Local Transport Plans**

Second Edition

December 2004

## **Foreword by Charlotte Atkins MP, Minister for Local Transport**

I am delighted to present the second edition of Guidance on Local Transport Plans. This is the long-form version, aimed principally at transport planning professionals. As professionals, you will all know that until a few years ago local transport had suffered from decades of inadequate and unpredictable investment, leaving local transport planners unable to make realistic plans for the long term. For too long, local transport planning was a demoralised and undervalued profession, marginal to the wider planning and policy agenda.

This Government's local transport policies, built around sustained investment combined with real devolution of responsibilities to local authorities, have begun to transform expectations. We are now seeing more ambition, more focus, more innovation and more effective delivery. The first round of Local Transport Plans has been a success, for both central and local government. The local transport community must now build on that success. We have, together, made a good start, but we must not slow the pace of reform. Transport is still, too often, seen as something separate and peripheral - something that can be ignored until it becomes a problem. Even the best local transport planners can still find it hard to make the case for transport to their colleagues and partners.

The Department for Transport wants local transport planning to be seen as a vital and essential public service - a service that can be relied upon not just to solve problems, but to deliver opportunity for all, and to enhance quality of life. Transport planners must be focused on people, their needs and expectations. They must be clear about what they are trying to achieve, and able to show how their work helps everyone. They must work with people, and value skills, from outside the transport professions. They must be able to show they can offer real value for money. They must be expert, enthusiastic, energetic and enterprising. Above all, they must be able to plan effectively, and deliver what they have planned.

This Guidance is just one element of our work to deliver a modernised, professional local transport service. DfT will be providing a range of help and assistance to individual authorities - from practical transport planning tools to high-level advice on strategy and support for potentially controversial measures to manage demand for road space. We intend to provide real strategic leadership, an effective LTP framework, continued stable investment funding, and as much help and support as we can.

I am very much looking forward to seeing the new set of provisional Local Transport Plans next summer and the final LTPs in spring 2006.

**Charlotte Atkins MP, Minister for Local Transport**

## Introduction

1. This document sets out the Government's guidance to local authorities on the approaches and methods they should adopt when drawing up their next Local Transport Plans (LTPs). Local transport authorities in England, outside London<sup>1</sup>, are required by the Transport Act 2000 to prepare a new LTP, and to take account of this Guidance in doing so. The exceptions are certain areas whose local authorities were classed as 'excellent' under Comprehensive Performance Assessment (see Paras. 5.37 - 5.42), and the two areas that produced new LTPs in 2003.<sup>2</sup>

2. This Guidance, in draft form, was subject to consultation from August to October 2004. A large majority of those responding to the consultation welcomed the overall approach and principles. The main areas of concern from local authorities were around the administrative process and timetable for delivering new LTPs, and around the proposed formulaic funding approach. DfT has made a number of changes to this final version, to address these concerns. As a result of these changes, the Department therefore requires complete new LTPs to be produced by the end of July 2005, but will regard these as provisional; authorities will have the opportunity to produce revised and finalised LTPs by the end of March 2006.

## Aims of this Guidance

3. This guidance's overriding aim is to facilitate the delivery of better local transport as quickly as possible, by:

- enhancing the quality of local transport planning;
- increasing the effectiveness of the LTP system as a performance management system;
- and focusing efforts on a small number of key priorities.

4. The Government set out its overall transport strategy in the Transport White Paper - 'The Future of Transport: a network for 2030' - in July 2004. This Guidance should be read alongside that document, available at

[http://www.dft.gov.uk/stellent/groups/dft\\_about/documents/divisionhomepage/031259.hcsp](http://www.dft.gov.uk/stellent/groups/dft_about/documents/divisionhomepage/031259.hcsp).

## Changes from the first edition

5. The first local transport guidance encouraged local authorities to consider a very wide variety of transport modes, types of transport policy and methods for achieving integration between transport and other areas of activity. The first LTPs were assessed against criteria reflecting the full range of these modes and policies, with 27 criteria in all.

6. It is important that authorities continue to consider a wider variety of transport modes and policy options appropriate to their localities and that they continue to integrate transport and other activities. However, the Department now expects all authorities to focus on delivering a smaller set of key outcomes, reflecting the shared priorities agreed between central and local government: improving access to jobs and services, particularly for those most in need, in ways that are sustainable: improved public transport, reduced problems of congestion, pollution and safety. In LTP assessments the Department will look for evidence that a focus on the shared priorities has been at the heart of LTP development.

---

<sup>1</sup> This guidance does not apply to the Isles of Scilly.

<sup>2</sup> This refers to Cambridgeshire, and to the West Midlands Joint LTP area. However, the Department for Transport would strongly recommend that those areas produce revised LTPs that take full account of this revised guidance.

7. Better outcomes in these areas may be achieved through a combination of actions across the full range of modes and policies. This Guidance cannot include advice on every local policy intervention that may affect those outcomes - the range of possible actions is enormous, and covers almost every service that local authorities and their partners provide. Such material is therefore not included here, and this guidance aims for a non-prescriptive approach. Instead, Annex B includes references to a range of supplementary information and current policy guidance. Local authorities must decide for themselves how to respond to this advice. All requirements that are mandatory for new LTPs are included within this Guidance document.

8. The following list briefly describes the most important changes from the 2000 edition of the guidance:

- Four new key principles for LTPs:
  - LTPs should set transport in a wider context.
  - LTPs should set locally relevant targets for outcome indicators.
  - LTPs should identify the best value-for-money solutions to deliver those targets.
  - LTPs should set trajectories for key targets, to enable greater transparency and rigour in assessing performance.
- The shared priority for local transport agreed between the Local Government Association and DfT.
- Direct Government / local authority engagement on targets and objectives relating to the shared priority areas.
- Five-year 'Planning Guideline' budgets for the maintenance and integrated transport blocks, to inform LTP development.
- New guidance on cross-boundary and sub-regional joint working.
- New requirement to produce accessibility strategies as part of the LTP.
- The progressive incorporation of Air Quality Action Plans and Rights of Way Improvement Plans.
- The Transport Asset Management Plan report.
- The requirement for most authorities to publish an Environmental Report on the impacts of the proposed LTP, as part of Strategic Environmental Assessment.
- The new Network Management Duty on local authorities.

## **Summary: Key Elements of a good LTP**

### **Part 2: Developing a High Quality LTP**

**A good LTP will reflect the four themes of good local transport planning.**

#### ***It will set transport in its wider context***

A good LTP will:

- contain evidence of a long term strategy within which the 5 year implementation plan is set;
- be a truly corporate document, influenced by, and influencing the whole of local government within the Plan area;
- be set in context of regional economic and spatial strategies;
- demonstrate effective working across local authority boundaries;
- have been developed in partnership with all relevant stakeholders; and
- take a realistic view of transport investment.

#### ***It will contain locally relevant targets***

A good LTP will:

- support targets for housing, jobs and social inclusion, and the environment;
- prioritise targets relating to outcomes, not outputs and inputs;
- contain targets focused on the transport shared priorities agreed between the Government and the Local Government Association; and
- contain targets that are challenging but realistic.

#### ***It will demonstrate value for money***

A good LTP will:

- propose solutions that are evidence based;
- aim to make the best use of existing infrastructure;
- include innovative solutions, not just those that rely on capital investment alone; and
- be underpinned by careful analysis of problems and opportunities.

#### ***It will contain indicators and trajectories for performance reporting***

A good LTP will:

- contain targets and trajectories for key outcome indicators; and
- contain a range of other targets and trajectories reflecting the delivery of the transport solutions identified by the plan.

### **Part 3: Priorities for Local Transport Planning**

**A good LTP will demonstrate its contribution to delivering priority outcomes.**

### ***Congestion***

- Metropolitan Authorities and the largest unitaries will be required to set congestion targets, based on improved data made available by DfT. Other authorities to address congestion if it is a problem.
- Policies to tackle congestion should be based on analysis of current and future travel patterns, reflecting employment and land-use patterns.
- Full consideration should be given to the range of demand and supply measures, tailored to local circumstances, and drawing on the growing evidence base.
- Strategies for managing the road network should incorporate the new Network Management duty.
- Bus strategies need to demonstrate the contribution of buses to tackling congestion.

### ***Accessibility***

- All final LTPs should contain accessibility analysis and an accessibility strategy. DfT is providing full accessibility guidance and technical support.
- The strategy should:
  - Set out the high level vision and objectives for accessibility;
  - Identify local accessibility priorities;
  - Consider changes to the provision of services, not just transport solutions;
  - Be developed with partners and stakeholders; and
  - Include locally determined targets.

### ***Safer roads***

A good LTP will:

- include a road safety strategy reflecting needs of all road users, and be set in the context of strategies for safer communities, regeneration, danger reduction, and accessibility;
- reflect national targets for casualty reduction, but tailored to local circumstances;
- identify the most important local road safety issues, and solutions that may make use of revenue as well as capital expenditure;
- consider particular issues of disadvantage and child casualties; and
- contain evidence of successful working with other agencies e.g. police, education, Highways Agency.

### ***Air quality***

- Where air quality issues are primarily transport issues, local Air Quality Action Plans should be integrated in to the LTP.
- Where local authorities do not have air quality management areas, they should still consider whether they should address air quality in their LTP.
- LTPs should report on the range of options considered, identify measures to address transport-related air quality problems, and set out what the quantified impacts of proposed measures are (i.e. quantified impacts relating to the air quality emissions reductions and also the wider environmental, social and economic impacts).

- LTPs should report on how risks to achievement of targets will be addressed.

#### ***Other Quality of Life Issues***

- LTP proposals should demonstrably address wider quality of life issues including neighbourhood renewal, quality of public space, landscape and diversity, safe and prosperous communities, health, noise and climate change.

#### **Part 4: Value for Money**

##### **A good LTP will demonstrate value for money.**

- LTPs should aim to achieve the best value for money from the funds available.
- LTP policies and targets should assume LTP capital-funding levels described by a planning guideline.
- LTP targets should assume no new major schemes beyond those currently fully or provisionally approved.
- LTPs should set the context for possible new major schemes, and these should be clearly prioritised.
- LTPs should demonstrate how local bus services will provide better value for money solutions.
- LTPs should demonstrate better decision making across modes.
- LTPs should recognise the need to undertake timely maintenance expenditure.
- LTPs should demonstrate the scope for greater efficiencies in maintenance e.g. through Asset Management Plans and pooling of purchasing.
- LTPs should demonstrate transport benefits from wider local authority revenue programmes.

## Part 1 - The Government's approach to delivering better local transport

The Government wants to deliver sustainable improvements in economic performance, an inclusive society, a better environment and a better quality of life. Achieving these aims requires:

- Partnership working and co-ordinated planning and action across many agendas, including education and skills, housing, regeneration, and infrastructure planning and development;
- funding to match the desired outcomes; and
- a transformation of the way services are delivered to the public - putting the emphasis on the experience of customers and users.

9. This is the context in which the Government approaches transport. In particular, it means:

- being clear that transport is, ultimately, one of a combination of factors contributing to sustainable economic growth and social inclusion: it is not an end in itself;
- recognising the responsibility of central government to decide on levels of public spending, national priorities and to set national strategic objectives; and
- providing structures for regional and local determination of issues best dealt with at that level, and the freedom to tailor solutions to reflect local circumstances.

### The Government's Transport Strategy

10. The Government set out its overall transport strategy in the Transport White Paper 'The Future of Transport' in July 2004, This recognises the vital role that extending mobility plays in meeting the wider objectives for the economy and an inclusive society. The Government wants to ensure that we can benefit from mobility and access, while minimising adverse impacts on other people and the environment, now and in the future. The strategy is built around three central themes:

- **sustained investment** over the long term - whilst ensuring that each pound of investment works harder for the British taxpayer;
- **improvements in transport management**, to achieve the best value for money from both existing and new infrastructure. The Government will encourage local authorities to procure bus services through Quality Contracts, where this is linked to a wider strategy including bold measures to reduce congestion, or modification of rail services.
- **planning ahead** to manage, and where necessary to accommodate, future pressures on our transport system. Britain cannot build its way out of the problems it faces on its road networks, and doing nothing is not an option. So the Government will lead the debate on road pricing. The Government is also committed to sharing decision-making with regional and local stakeholders, ensuring that planning at regional and local levels is based on a shared view of priorities, deliverability and affordability.

11. Delivering better transport depends in large part on the planning and delivery of transport by local authorities in England, in support of authorities' wider agendas. The shared priority which the Government has agreed with the Local Government Association captures the continuing aims: Improving access to jobs and services, particularly for those most in need, in ways which are sustainable: improved public transport; reduced problems of congestion, pollution and safety.

12. 'The Future of Transport' identifies some of the key strategies to help local government deliver these outcomes:

- freer flowing local roads, delivered through a range of measures including congestion charging, and powers under the new Traffic Management Act 2004;

- more, and more reliable, buses, enjoying more road space;
- demand responsive transport services - using buses, car sharing, minibuses, taxis and private hire vehicles to provide accessibility to areas, and to sections of the community, where conventional transport services are unsuitable;
- looking at ways to make services more accessible, so that people have a real choice about when and how they travel;
- exploiting the potential of existing and new technology - for example in managing demand for transport services, improving the capacity of existing networks, improving safety, and providing better, more reliable transport information;
- joined-up transport and land use planning so that new developments do not cause congestion to worsen;
- promoting the use of school travel plans, workplace travel plans and personalised travel planning to encourage people to consider and use alternatives to their cars; and
- creating a culture, and an improved local environment, so that cycling and walking are seen as an attractive alternatives to car travel in both urban and rural areas.

13. The Transport Act 2000 gave local authorities a statutory requirement to produce Local Transport Plans, in the light of guidance issued by the Government. This document provides guidance for the second round of LTPs, covering the years 2006-07 to 2010-11. It reflects the principles of the Government's transport strategy, and, together with the accompanying shorter guidance for the wider local government community and other stakeholders, replaces the guidance issued in March 2000 for the first round of LTPs, covering the five years up to 2005-06.

14. As part of delivering its transport strategy, the Government will expect high-quality LTPs from all authorities required to prepare an LTP, and will aim to help authorities develop their LTPs through direct engagement. It will continue to take a close interest in the way all authorities deliver their local transport objectives throughout the second LTP period.

## **Performance management and direct engagement**

15. Consistent with the Prime Minister's principles of public service reform, the Department sees itself as having three main roles in delivering better local transport. Firstly, it must continue to develop the structures of our relationship with local partners, in a way that enables them to innovate and pursue excellence. Secondly, it must provide clear strategic leadership, focused on the real-world results that both central and local government want to deliver. Thirdly, it must provide public investment in a way that delivers the best possible value for money to taxpayers. The Department for Transport intends to develop the LTP system to deliver these objectives, by emphasising its role as a performance management system.

16. Performance management requires the parties involved to understand what their shared objectives and resources are, to work together to set ambitious but realistic targets for delivering those objectives, and to challenge each other to do better, where possible. The Government therefore intends to engage with all local transport authorities - in groups or individually - as they develop their LTPs, to ensure that those LTPs reflect the principles of effective performance management. The aim of this engagement is not to impose a central strategy on local authorities, but to help authorities develop local transport strategies and plans that are effective and that will deliver real improvements in outcomes, and an appropriate set of targets and objectives against which performance can be tracked.

17. The nature of engagement will vary according to the needs, aims and capabilities of local authorities, but typically might involve:

- asking an authority to explain the aims of its transport strategy, and how that strategy fits with the wider aims and objectives of the authority and its local and regional partners;
- challenging an authority where areas of strategy seem underdeveloped;
- encouraging authorities to consider a wide range of options for delivering better transport outcomes - not only options that involve new infrastructure, but those that make better use of existing infrastructure, or manage demand for transport services;
- ensuring authorities are realistic in their expectations for transport investment - with particular reference to 'planning guidelines' for the integrated transport and maintenance blocks;
- encouraging authorities to set ambitious but realistic outcome-focused targets - and, where essential to the delivery of the shared priorities described in Part 3, negotiating directly on new LTP targets.

18. The other two key elements of the performance management framework for local transport are the Comprehensive Performance Assessment and Local Public Service Agreements.

19. The Audit Commission has proposed that an authority's approach to transport, informed by LTP assessment, will feature significantly in the corporate part of the Comprehensive Performance Assessment (CPA) from 2005. Government's transport policies for CPA involve concerted and integrated delivery across service areas. This is consistent with the ongoing development of LTPs. The Government's assessment of performance against LTP targets and objectives will continue to form part of the CPA assessment. Local authorities wishing to maximise their CPA outcome are advised to adopt fully the strategic approaches to transport planning outlined in Part 2 of this Guidance.

20. The targets and indicators that have been developed for LTPs will increasingly mirror the kinds of outcome targets that are suitable for use as Local Public Service Agreement targets. This means that more authorities will find it possible to 'stretch' an LTP target by means of an LPSA target. The Department for Transport anticipates that many authorities will use the focus, pump-priming funding and flexibility afforded by LPSAs to seek a step change in performance in their chosen transport priorities.

21. The LTP system will also support the cross-Government drive to eliminate unnecessary administrative burdens on local partners, and to develop additional freedoms and flexibilities for the highest performing authorities. As the LTP system matures, the Department's approach is to require only information that is specifically needed for particular purposes by central government, and to allow local authorities freedom to decide what extra information to include in LTPs and APRs for other purposes. The Department does not intend to 'micro-manage' the delivery programmes of local transport authorities, so will not require the inclusion of particular kinds of schemes, or particular types of transport policies. The Department will though require evidence in LTPs that the authority's scheme delivery programme has been informed by locally set objectives and targets and a consideration of value for money, that those targets and objectives are deliverable, and that the Plan as a whole reflects the priorities identified in Part 3.

## Part 2 - Developing a high quality LTP

This part of the Guidance highlights four key principles for the development of high quality LTPs:

- LTPs should set transport in a wider context.
- LTPs should set locally relevant targets for outcome indicators.
- LTPs should identify the best value-for-money solutions to deliver those targets.
- LTPs should set trajectories for key targets, to enable greater transparency and rigour in assessing performance.

22. Local Transport Plans are likely to prove most effective when they have been developed through a process that reflects this order. The Department's principal aim in LTP quality assessment will be to look for evidence that authorities have followed those principles, in that order.

### Setting Transport in its Wider Context

23. Local transport planning - perhaps more than any other area of local policy - needs to be 'joined up' with the wider planning and policy framework at the corporate level. The Department has identified this as being a relatively weak area in the first LTP round, and will therefore be looking for much stronger evidence of an effective corporate approach in second LTPs.

#### *The longer term strategy, and its relationship to the 5 year LTP*

24. All local transport authorities should maintain, review and update an identifiable local transport strategy. These strategies are not the same as LTPs - they deal with principles and objectives, rather than schemes and targets, and should look forward over a longer timescale than the five-year LTP period. A local transport strategy need not be a stand-alone strategy, but may be encompassed within other local strategies. The purpose of the LTP is to set out how the local transport strategy translates to a policy implementation programme, and a set of targets and objectives, over a particular period - in the case of second-round LTPs, the period 2006 to 2011.

25. The development of local transport strategies should take on board all aspects of the authority's long-term vision for the area. For example, if major housing growth, major expansion of particular types of commercial activity (e.g. tourism), or new strategic infrastructure (e.g. an airport development) is envisaged for a particular area, whether in 2006-2011 or subsequently, then this needs to be taken into account in the local transport strategy. LTP proposals could then be devised in a way that allows for the eventual delivery of those longer-term objectives. Local transport authorities should consider their longer-term strategies with reference to longer-term objectives and timescales set out in Regional Spatial Strategies and Regional Transport Strategies (see below). They should co-ordinate their longer-term strategies with those of their neighbours, particularly in joint LTP areas or areas identified as transport sub-regions by RTSs. They are also encouraged to develop their transport strategies with regard to any available modelling of long-term changes in local and regional transport patterns.

26. There is no requirement to include local transport strategies in full in LTPs. However, the Department will, in its LTP quality assessment, look for evidence that a well-considered strategy exists. Authorities should therefore consider including in LTPs either a summary of longer-term transport strategies, or references to where relevant strategies can be found.

#### *The local government context*

27. The development of a local transport strategy and a Local Transport Plan must be a corporate activity of the whole local authority - not just the transport lead members and officers responsible for the drafting of the LTP. The Department will therefore look in LTPs for evidence:

- that authorities have developed their LTPs, and the targets and objectives they contain, through close cooperation with local authority colleagues dealing with spatial planning, local economic development, regeneration, education, health and social services, housing, environmental services, rights of way and tourism/leisure.
- that these local authority colleagues are therefore fully committed to their part in delivering LTP targets and objectives.
- and that plans, targets, policies and objectives delivered by other areas of local government, including the Community Plans and Local Development Documents of affected authorities, will in future be drawn up in a way that is broadly consistent with the LTP and its targets and objectives. Local transport planning should not be perceived simply as a tool for solving problems caused or exacerbated by decisions made without reference to their transport implications in another part of the same authority, or in a partner authority. Local transport planning should instead aim to ensure that locally made decisions, as a whole, are compatible with LTP objectives and targets, and that those decisions reflect the realities of transport investment and delivery.

28. This approach will require close working between county and district councils in 'two-tier' areas, and between metropolitan districts and PTAs/PTEs in the former metropolitan counties. The Department will expect appropriately ambitious and realistic targets and objectives to be arrived at through close co-operation and partnership working between the different local government bodies. In some cases partner authorities may have different priorities to the lead LTP authority; those lead authorities will need to take particular care to set LTP targets and objectives that are realistic and that can be endorsed and supported by all districts.

#### ***Involving local partners in strategy development***

29. It is in the interests of LTP authorities to involve local people, the local business community, those delivering other public services, and other key stakeholders, in the development and maintenance of local transport strategies, as this will help to maximise local support for LTP proposals. The Department does not intend to prescribe the nature of partnership or consultation arrangements, but invites authorities to describe these arrangements briefly in the LTP. The Department would be particularly interested in any evidence that local authorities have sought to exercise strategic leadership to achieve local support for potentially controversial transport proposals (e.g. congestion charging or other demand management measures). LTP authorities should work with all Local Strategic Partnerships (LSPs) within the LTP area, to ensure the broad consistency of local transport strategies and Community Strategies. Working with LSPs may be particularly helpful in enabling LTP authorities to obtain better responses in consultation exercises, not least by avoiding 'consultation fatigue'.

#### ***The regional planning context***

30. As part of the wider Government interest in ensuring better decision-making at the regional and local level, the Department is exploring how best to involve regional bodies - including regional assemblies, and regional development agencies - in decisions on transport infrastructure, and other regionally important developments. As they seek to develop effective regional transport and economic strategies, regional bodies appear well placed to consider how major regional and local transport investment proposals, across modes, should be co-ordinated and prioritised in the light of the availability of funds. 'The Future of Transport' describes the Government's policy to introduce long-term regional funding guidelines, allowing regional bodies to devise integrated and prioritised investment programmes, including major LTP schemes. The Government has published a consultation paper setting out ideas for how this will work. Pending the full development of these ideas, regional bodies should continue to identify ways to better align regional spatial, transport, housing and economic strategies, so that they provide a consistent and coherent steer to local authorities in drawing up LTPs.

31. Local transport authorities should prepare their LTP in the context of wider objectives and policies for developing the economic, social and environmental well being of their region. These objectives and policies are set out in Regional Spatial Strategies (RSS), which incorporate Regional Transport Strategies (RTS). The RSS provides a broad development strategy for the region for at least a fifteen-year period, and a long-term planning and policy framework for the development of LTPs and Local Development Documents. RTSs should set out how national transport policies and programmes will be delivered in each region, and outline the transport and land use policies and measures that will together support the spatial strategy. RSSs and RTSs should aim to deliver a full integration of regional and local planning for housing, economic development, land use and transport. Reflecting the Government's aims for regional bodies to contribute more effectively to decision-making, RSSs and RTSs will in due course need to take account of long term regional funding guidelines for investment in transport, housing and economic development.

32. The RTS has a key role in relation to LTPs in steering the identification of transport priorities at the local level. It should set out the priorities for regionally important transport investment within the immediate five-year period. LTP policies and priorities should be consistent with those set out in the RTS. The RTS will also need updating and revising from time to time to reflect national policy developments, such as decisions relating to the Sustainable Communities Plan and those arising from Multi Modal Studies programme and Air Transport White Paper. Local transport policies and priorities will need to reflect such policy developments, whether or not they have been incorporated in the RTS at the time the LTP is being produced or updated.

33. Part of the role of Regional Assemblies is to work closely with Regional Development Agencies to ensure that their Regional Economic Strategies pursue complementary policies and outcomes. Local authorities should also demonstrate that their LTPs are consistent with the RDA's Regional Economic Strategy, and DfT encourages them to develop their policies in partnership with their RDA. Again, it is for authorities themselves to decide what kind of evidence best demonstrates their efforts to deliver the RES through their LTPs. For example, where tourism has been identified as a priority by the Regional Economic Strategy, affected local authorities should consider providing evidence that they have identified transport problems related to tourism, and developed solutions to those problems.

34. Local authorities should outline the consistency of their plans and proposals for major schemes with RTS and RES policies and priorities. As part of LTP assessment, the Department will assess evidence of how effectively LTPs will deliver RTS and RES objectives. It does not intend to prescribe the form of such evidence, but the use of quotes, maps and cross-references from the RSS, RTS and RES, clearly linked to LTP schemes and policies, may be helpful. Some authorities may want to include a direct endorsement from the Regional Planning Body or Regional Development Agency of its LTP. If so, specific comments about particular schemes and policies are likely to carry more weight in the assessment process than 'blanket' endorsements.

35. Where the RTS, or RES identifies in broad terms transport measures requiring action at the sub-regional or local level, local transport authorities should consider in detail, proposals for achieving the outcomes set out in the strategies - in particular the costs, benefits and relative value for money of a range of options. Ultimately, decisions about whether to include any proposals in LTPs are solely for the local authorities concerned. They will need to be satisfied that any proposal for a major scheme reflects not only the priorities in the RTS or RES but represents value for money and is affordable in relation to likely available resources - otherwise it should not be included in the LTP.

36. Where reviews of RTSs or RESs have not been finalised in time to inform the development of a local authority's provisional or final LTP, the authority should take account of existing strategy documents along with national policy developments.

### ***Cross-boundary and sub-regional transport planning***

37. The Department will look for evidence in all LTPs that local authorities are addressing effectively local transport issues that transcend administrative boundaries of local authorities, and, where appropriate, boundaries of regions and nations within the United Kingdom<sup>3</sup>. LTP proposals should not be artificially constrained by boundaries, but should respond to cross-boundary local transport needs and opportunities. Where scheme or policy proposals do cross boundaries between separate LTP areas, those proposals should appear, appropriately prioritised, in all relevant LTPs.

38. A more joined-up approach at the local level should help to forge connections between sub-regional and local strategies. The RSS is expected to focus on sub-regional objectives and policies that reflect functional relationships, such as journey to work patterns. Strategies developed around journey to work patterns can help by, for example, better capturing the transport relationships between urban areas and their rural hinterlands. RTSs are in turn expected, in many places, to set out a policy framework for specific sub-regions, identifying where an integrated and coherent approach across local authority boundaries is essential to the planning and delivery of policy priorities.

39. All authorities within each sub-region identified by a RTS should work in partnership to develop coherent transport strategies. Many authorities will find it beneficial to establish joint sub-regional transport planning units. Often, the best approach will be to produce a single joint LTP for that sub-region. LTPs of this kind would be very welcome. Aside from better planning, joint plans also allow the more efficient use of human and technical resources, and can provide greater financial flexibility to all plan partners. For these reasons, it is likely to be especially helpful to smaller local transport authorities.

40. However, in LTP assessment, the Department will look for evidence of effective cross-boundary co-ordination, regardless of the format of the LTP document. A single-authority LTP developed through effective sub-regional planning will do better than a joint LTP resembling a number of uncoordinated local plans bundled together as a single document.

### ***Meeting the needs of longer-distance travellers***

41. Although treated separately in institutional and planning terms, local and strategic transport networks do not function separately. Nearly all long-distance journeys, of both people and freight, make use of both strategic and local infrastructure. Local transport should therefore be delivered in a way that delivers seamless journeys to users of strategic roads, railways, inter-urban coach services, ports, and airports, as well as those making purely local journeys. Regional transport planners should address these needs through co-ordinated regional strategies in RTSs, and local transport planners should translate those strategies into LTPs. LTPs should therefore contain evidence of successful joint working with the Highways Agency, and the Strategic Rail Agency, and relevant coach operators, to meet the needs of travellers. Authorities anticipating changing pressures on local transport networks and services associated with airports and ports should also set out appropriate policy responses.

42. Local authorities are required to consult the Highways Agency about any LTP proposals that are likely to have an impact on the strategic road network. Similarly, the Department seeks to ensure that the Highways Agency consults local authorities about plans and proposals that are likely to have an impact on the local network. A key Government Office function is to represent collective local authority views to the Highways Agency, so local authorities need to ensure that their Government Office is aware of any issues or problems. Local authorities are also invited to channel views to the Department and the Highways Agency through the Roads Liaison Group.

---

<sup>3</sup> LTP authorities bordering Greater London should work in partnership with both Transport for London and relevant London Boroughs, as the latter develop Local Implementation Plans (LIPs) to deliver the Mayor's Transport Strategy. They should aim to coordinate LTPs and LIPs in a way that addresses the needs of people making local trips around and across the London boundary.

43. The Government's White Paper on Aviation, published in December 2003, set out a long-term strategic framework for the development of airports and airport capacity in the United Kingdom. Many of the policy intentions set out in the White Paper will have implications for local transport planners, as they seek to manage any consequential changes in passenger, staff and freight travel patterns on local road and public transport networks. Authorities whose areas are directly affected by the White Paper should demonstrate that they have considered the Paper's implications for local transport in the second LTP period, and have integrated their local policy responses into their LTPs. Similarly, authorities should demonstrate that they have considered the local transport implications of the development of sea ports, in particular the implications for safe expeditious and environmentally sustainable movement of freight vehicles on local transport networks.

***The need for realistic expectations about investment levels***

44. Local Transport Plans can only be effective when their implementation programmes broadly match the resources available to deliver those programmes. Local authorities developing LTPs therefore must have realistic funding expectations. The Department is therefore, to accompany this Guidance, providing each LTP area with 'planning guideline' budgets for the integrated transport block and for capital maintenance for each year of the second LTP period. New provisional LTPs for submission in July 2005 should not take the form of a bid for additional LTP investment funds above these amounts, but must instead indicate how authorities would deliver the best possible transport outcomes, given the outlook for funding set out by the 'planning guideline'. Final March 2006 LTPs should similarly be informed by the revised 'planning guidelines' due in late 2005 (see Part 4).

## **Locally relevant targets**

### ***Linking LTP targets to wider vision and objectives***

45. The Government expects every local authority to have a vision for its area - including the way they wish to develop employment, the economy and housing, whilst promoting social inclusion and enhancing the local environment. Transport is never an end in itself, but is a key factor in delivering better outcomes in those areas. Therefore, LTPs should aim to reflect these wider ambitions for the area, by capturing those ambitions in targets for outcome indicators. Targets should not simply arise as the consequences of predetermined transport investment plans.

46. LTPs and the targets they contain should therefore make clear and visible connections between local transport targets and targets for sustainable economic growth, housing, and social inclusion, through cross-referencing and quotes from wider plan and strategies. LTPs should also demonstrate how the authority's processes for drawing up plans and setting targets in those wider areas have responded to the development of its local transport strategy and plan.

### ***Targets for outcome indicators***

47. LTP targets should, where possible, relate to outcomes (real and measurable improvements in the quality of life and the quality of transport services) - rather than inputs or outputs (the methods, policies and schemes through which those improvements are delivered). The Government and Local Government Association (LGA) agreed, in July 2002, a set of shared priorities for delivering better outcomes. The Department expects to see LTPs reflect the shared priorities identified in the field of transport - congestion, accessibility, safety and air quality - while clearly contributing to other important quality of life outcomes such as health and liveability. These priorities are explained in more depth in Part 3. The Department recognises that, although measuring outcomes for road safety is relatively straightforward, the measurement and assessment of accessibility, congestion, and air quality outcomes are more complex. It therefore intends to provide authorities with technical assistance - see Part 3.

### ***Setting challenging but realistic targets***

48. All targets, but especially targets for outcome indicators, should aim to be challenging but realistic. LTP authorities will need to reach their own views about what such a target would look like, with reference to its knowledge and understanding of the unique transport circumstances of its local area. Through the engagement process, the Government will seek to understand how authorities have reached these decisions, will compare and contrast their approach with those of comparable authorities, and will challenge proposed targets where necessary. Local authorities may therefore also wish to compare their draft targets with those being developed by comparable authorities; the Department would welcome more authorities taking part in this kind of benchmarking activity.

### ***Sustainable Communities***

49. Effective transport planning will be particularly important as authorities devise and implement local plans for delivering sustainable communities. These plans must be drawn up in a way that avoids creating new local transport problems, and that incorporates a realistic view about the costs and timescales involved in delivering new infrastructure. This will be particularly important for authorities developing transport proposals for Growth Areas, or transport policies which support strategies to tackle the problems of low demand for property, in particular in the market renewal pathfinder areas. Authorities for these areas should particularly aim to demonstrate how their LTPs would support the delivery of sustainable communities.

50. LTPs should, where possible, identify which proposals have as their primary purpose the delivery of sustainable growth in housing and employment and/or housing market renewal. Local authorities are recommended to use the projected levels of housing and employment growth set out in current or draft planning guidance, to inform their local transport strategies and LTPs. They should not seek to anticipate the implications for transport of any growth proposals that remain under preliminary consideration.

51. The Government has created a Community Infrastructure Fund (CIF), which will provide an extra £200m in 2006/07 and 2007/08 for infrastructure to support housing growth in the Thames Gateway, Ashford, Milton Keynes-South Midlands and London-Stansted-Cambridge-Peterborough Growth Areas. Some of this funding will be available for additional local transport projects to serve those areas. However the CIF is not a replacement for mainstream LTP funding, and is principally aimed at accelerating planned growth. LTPs should therefore aim to demonstrate, with appropriate schemes, policies and targets, how current growth plans in those areas would be delivered in a sustainable way, without relying on CIF funds. Advice on the CIF was published recently, jointly by the Department for Transport and the Office of the Deputy Prime Minister.

#### ***Identifying the best value for money solutions***

52. LTPs should demonstrate how an authority will achieve the targets and objectives it contains - and contribute to wider targets and objectives wider targets - through a programme of local transport schemes and policies. LTPs should aim to identify and prioritise the schemes and policies that look likely to deliver the best value for money - that is, the most rapid overall progress towards the full range of local targets and objectives, per unit of spending. Part 4 sets out how the Department expects authorities to consider value for money when devising its plan. In LTP quality assessment, the Department will particularly look for evidence of good practice in the following areas:

#### ***Making full use of the growing evidence base***

53. Partly as a result of the development of local transport plan policy, and its emphasis on innovation, local decision-making, and monitoring results, more and more evidence is becoming available that could help authorities to decide which policies and schemes to include in their LTP. Annex B provides links to many sources of useful information and advice. A dedicated section of the DfT website will also provide improved links to guidance, and other information for which local authorities are the primary audience - <http://www.dft.gov.uk/about/localauthorities/>. The Department aims to continue developing this resource and would be glad to receive feedback via the email address shown on the website.

54. The Department is particularly keen for UK local transport authorities to learn from each other, to share best practice, and to compare experiences of planning and delivering projects. It is supporting the Local Transport Planning Network, a new web-based resource designed to support and assist local authorities to improve local transport plan performance and delivery. This joint venture between the Local Government Association, DfT and the County Surveyors' Society was launched on 2 July 2004. It provides a national best practice and benchmarking library, a web based discussion/question and answer forum and the ability to run interactive on-line seminars, workshops and "web-chats". LTP authorities are encouraged to make full use of this facility. The network may be found at <http://www.ltpnetwork.gov.uk/>.

55. These information sources are by no means exhaustive. Authorities are encouraged to look for ideas and evidence from a wide range of sources in developing innovative solutions that fit the local situation. Other advice may also be available from academic bodies, private consultants, professional organisations, campaigning organisations, non-Departmental public bodies and others. The Department also encourages local transport authorities to learn from best practice overseas. The Department would be particularly interested to see innovative ideas in LTPs that would make use of the 'well-being' power included in the Local Government Act 2000, or other freedoms and flexibilities made available to local authorities and other local public services in recent years.

56. Finally, LTP authorities must learn from the experience of their previous work - in particular the experience of devising and implementing their current LTP. They should aim to ensure that second LTPs build on past and current successes and avoid repeating mistakes or missed opportunities. The Department recommends that all authorities monitor and evaluate their scheme delivery programmes, and disseminate any useful findings to others.

***Making the best and most sustainable use of infrastructure***

57. The first round of LTPs focused to a large extent on the planning and implementation of new infrastructure. The Department for Transport now expects to see all local authorities developing proposals for making better use of their existing infrastructure, including any new infrastructure delivered over the course of the first LTP, and also the rights of way network. All local authorities have a strong interest in demonstrating that they are making the most of current infrastructure; this will strengthen their case for additional investment, and funding for new major schemes.

58. All local highway authorities, and their partners in districts and PTE areas, are required by the new Traffic Management Act to ensure that the day to day management of local highway networks allows for the expeditious movement of all highway users. The Government expects that work to implement this new duty will make an important contribution to the delivery of LTP targets and objectives - especially those related to congestion. Further details are in Part 3 of this guidance.

59. Existing infrastructure needs to be maintained in a condition that is fit for the use to which it will be put. The Department therefore strongly recommends the development of Transport Asset Management Plans in support of the new LTP - see Part 4 of this Guidance.

60. Authorities are also likely to find that the implementation of innovative transport technologies, such as Urban Traffic Management and Control, and Intelligent Transport Systems, can deliver improved outcomes (including the transport Shared Priority outcomes) from existing infrastructure, and may represent much better value for money than large-scale infrastructure works.

61. Local transport authorities should also consider how they could deliver progress in all the shared priority areas through policies aimed at changing travel behaviour, and managing demand for transport services. Sustainable travel policies of this kind should, if introduced in the context of a high quality LTP, prove highly cost-effective, avoiding the need to spend larger sums on infrastructure based solutions. As well as their well-understood role in tackling congestion, many initiatives aimed at managing demand for transport services by bringing behavioural change are particularly relevant to accessibility. Because they give people a genuine alternative to using their car, programmes to promote sustainable travel can provide quick, comparatively inexpensive benefits in terms of social inclusion, accessibility, regeneration and pollution. Demand management measures are central to the Government's transport strategy; the Department for Transport will therefore consider all authorities' demand management proposals carefully, as part of LTP assessment.

62. There is a wide range of possible measures in this area. They include:

- road user charging and workplace parking charging schemes;
- active management of the availability and cost of car parking and public transport;
- school, workplace and personalised travel planning;
- marketing and transport information services (including innovative use of services such as Transport Direct and Traveline, and innovative ticketing offers);
- setting up websites for car share schemes and facilitating car clubs;
- measures to promote teleconferencing and teleworking;

- delivering through-ticketing, 'seamless journeys', and a better experience of public transport, through the development of smartcard systems;<sup>4</sup>
- and other innovative uses of information technology.

63. Local transport authorities should also consider how demand management measures could help to deliver the most effective outcomes from major infrastructure projects. Packages of complementary measures have been shown to 'lock in' the benefits of new investment, ensuring it continues to deliver the best possible value for money long after initial implementation. The Department therefore intends in future to consider evidence about authorities' plans for demand management measures when considering major scheme bids.

#### *Analysing local problems and opportunities*

64. Local transport authorities are expected in their LTPs to identify local transport problems and opportunities, including their environmental and social consequences, and to set out their policy responses. Analysis of problems should not be restricted to existing problems, but should also attempt to anticipate and prevent any emerging or potential problems. Authorities should not make fundamental assumptions about transport that are not necessarily supported by evidence (for example, the assumption that new roads, on their own, will always deliver lasting economic and congestion benefits). Authorities should always aim to identify and tackle the root causes of problems, rather than providing 'symptomatic' relief. For example, analysis may reveal that a localised congestion problem at a particular junction is caused by inappropriate parking outside a nearby parade of shops, leaving vehicles unable to clear the junction. In this example, better parking enforcement may provide a cheaper and more effective solution than infrastructure works or traffic management measures.

65. In developing their programmes, local transport authorities are expected to show that they have considered the services and facilities they provide to all users of local transport networks. LTPs must therefore not only provide solutions and opportunities for drivers, walkers, cyclists, and bus and tram users, but also taxi and private hire vehicles, freight and distribution vehicles, coaches, motorcyclists, wheelchair users and equestrians. They should in particular consider how to provide infrastructure and services for vehicles providing a public service (e.g. ambulances, police cars, fire engines, military vehicles and waste collection trucks) in a way that enables the operators of those vehicles to maintain or improve service standards.

66. It is essential for local authorities to work closely with local communities themselves to identify problems and opportunities - they will provide analytical insights that cannot be obtained except through careful consultation. It is usually more economical and more effective to use existing structures (Rural Transport Partnerships, for example) when working directly with local communities, rather than inventing new structures.

67. The Department encourages local authorities to make use of the most up-to-date techniques and technologies for local transport analysis and implementation, including the use of transport modelling software. Many authorities will also find evidence emerging from the development, deployment and evaluation of Intelligent Transport Systems, including through the Urban Traffic Management and Control programme useful in delivering their LTP priorities. Annex B lists a range of sources of advice and help. The Department will in particular provide all LTP areas with specially designed software to help them identify local accessibility issues and possible solutions.

---

<sup>4</sup> The Department published national standards for ticketing systems in March 2004 known as the ITSO Specifications. These form part of the e-Government Unit eGIF standards which shall be used for all procurements.

***Identifying problems and opportunities in rural areas***

68. All LTPs covering significant rural areas should demonstrate that they have considered how to deliver better transport for those areas. Rural communities have diverse transport problems and opportunities. While capital investment schemes may sometimes be considered necessary (for example to improve road safety outcomes), a mix of public transport and flexible transport services, with community based transport initiatives, will usually be more important in serving rural areas. It will therefore be important for authorities to demonstrate that funding mechanisms for proposed services have been considered. The Department has recently introduced legislative and regulatory changes to facilitate demand-responsive bus services, and will continue to promote and encourage new schemes of this kind.

69. Unlike urban areas where problems of lack of accessibility to jobs and essential services may be concentrated in specific areas, problems in rural areas can be hidden away in areas of apparent affluence or limited to small, local communities. Rural transport problems are especially acute for those without access to private cars. Accessibility planning, as described in Part 3, should enable the accessibility needs of people living and working in rural areas to be identified, and should ensure targeted measures can be included in LTPs. Details of the new rural definition are available from ONS at - <http://www.statistics.gov.uk/geography/nrudp.asp> - and are a useful source of information for accessibility mapping in rural areas. Local authorities should also consider how they could improve accessibility by ensuring services are provided in ways that reduce the need to travel.

70. Tourism is particularly important to the rural economy; where appropriate LTPs should set out plans for supporting tourism that include protecting sensitive areas from inappropriate traffic and facilitating public transport use, walking, horse riding and cycling.

## Indicators and Trajectories

71. It is vitally important for authorities to set robust targets and trajectories relating to local transport. They are the measures against which the success of local transport planning will be judged. LTPs should report targets according to the following hierarchy:

- **Targets for key outcome indicators** including targets for the relevant mandatory indicators set out in Annex A, and any other targets for indicators that, in the opinion of the LTP authorities, *directly* measure the achievement of shared priorities.
- **Targets for intermediate outcomes**, which represent proxies or milestones towards key outcome targets and including targets for the relevant mandatory indicators set out in Annex A (e.g. bus user satisfaction, bus punctuality, mode share, cycling levels, traffic levels on particular routes, number of users of park-and-ride services).
- **Targets for contributory output indicators** - indicators measuring the delivery of schemes, policies or initiatives that, in the opinion of the LTP authorities will contribute towards the achievement of targets in the two categories above.
- **Targets for any other outcome or output indicators** - including indicators that measure the achievement of local priorities only.

72. The Department will pay particular attention to targets for key outcome indicators in its LTP and APR assessments, and will focus on those targets during engagement with local authorities. Authorities should not normally include targets relating to 'input' indicators (e.g. number of staff appointed, amount of money spent) in their LTPs. Such targets will be disregarded by the Department in LTP and APR assessment. Annex A of this guidance contains detailed guidance on monitoring new LTPs.

73. Mandatory targets in new LTPs should, where possible, have a baseline relating to data collected in 2003/04, and take a horizon year of 2010/11 - unless other guidance is given in Annex A.

74. Local transport plans should summarise briefly, for each target (or, where appropriate, groups of targets):

- evidence that the target is both ambitious and realistic, given the 'planning guideline' funding levels;
- the key actions of local government needed to achieve the target;
- the key actions of local partners needed to achieve the target; and
- the principal risks to the achievement of the target, and how these will be managed.

### *Selection of targets and indicators for inclusion in LTPs*

75. It is likely to be counter-productive for LTPs to include a large number of targets for key and intermediate outcome indicators. In general the optimum number of indicators of all kinds in an effective set appears to be between twenty and forty, partly dependent on the size and characteristics of the plan area.

76. Beyond the indicators subject to mandatory LTP targets (see below), targets need only be set for indicators that, in the opinion of LTP authorities, are directly relevant to the needs and interests of local communities. They need not be set for all indicators used by the local authority in monitoring and planning transport and related activities. LTPs may however propose to monitor or report on indicators for which an LTP target has not been set. Any indicators of this kind should be clearly identified, and the reason for their inclusion in the LTP briefly explained.

77. The Department would particularly welcome authorities within a region adopting additional indicators that are consistent in definition and methodology and that could form the basis of improved regional monitoring. Where regional monitoring groups exist, authorities are encouraged to discuss whether agreeing a core set of regional indicators would be helpful. Some Regional Transport Strategies and other regional strategies include indicators relevant to local transport. Local authorities should either report on these indicators in their local transport plans, indicating where they fit within their local transport plan objectives; or they should indicate why the indicators are not being reported. For example it may be not be cost-effective to collect some indicators contained in regional strategies at local level. Authorities should consider setting locally appropriate targets for indicators that they do report, if the relevant regional strategy indicates that they are, or should be, subject to regional or local targets.

### ***Trajectories***

78. Authorities should also set trajectories, with annual milestones, for all LTP targets. This information would be most helpfully expressed in the form of a simple graph for each target. Trajectories should not necessarily reflect steady, linear progress towards a target, but should where possible be set in a way that visibly relates to the planned implementation of relevant schemes and policies. However, where trajectories of this kind are not set, a linear trajectory will be assumed. The trajectories set in new LTPs will become the Department's key reference point for annual monitoring of progress in future, and will enable local authorities to make better assessments of whether or not performance against each target is on track.

### **Key outcome indicators subject to mandatory LTP targets**

79. It is generally for local authorities to determine which outcomes are most important locally, in consultation with stakeholders and the community in general. However the Department expects all authorities to monitor, and set targets for, most of the current transport best value performance indicator (BVPI) set and a few other key indicators, as described below. The Department will generally expect provisional LTPs in 2005 to include provisional targets for the BVPIs, and the other mandatory indicators for which baseline data is available. Final LTPs in 2006 should include all targets for all mandatory indicators.

#### ***Best Value Performance Indicators***

80. Authorities must set targets and associated trajectories for the local transport plan period for a number of best value performance indicators relating to road safety, buses and road maintenance. These are listed at Annex A.

#### ***Other Mandatory Indicators***

81. The other mandatory indicators, for which targets must be set by all authorities in final LTPs are:

- **At least one** accessibility target based on either the core accessibility indicators or a local accessibility indicator, or both;
- Area wide road traffic mileage;
- Cycling trips;
- Mode share of journeys to school;
- Bus punctuality.

82. All of these indicators relate to key themes within the shared central/local government priorities - such as accessibility and reducing transport-related greenhouse gas emissions. All authorities should consider the contribution cycling and walking can make to the achievement of their plans, for example in relation to tackling congestion, quality of life and health. Authorities should work in partnership with bus operators to improve bus punctuality, which is affected by both management of the road network and operator action. The Bus Partnership Forum has recommended a model for partnerships to improve punctuality.

83. Targets for three further indicators are required from authorities meeting specific criteria:

- Changes in peak period traffic flows to urban centres, for authorities with urban centres populated by more than 100,000 people;
- Congestion (vehicle delay), for the plans covering the former metropolitan counties, and the plans covering Bristol, Nottingham and Leicester
- A target related to air quality in designated Air Quality Management Areas (excluding those not related to road traffic or solely related to trunk roads).

84. In addition, provisional LTPs covering other large urban areas (Brighton, Solent, Stoke, Hull, Preston, Bournemouth/Poole, Blackpool, Reading, Southend and Teesside) should be developed in a way that will enable congestion targets to be set in the final March 2006 LTP. A mandatory requirement for these areas may therefore be introduced - ministers intend to make a final decision on this during 2005. Further mandatory congestion indicators for the large urban areas for person-delay and travel time reliability may be introduced during the second Local Transport Plan period.

85. The Department will publish separate technical guidance, before the end of 2004, about monitoring and indicators that will cover the mandatory indicators that are not best value performance indicators.

### ***Optional Indicators***

86. A DfT/LGA working group recently recommended a number of other indicators that should be mandatory. However, following consultation, the Department has decided that reporting and target setting for the following indicators will be optional:

- Mode share of journeys to work;
- Mode share of peak period journeys to urban centres;
- Proportion of workforce covered by travel plans;
- Total parking provision;
- Proportion of short stay parking;
- Price differential between long and short stay parking;
- Percentage of planning permission exceeding parking standards.

87. These indicators (and the transport BVPIs not included in the mandatory set) are likely to be appropriate and useful for some local transport plans. However following consultation, DfT has decided not to make them mandatory. The mode share indicators were felt to be difficult or expensive for some authorities to collect, the travel plan indicators were felt to be insufficiently well connected to outcomes, and the parking indicators were felt to be difficult to interpret and compare between authorities.

88. Local authorities may monitor and/or set targets for these indicators, or any other transport-related output or outcome indicators, in their LTPs. The Department's technical guidance about monitoring and indicators will outline some of the indicators that may be used, or that other authorities have found it useful to monitor - as is already published for the current LTP round. Common approaches to target setting recommended by the technical guidance, if adopted by a range of LTP areas, can help authorities to compare their performance against others, both for informal 'benchmarking' activity and in promoting effective joint and cross-boundary working. The technical guidance will be published in early 2005.

### ***Monitoring Robustness***

89. The Department may check the derivation of any data used in the target assessment or the subsequent reporting of delivery against the targets. This will be to check consistency with technical methodological guidance and the accuracy of reported results. The Department proposes to spot check approximately 15% of plan areas per year and also to check the derivation of data that apparently diverges from similar data sets which it assembles or has access to. It is not intended that any data checking will impose a significant burden on authorities, provided accurate records of the methodologies and data sources used to produce results for indicators are maintained.

## **Annual Progress Reporting**

90. In the second LTP period, the Department will continue to require Annual Progress Reports, including a report on progress towards targets against trajectories, and will continue to publish annual guidance for producing those reports. The Department aims to continue progressively reducing the reporting requirements as the LTP system matures, focusing increasingly on information about progress towards targets and objectives, measured against trajectories. The level and nature of supplementary and contextual information to include in APRs would increasingly become a matter for authorities' own discretion. The Department would continue to require annual financial and statistical returns (the 'finance forms') for various monitoring, accounting and budgeting purposes, but these will have no formal status in the LTP performance management framework.

91. Annual Progress Reports covering the 2004-2005 financial year will need to be submitted to Government Offices and DfT by the end of July 2005. The Department recognises that authorities will wish to concentrate on LTPs, and intends reporting requirements for 2005 APRs to be minimal, limited to key delivery data. The Department intends that 2006 APRs will take the form of a review of achievement over the whole first LTP period, 2001 to 2006. The first APR of the new LTP period will be due in July 2007.

## **Reviewing and maintaining the LTP**

92. Section 109 of the Transport Act 2000 places a duty on local authorities to keep their LTP under review, and to alter it if they consider it appropriate to do so. Local authorities may, for example, want to review their LTP in response to changes in overall priorities (e.g. after a change in political control), changes in the nature of transport problems (e.g. an unexpected change in travel patterns leading to new congestion problems, or the designation of new Air Quality Management Areas), or changes in the wider transport environment (e.g. changes in business practice by a dominant local bus operator).

93. The LTP process is able to accommodate change of this kind. If any LTP area decides to make significant changes to overall transport strategy, the LTP implementation and funding programme, or LTP targets and objectives, these should be set out clearly as part of its next Annual Progress Report. However, the Department believes in the value of continuity and a long-term approach in local transport planning, and notes that LTP targets and objectives can lose much of their value as policy management tools when they are subjected to change. The Department may therefore decide in those instances to review the quality of the LTP, and may amend future indicative allocations accordingly.

94. The Department would however expect an LTP area to review its LTP if it finds it is achieving a significant number of targets and objectives earlier than programmed. Such LTP areas should consider setting objectives and targets that are more ambitious. The Department would then consider revising its assessment of the impact of the plan, and, depending on the availability of funds, would consider reflecting that revised assessment in future allocations.

95. The Department recommends that complete replacement of 2006-2011 LTPs, before replacement is due, should only be considered as a last resort, in response to the greatest of changes. The Department would not normally be able to carry out a full assessment of any such LTP, and so would not be able to consider making corresponding changes in LTP-related funding decisions.

## **Part 3 - Priorities for local transport planning**

### **The Shared Priority for Transport**

96. The Government and Local Government Association (LGA) agreed, in July 2002, a set of seven shared priorities for local government. These priorities, which include raising the standards across schools, transforming the local environment and meeting local transport needs more effectively, are a focus for the efforts of Government and councils for improving public services

97. The shared priority for transport includes improving accessibility and public transport and reducing the problems of congestion, pollution and safety. A number of other quality of life issues are also related to transport and covered under the sustainable communities shared priority - see below.

98. The Department will look for evidence that the aim of delivering the shared priorities is at the heart of all local transport strategies and LTPs, although it is for authorities to decide the relative importance of each of the shared priority themes in their area. The shared priorities are also informing the Audit Commission's work in developing the Comprehensive Performance Assessment (CPA) for 2005 and beyond. The rest of this Part sets out how the Department expects local authorities to plan to deliver better outcomes for each of the shared priority themes.

99. The Department recommends that authorities, in their new LTPs, demonstrate their benefits of their local transport programmes and policies in sections reflecting objectives for each of the four shared priorities set out below (ie accessibility, congestion, air quality, road safety)<sup>5</sup>. All local transport modes (bus, light rail, cycling, walking, driving and motorcycling, taxis, freight etc.) are important to the delivery of two or more of the four transport shared priorities. The Department would therefore prefer the contributions of particular modes to be reflected in objective related sections, not in separate modal sections. (This approach may necessitate some degree of repetition in places.) LTPs should also, within the objective related sections, set out how action to deliver the shared priorities would also contribute to the wider quality of life issues identified below.

### ***Other local priorities***

100. The Department recognises that many local authorities will want to continue addressing issues through Local Transport Plans that are not addressed specifically in the transport shared priorities statement. Authorities with their own local objectives are therefore invited to set those out, and include policies designed to address them, within their new LTPs. Often, such schemes and policies would also address the transport-shared priorities, so local authorities should also demonstrate how its proposals contribute to the full range of objectives.

101. For example, a local authority may wish to include a road scheme in its Plan that is primarily designed to address local regeneration objectives. The proposed scheme, with careful design, might in fact address all the transport shared priorities - by enabling people from socially deprived areas to access employment sites, by preventing congestion on what would otherwise be an inadequate road network, by diverting vehicles away from an air quality management area, and by providing more space and safer routes for buses and other road users. The Department encourages local authorities to focus on explaining the contribution of their proposals to the transport shared priorities, before describing how they would deliver any other priorities.

---

<sup>5</sup> An authority that is not required to address congestion or air quality through mandatory targets, and that does not consider these issues to be current or emerging problems, need not produce separate sections related to objectives for these topics, but should give a brief explanation to explain its position.

## **Shared Priority - Tackling Congestion**

### ***Introduction***

102. In many English towns and cities, congestion is already having a negative impact on economic performance or quality of life. Measures to deal with congestion are at the heart of the Government's transport strategy. Together with the new network management duty on local authorities, these measures to tackle congestion will aim to deliver freer flowing local roads and associated economic and quality of life benefits. The Government is committed to working closely with local authorities to deliver policies and programmes which are effective in managing or mitigating the impacts of congestion at local level. The Government also aims to use improved data sources to develop a new national target for urban congestion by July 2005.

103. Congestion is not an important issue for every authority, but nationally the trend, if effective action were not to be taken, would remain upwards. Many towns and cities that do not currently have serious congestion problems face potential problems in future, as road traffic nationally continues to grow (traffic grew by 1.3% during 2003).

104. In the second round of Local Transport Plans, and to underpin delivery of the national objective to reduce congestion, the Government will want to be satisfied that major urban areas (i.e. urban areas with populations in excess of 250,000), as well as smaller towns and cities with localised congestion problems, set congestion targets for the period to 2011 which are both realistic and stretching. The Government therefore intends to take a close interest in the development of these targets, and intends to discuss each authority's approach individually through direct engagement.

105. We expect all authorities to consider how best to manage their road networks to make the most efficient use of existing resources - for example, through congestion charging schemes (where appropriate), more effective and active management of transport networks, and the implementation of Intelligent Transport Systems and other traffic management measures. For those authorities that do not judge congestion to be a major current or emerging issue, we will not expect to see detailed proposals in Local Transport Plans for tackling or preventing congestion. However, DfT ministers would not provide capital funding to those authorities for major projects justified on the basis of congestion benefits.

### ***National targets***

106. The Ten Year Plan contained a national target to reduce congestion to 2000 levels by 2010. As part of its new Public Service Agreement, announced on 11 July the Department is developing better measures of urban congestion, and will publish a new congestion target in July 2005, reflecting the local targets that LAs develop for their LTPs.

### ***Targets & analysis***

107. The development of effective strategies and targets for tackling congestion should start with an analysis of travel patterns across and within areas in the period to 2011, including projections of changes in patterns of employment and land use. This work should inform, and be informed by, relevant regional and local structural plans. Especially as better sources of data become available, LTPs should include analytical evidence demonstrating that authorities understand the underlying sources of congestion, whether structural (increasing demand for road capacity) or incident-related.

### ***Strategies to tackle the problem***

108. The causes, nature and patterns of congestion are different in every area, and there is no single solution to congestion. The right balance between demand side solutions (e.g. road pricing/congestion charging, parking pricing and restraints, travel planning, provision of services in a way that reduces demand for travel) and supply side solutions (e.g. Intelligent Transport Systems, improved information to motorists, other traffic management measures, public transport support, improved walking and cycling options) will be different from area to area. But LTPs should provide evidence that authorities have considered and assessed the potential of all parts of the toolkit - not just capital projects - and an assessment of what the impact of these measures will be.

109. A major change since the first round of local transport plans is the stronger evidence base on the impact on traffic of soft factor interventions such as school and workplace travel planning. DfT and DfES are already undertaking a major programme of work to reduce car dependence in the school run, including providing dedicated funding for the development of school travel plans, and both Departments will expect the impact of these initiatives to be reflected in LTP programmes and targets. On 20 July 2004, the Department published "Smarter Choices - changing the way we travel", a major new research report which outlines the considerable potential for behavioural interventions such as school and workplace travel plans to tackle localised congestion problems. The Department is also producing further advice and good practice guidance, drawing on this research, in December 2004.

### ***The Network Management Duty***

110. The Traffic Management Act 2004 imposes a new duty on local traffic authorities to manage their networks to secure the expeditious movement of traffic (i.e. all road users including cyclists and pedestrians) on their network, and to facilitate the same on the networks of others. Authorities will be acting to avoid, reduce or minimise congestion or disruption so that their road network is used more efficiently, including in particular:

- identifying and addressing the needs of all road users including pedestrians;
- working with neighbouring authorities, the Highways Agency and other stakeholders to ensure that the network as a whole functions efficiently;
- integrating the duty within their wider work and taking account of other obligations, policies and objectives (such as Road Safety);
- ensuring arrangements are in place for determining specific policies or objectives for the different roads or classes of roads in their network, and monitoring the effectiveness of their arrangements and actions in meeting the duty;
- identifying and taking actions to address the causes of congestion and disruption both now and in the future;
- considering planned works and events (both in isolation and their effects on each other), and organising them to minimise their impact - this would include arrangements for agreeing (or stipulating) their timing to best effect and consideration of their implications for contingency plans;
- identifying trends in traffic growth on specific routes and putting in place policies for managing incremental change;
- applying parity in dealing with utilities - ensuring that the same standards and approaches are applied to the local authority's activities as to those of others;
- engaging the whole authority in delivery of the duty; and,
- keeping the effectiveness of the arrangements under review.

111. A Local Transport Plan should set out the approach of the authorities covered by the Plan to implementing the duty. A good LTP would demonstrate a clear understanding of the challenges faced locally, and how an authority plans to embark upon these actions. Joint LTPs, and LTPs planned on a sub-regional basis, should also demonstrate that the authorities involved have successfully co-ordinated their approach to implementing the duty. All authorities need to appoint a Traffic Manager, and LTPs should therefore describe how Traffic Managers will assist in meeting the duty and delivering LTP objectives and targets.

112. Detailed guidance on the network management duty to which local authorities must have regard will be issued separately, shortly after the publication of this Guidance. The Department will also issue guidance on the criteria that would be used in respect of possible intervention.

***Innovation in tackling congestion - the Transport Innovation Fund***

113. The Department expects LTP authorities to plan and deliver imaginative congestion solutions, using regular funds from mainstream budgets. In 'The Future of Transport', the Government also announced the establishment of a new Transport Innovation Fund (TIF), to support additional innovative and coherent transport measures. These measures might include road pricing, modal shift and better bus services. The fund will also be used to support innovative mechanisms which raise new funds locally. The Department will be publishing mechanisms for deciding on allocations from this fund in Budget 2005.

114. One specific purpose for which TIF funding may be available in future is the development of bold projects by local authorities to tackle congestion through and improved local bus services and demand management measures such as road pricing, in the form of local congestion charging. For most authorities, a partnership approach is likely to continue to be best way of delivering higher quality bus services to local residents. But, in some areas, the nature of local transport and congestion problems is likely to be such that a more radical approach is needed, packaging improvements to the delivery of bus services with demand management measures such as congestion charging, without which other measures might not be as effective.

115. Over the coming months, DfT will work with a small number of interested local authorities to develop proposals for such packages in more detail. To initiate this process, the Department asks authorities to indicate to their Government Office contacts whether they might be interested in exploring such an approach before the end of January 2005. Subsequently, authorities wishing to proceed should reaffirm their interest in their provisional LTPs and set out there, in general terms, what the form of such a package might be for their authority. This would not in any way commit an authority to taking forward such a scheme, but would be a useful platform for taking forward bilateral discussions with authorities.

116. It will be important for authorities to demonstrate clear understanding of the nature and pattern of the congestion problems they face, in order to ensure that schemes will be effective; and that they have explored fully the use of available policies. In view of the complexity of this process, funding to support scheme development and preparatory works will be available from 2005/06 onwards. In allocating funding, DfT will want to ensure that the scheme proposed is robust and sustainable. The Department would aim to take decisions on development funding by November 2005; final LTPs should therefore reflect those decisions. TIF funding to support the implementation of the best schemes may be available from 2008/09 onwards.

***Congestion targets and monitoring arrangements***

117. One of the difficulties with setting congestion targets has been the lack of robust, reliable and detailed data. To address this, the Department has acquired data from Global Positioning System equipped vehicles, that generates speed and journey time data in far greater detail than has ever been possible before. This will allow authorities to gain a much more detailed understanding of the locations and causes of congestion. The data will be rolled out first to the largest urban areas. The Department will then welcome approaches from other authorities who would like the data, and, provided the data would be used effectively, it would meet these requests on a first come, first served basis. The collection of congestion data need not therefore impose an additional burden on local government. The Department will offer the data in two or three standard formats. The data will be made available to all local authorities free of charge, subject to certain conditions about how it is used.

118. Given the importance of tackling congestion, the Department is making certain monitoring requirements mandatory for new LTPs covering larger urban areas. These are described in full in Annex A. For other areas, there will be no mandatory indicators, but we will expect smaller towns and cities which identify congestion as a key local issue to set appropriate targets and indicators.

## **Shared Priority - Delivering Accessibility**

### ***Accessibility planning***

119. The ability of people to access places of work, learning, health care, shopping, leisure and exercise, and other opportunities can significantly impact on their quality of life, and on their life chances. Schemes and initiatives to improve accessibility can encourage participation and retention in education, reduce inequalities in health, and help people move from welfare into work. Accessibility planning techniques are powerful and wide-ranging in scope. They can be used to develop effective transport services for all sections of the community, and the Department would encourage authorities to be imaginative in the application of these techniques. Accessibility planning techniques can also be helpful in revealing problems and opportunities for local authorities across the wider corporate planning, spatial planning and service delivery agendas. The Department would be interested to see evidence in LTPs that accessibility planning is influencing wider local policy and planning decisions. For the second LTP round, the Department expects, as a minimum requirement, all LTP authorities to use accessibility planning techniques to understand the links between social exclusion and transport in their areas, and to develop transport solutions that can help to improve the lives of those at risk of social exclusion.

120. Authorities are therefore required to integrate framework accessibility strategies within provisional LTPs. The quality of the framework accessibility strategy will be assessed as part of the Department's LTP quality assessment in 2005. Further refinement and development of accessibility strategies may then be carried out after July 2005, so that a final accessibility strategy, including final targets related to accessibility, may be submitted as an integral part of the final LTP, in March 2006. Detailed guidance on accessibility planning is being issued to local transport authorities alongside this guidance. Guidance has also been issued by the relevant Government departments to those involved in spatial planning, health care, education, welfare to work and leisure.

### ***Social Inclusion through local transport planning***

121. The SEU report Making the Connections highlighted the significant role that local transport can play in reducing social exclusion. Different people have different transport needs so local authorities should consider how their policies address the transport requirements of different groups, including disabled people, women, older people, younger people, carers, people from ethnic communities and people on low incomes. Improving access to jobs and services is the key means of helping to meet these requirements through transport planning, but authorities should also take opportunities to ensure local transport policies across the board contribute towards social inclusion objectives.

122. To address social exclusion issues effectively authorities should engage directly with communities and representatives of different groups to ensure that transport schemes and policies are effective in addressing the needs of these groups. The community and voluntary sectors have a vital role to play in reducing social exclusion. Authorities should actively involve the community transport sector in the development of policies and consider how it can help deliver solutions to social exclusion. The compact between the Government and the Voluntary and Community Sector in 1998 highlights the need for a close relationship between the public and community sectors at all levels.

### ***National targets***

123. Accessibility is a key component of the Department for Transport's Public Service Agreement target 'to secure improvements to the accessibility, punctuality and reliability of local public transport (bus and light rail), with an increase in use of more than 12% by 2010 compared with 2000 levels'.

124. Improving accessibility makes a valuable contribution to national objectives and targets in other sectors, including:

- to improve health and social care outcomes, including for 2010 to reduce the gap in infant mortality across social groups and raise life expectancy in the most disadvantaged areas faster than elsewhere;
- to improve attendance and attainment in education;
- to promote work as the best form of welfare for people of working age;
- to raise the levels of social inclusion, neighbourhood renewal and regional prosperity;
- to enhance opportunity and tackle social exclusion in rural areas, and to improve access to countryside leisure and exercise opportunities;
- to increase participation in culture and sport.

***The role of local authorities and the need for accessibility strategies***

125. The Social Exclusion Unit report, *Making the Connections*, which set out the framework for accessibility planning, showed that local authorities have a crucial role to play in improving access to jobs and key services, particularly for people from disadvantaged groups and areas. Authorities can achieve this through the planning, delivery and management of the local public transport, highways, cycle and footway networks. They have a duty to develop and implement a bus strategy and should ensure that this strategy makes a positive and sustainable contribution towards achieving accessibility objectives.

126. Helping to ensure that people can access the services that they need and want is not just a matter of improving local transport, but also of improving the provision of other services and developments in more accessible places and ways, and at more accessible times. Local authorities can make a positive contribution not only through their own transport policies, but also through the integration of accessibility objectives across the authority's wider policy areas, and through joint working with bodies in non-transport sectors.

127. Local authorities are, therefore, encouraged to develop active partnerships with neighbouring authorities and other bodies working locally in the transport, health, education, housing, spatial planning, employment, regeneration, crime reduction and social service sectors. They are also encouraged to work closely with local communities themselves, including through Local Strategic Partnerships and voluntary organisations. Authorities are encouraged to make use of existing partnerships, such as 16-19 transport partnerships, wherever possible, and to develop their accessibility strategies in the context of the wider vision for the area, as articulated in local Community Strategies. Certain community groups (e.g. Rural Transport Partnerships) have developed particular expertise that may be used to improve accessibility planning. Other public bodies with a particular role in improving accessibility include local planning authorities, NHS bodies (particularly local Primary Care Trusts), local education authorities, learning and skills councils and Jobcentre Plus.

128. Accessibility strategies should be based on an assessment of the needs and problems of the area, set out priorities within the five year period, and demonstrate how a range of interventions can address these problems. It is likely that the strategy will comprise a number of local accessibility action plans, which are developed jointly with other partners, to tackle the specific problems and priorities. Authorities are encouraged to adopt a phased approach to the development and implementation of these local accessibility action plans. It is also essential that authorities seek to maximise benefits and prevent any adverse accessibility impacts when developing their wider LTP policies and schemes.

### ***Assessment and analysis of accessibility issues***

129. Local authorities are invited to assess their community's needs by using accessibility mapping and modelling tools, the authorities' own local knowledge and that of its partner bodies and agencies, and surveys and consultation with their communities. Accessibility assessments, using a combination of these tools, facilitate multi-sector working and help in the identification of priorities. They can underpin decision-making by improving the evidence base of local needs and ensuring the delivery of the most cost-effective ways to meet them.

130. Strategic accessibility assessments, at the LTP or local authority level, can be useful in providing an overview of the main challenges. They can also help in targeting schemes and resources to where the need is greatest. More detailed local assessments can be useful in guiding development of local accessibility action plans.

131. When undertaking their assessments, authorities should consider:

- the different needs and problems of urban and rural communities in their area;
- the different needs and problems of different sections of the local community;
- the different barriers associated with different journey purposes, particularly those associated with places of work, learning, health care and food shopping, but also other opportunities, such as leisure, that are important locally.

132. The Department has developed an accessibility mapping and modelling software tool - 'Accession' - to assist authorities in their accessibility assessments. It will provide a copy of this software to each LTP producing local transport authority and Metropolitan District Council in England, outside London, together with data sets on socio-demographic, socio-economic, and destination variables. This tool uses public transport data sets provided via the regional Traveline journey planning systems. Authorities wishing to use this software for ongoing accessibility planning work will need to pay a yearly fee for support services.

### ***Tackling accessibility issues***

133. Together with their partners, authorities should consider a range of interventions to address accessibility and are encouraged to explore the use, and co-ordination, of a range of funding sources. This could include: LTP capital funding and regular transport capital budgets, funding targeted at renewal and regeneration, such as Neighbourhood Renewal Funds and European Objective funds; funding for specific education, health and social services transport services; and targeted funds in both transport and other sectors that can be used for improving accessibility. Authorities should also consider the scope for making better use of the available resources, for example through joint commissioning of services and vehicle pooling with other transport providers.

134. It is for local authorities, in consultation with their partners and communities, to determine the specific types of initiative that are most appropriate in tackling local accessibility problems, based on their accessibility assessments. These initiatives might include:

- Improving the availability of public transport through for example, introducing flexible transport services or through improving the bus network with bus priority measures. Initiatives to improve quality, reliability and punctuality, leading to greater use of local bus services, will mean that more services are sustainable and available to provide better access to jobs and essential services. Local authorities should consider using accessibility assessments and indicators:
  - in making decisions on the use of funds, including Rural Bus Subsidy Grant and tendered bus services for the support of bus services;
  - and to monitor the effectiveness of these services in terms of improving accessibility.

- Ensuring, where possible, that people can access jobs and services by walking and cycling - by improving routes and facilities, maintaining them in a more usable condition, improving Rights of Way in both urban and rural areas, and making routes safer, more secure, and more attractive.
- Reducing the cost of transport. Travel costs can be a major barrier to accessibility for some people. Authorities are invited to consider ways of addressing this, including working with Jobcentre Plus, 16-19 transport partnerships, operators and others, through the provision of voluntary travel concessions.
- Improving physical accessibility. Local authorities should address issues that affect disabled people and those with impaired mobility in the pedestrian environment and in and around public transport services and infrastructure, by working with operators and infrastructure owners.
- Addressing crime and the fear of crime in and around transport. Authorities are invited to work with operators, the police and Crime and Disorder Reduction Partnerships to jointly address problems of crime and safety in and around transport through initiatives such as CCTV cameras, improved waiting and interchange facilities and enhanced staff presence.
- Improving travel information and awareness. Authorities and their partners should explore ways of improving the content, provision and accessibility of information, for example through travel planning services (such as Transport Direct) and through the provision of information via education and health service providers.
- Reducing the need to travel. Authorities are invited use their emerging knowledge of local accessibility issues and their accessibility assessments to influence the location of new development and services, or the relocation of existing services in accessible locations, and the planning policies of other bodies. In some areas, provision of services directly to people, through mobile delivery and other mechanisms, might be more appropriate than the provision of transport to get people to those services.
- Co-ordinating the timing of services. Authorities, with their partners, are invited to explore the scope for co-ordinating the timing of transport services with education and health care provision, and with employers' shift patterns.

135. Disabled people are particularly at risk of social exclusion. Increasingly, new transport vehicles must meet the technical requirements of the Disability Discrimination Act (DDA). But the design of the pedestrian environment, and public transport and highways infrastructure is as important for the mobility of disabled people as the ability to get on and off vehicles. Also for some disabled people, particularly those with mental health conditions, accessible transport information and suitably trained transport staff are the key factors in enabling them to access public transport. Authorities should work closely with travel operators to ensure infrastructure improvements and access policies complement the introduction of more accessible vehicles and maximise the benefits for disabled people.

136. Authorities should also recognise that for some disabled people cars remain the only viable way of getting around. It is essential for authorities to address the needs of disabled people as motorists, such as the provision of sufficient, well designed and appropriately located parking. LTP measures aimed at encouraging sustainable transport must not penalise people who must rely on private cars because of their disabilities.

### ***Performance measurement***

137. Authorities should establish accessibility indicators, targets and monitoring frameworks capable of demonstrating the contribution that the proposed initiatives will make towards delivery of accessibility objectives. The Department, together with the Central Local Working Group on Accessibility Planning, has established a series of core indicators. Detailed information will be found in separate Accessibility Guidance.

138. Authorities should set at least one target for improving local accessibility. If an authority considers that journey time is not a key determinant of local accessibility, they should frame their target(s) around other influences on accessibility based on their local accessibility indicators. Authorities should provide evidence in support of their choice of accessibility indicators and target(s). Further guidance on local accessibility indicators is available in separate guidance on accessibility planning.

## **Shared Priority - Safer Roads**

### ***The national road safety target***

139. The national road safety strategy, Tomorrow's Roads - Safer for Everyone, set 2010 targets for casualty reductions, compared to the 1994-98 average, of

- A 40% reduction in the numbers of people killed or seriously injured (KSI)
- A 50% reduction in the numbers of children killed or seriously injured
- A 10% reduction in the slight casualty rate, expressed as the number of people slightly injured per 100 million vehicle kilometres

140. There is also a need to tackle the significantly higher incidence of casualties in disadvantaged areas.

### ***Road safety as a local issue***

141. Local authorities have a central role in reducing the impact of road accident casualties on the community, since nearly 90% of reported injury accidents occur on the locally managed road network. Local authorities manage and maintain an extensive network of roads, introduce improvements to that network and have a duty to promote road safety.

142. Road safety is a key parameter in local liveability, particularly in disadvantaged communities. Children in Social Class V are five times more likely to be killed as a pedestrian, than their better off peers. Older people are also more likely to become road accident victims in poorer communities and the fear of this tends to confine people to their homes, compromising their ability to go about their daily lives. Regeneration projects will only succeed if people feel that they can move around in safety. Road safety gains come not just from projects specific targeted at casualty reduction. Projects focussed principally on other areas of transport may deliver important road safety benefits as well, when this dimension is built into the design process.

### ***Road safety as part of overall transport strategies and the need for a road safety strategy***

143. Road safety problems result from a wide range of interlinked factors and demand a broad-based response. The well-known description of the Three Es - Education, Engineering, Enforcement is still valid but they cannot work in isolation. Strategies for community safety should include safety on the roads; regeneration and accessibility strategies can only be effective if people can move around in safety; and strategies for changes in travel behaviour should include safer travel behaviour. The design of all investment schemes included in LTPs can maximise opportunities to improve safety outcomes, as well as meeting any other primary objectives of the scheme.

144. In order to achieve such synergies across transport and associated policies, it is essential that authorities devise a road safety strategy as part of their local transport strategy. The strategy should articulate the extent and impact of the road safety situation in the area and how a range of interventions can address the casualty problem. The strategy should address the needs of all road user groups - occupants of motor vehicles, motorcyclists, pedestrians, cyclists and horse riders.

***Targets, target setting and the best use of information***

145. The national Road Safety strategy sets targets for casualty reduction, and we will look for evidence that the national strategy has informed local strategies and targets. Local targets, however, must reflect the local situation. Road safety is an emotive issue, but local road safety strategies are best devised in response to evidence - not anecdotes. All councils should have comprehensive databases of the STATS 19 accident and casualty records, and should make use of other reliable information sources where available. In depth analysis should inform primary casualty reduction programmes. In addition, such information should be used to impart added value to other transport programmes, such as maintenance and modal shift projects. Authorities that use casualty data to inform programmes and projects of all types, particularly maintenance, have been shown to be more successful in reducing casualties. Local authorities might also consider how they could influence public misperceptions about safety - for example the perception that taking children to school in a car is safer than allowing them to walk, cycle, or use public transport.

146. Reporting of targets must include all casualties, broken down by casualty class (as defined in the BVPI guidance and elsewhere) and severity, describing trends from earlier years, so that a clear explanation of the issues faced can be seen. (Authorities should however not attempt to identify trends for particular classes or grades of accident where small absolute numbers of accidents would make the identification of trends unreliable.)

***Significant road safety policy issues***

146. Local authorities should identify the most important road safety issues for their own areas in their LTPs. However, we would be particularly pleased to see evidence of effective road safety planning in relation to the issues listed below.

147. Disadvantage - There is strong evidence that people from disadvantaged communities are more likely to become road accident victims. Combinations of poor environment, living in highly trafficked areas and greater exposure to traffic increase risk. This is part of an overall health inequality suffered by residents of poorer communities. In March 2003, the Department issued guidance, Tackling the road safety implications of disadvantage, requiring authorities to understand the road safety problems of their disadvantaged communities and to develop appropriate interventions

148. Children - The road safety strategy, Tomorrow's Roads - Safer for Everyone, makes specific reference to the problems of child road safety and the UK's relatively poor child safety record. In March 2003, Guidance on Local Authority Child Safety Audits was issued. Authorities should develop an understanding of their child casualty record and devise appropriate strategies. Particularly important is the need to link to other child-focussed strategies, such as school travel planning. Linked activities should include child pedestrian training, as demonstrated by Kerbcraft, and child cyclist training.

149. Urban areas - Road safety in urban areas has particular impacts on vulnerable road users and people living in disadvantaged communities. Authorities should aim to link road safety to urban regeneration strategies. Authorities managing urban areas should devise road hierarchies and engineer the roads and the way they are used accordingly making best use of all available approaches including technological advances. Urban safety management guidelines, published in September 2003, illustrate the strategic approach to safety management in urban areas. Experience from the Home Zones projects has shown how full public involvement in managing an area can lead to better safety and quality of life outcomes.

150. Rural areas - Safety problems in rural areas revolve more around vehicle occupant casualties, with higher severities associated with higher traffic speeds, and by the problems associated with pedestrians, cyclists, and horse riders having to share road space with vehicles. Overall strategies for rural road safety management should account for the current and desired use of the road network, and engineering and managing it to achieve that use, including through use of modern technology.

151. Speed management - Speed is a significant contributory factor to accidents and casualties. Speed management strategies should be devised in concert with local safety camera partnerships, where these exist. Speed management strategies should, though, look at a variety of methods to manage excessive speed, to include engineering changes to sites and education, as well as automatic enforcement.

152. Road safety at work - Research has shown that many casualties arise from accidents when a driver is driving as part of their work. Authorities should consider how they could work with employers and employers' groups - and of course their own employees and those of their partners - to promote the effective management of occupational road risk. They should take opportunities to link their efforts with workplace travel planning initiatives.

153. Motorcyclists - The use of motorcycles and other powered two-wheelers is on the increase; greater use of this mode could potentially deliver congestion, accessibility and air quality benefits. However, the potential of this mode has been undermined by a continued association with poor road safety outcomes. There has been a significant increase in the numbers of motorcyclists being killed or seriously injured, including younger people in the urban environment and the relatively recent phenomenon of older riders on larger motorcycles riding on rural roads. Authorities should work to understand the nature of the issue and work with police, motorcycling groups and health services to promote interventions. Where urban transport strategies include special measures to take account of increased motorcycle use, authorities should consider how to mitigate risks to motorcyclists from a variety of sources and any the risk they may pose to other road users. Interventions should aim to reduce vulnerability at the same time as improving accessibility for motorcyclists.

#### ***Links to other areas of work***

154. Authorities should be able to link road safety strategies to other areas of work. This will include all local transport plan funding but the strategy also has to look outside the transport arena. Specifically, authorities should seek opportunities to gain road safety benefits from inward investment targeted at renewal. Examples might include Neighbourhood Renewal Funds, Housing Market Renewal Funds, European Objective funds.

#### ***Revenue as well as capital programmes***

155. Road safety strategies will involve a mixture of capital investment and ongoing revenue support, particularly for programmes advocating behavioural change. Authorities should plan ongoing revenue programmes and show how they link to the capital investments in casualty reduction.

#### ***Making the most of investment***

156. Road safety policies and programmes should be guided by analysis of casualty data. Highways Economics Note 1, issued each autumn, gives the monetary value of saving road accidents and casualties. Tests of rates of return on casualty reduction engineering investment are already well established and are set out in A Road Safety Good Practice Guide. Investment in behavioural change is less easy to calculate but should still be guided by full analysis of the problem and how the proposed intervention will address it. Safety benefits from other investment, such as maintenance, can also be calculated and should inform investment choice. Analysis of this kind could help authorities to demonstrate the value for money of their local transport programmes - see Part 4.

#### ***Highways Agency***

157. The Highways Agency has its own casualty reduction targets and will be part of any safety camera partnership where appropriate. It is essential that the local authority develops and maintains dialogue with the Highways Agency, so that road safety strategies and interventions may complement each other.

## Shared Priority - Better Air Quality

158. Air pollution can have a serious effect on people's health. In the short-term, high pollution episodes can trigger increased admissions to hospital and contribute to the premature death of those people that are more vulnerable to daily changes in levels of air pollutants, such as those with lung diseases, and heart conditions. Scientific evidence also suggests that exposure to air pollution has a long-term effect on health - for example, long-term exposure to fine particles could lead to a reduction in life expectancy.

159. The Air Quality Strategy for England, Scotland, Wales and Northern Ireland sets health based objectives for nine air pollutants and two for the protection of ecosystems. The objectives are the same or similar to mandatory limit values set in European Directives, which the UK Government is legally obliged to meet. The Air Quality Strategy is currently under review, focussing mainly on measures to help deliver the objectives. Local authorities (i.e. metropolitan and non-metropolitan district councils and unitary authorities) have a duty to review and assess local air quality against seven of the pollutants subject to the Strategy. Where it is found these objectives for those pollutants are unlikely to be met by the due date, they must declare Air Quality Management Areas (AQMAs) and prepare Action Plans setting out proposals to tackle the problems.

160. One of the main sources of air pollution is road transport, particularly in urban areas. Road traffic accounts for over half of the total emissions of nitrogen oxides and particles (PM10). Over 120 local authorities have designated air quality management areas (AQMAs) and these have mostly been designated in respect of the nitrogen dioxide and PM10 air quality objectives. The majority of the AQMAs (95%) are primarily transport related and reducing road transport's contribution to emissions is therefore a key part of local authorities' work. The key role of local authorities is recognised in the Air Quality Strategy.

170. Local authorities responsible for local air quality management should integrate Air Quality Action Plans, where transport is the primary factor, into the Local Transport Plan covering their area. The Government strongly recommends this approach, because this integration should enable air quality problems to be dealt with in a more corporate and multi-disciplinary way and will encourage transport planners to work more closely with environmental health departments and other colleagues in devising appropriate solutions.

171. In 'two tier' areas local transport authorities should work in partnership with districts to develop the most cost-effective solutions to air quality problems. County councils have a duty under Part IV of the Environment Act 1995 to put forward proposed actions which they themselves can implement to work towards meeting the air quality objectives in designated areas. County councils should therefore set up processes to ensure it engages all relevant districts in developing LTP proposals aimed at improving air quality. District councils should also consult their county councils before and soon after they have designated any air quality management areas, so that the county can consider the effect on its local transport strategies and plans. The Government recommends that county councils include evidence in their LTPs that shire district councils covering all or parts of air quality management areas support the approaches set out in the LTP. However, local transport authorities have a responsibility to ensure that their LTPs are balanced plans, reflecting their overall priorities, and therefore the final decision about whether to include any particular proposal in an LTP is for them.

172. Where air quality management areas have been designated due to emissions from motorways or other trunk roads, we invite local authorities to describe them in the local transport plan, and describe briefly any joint work with the Highways Agency to implement the solutions. Where an LTP does not cover any air quality management areas, authorities should still consider including references to air quality, given the significant impact transport policies have on air quality. Further more, health and quality of life benefits can be generated by improving local air quality even where pollutant levels are below the objectives. Local authorities without any air quality management areas still have to keep their local air quality under review to ensure air pollution within their areas remains below prescribed levels as set out in regulations and in Local Air Quality Management statutory guidance. Some may have areas close to the exceedence levels; they should consider taking local action to ensure those areas do not lead to the designation of an air quality management area. Additional guidance on local planning for better air quality is available from Defra (chapter 6, LAQM.PG(03) - see Annex B for details.

173. Where authorities have identified other important sources, apart from transport, contributing to air quality exceedence, those authorities should attach an annex to the local transport plan, which sets out the other key measures to be taken.

174. Local transport plans covering air quality should:

- build on local air quality review and assessment work, and local air quality strategies, where these exist;
- quantify the source of contributions to the predicted air quality exceedences;
- set out how the measures contained in the LTP, as a whole, will enable authorities to move towards meeting the air quality objectives - and identify any measures that are specifically aimed at addressing these issues;
- report on all the options that have been considered - including any air quality management options that fall outside the responsibilities of local transport authorities - and justify the selection of the approach proposed by the authority, if possible in terms of value for money;
- quantify the expected air quality and wider environmental, social and economic impacts of the proposed measures/actions that are to be implemented, and indicate, where possible, as to whether these measures will be sufficient to work towards meeting the air quality objectives;
- set out, where possible, a 2004/05 baseline (see 3.72), a 2010/11 target relating to pollutant concentrations, supplemented by annual trajectories for progress against targets for intermediate outcomes (see below for further information) related to air quality objectives;
- indicate how progress will be monitored and reported through Annual Progress Reports, and how the authority will evaluate the effectiveness of the actions planned;
- include evidence of relevant internal or external consultation activities carried out by the local authorities involved, particularly with local stakeholders such as the Highways Agency and local business/community groups;
- demonstrate that risks towards achievement of the objectives have been fully considered; and
- seek to integrate the air quality assessment with Strategic Environmental Assessment of all LTPs subject to SEA requirements.

175. With regard to setting targets for key air quality outcome indicators, local authorities should set out a 2004/05 baseline of the pollutant concentrations, and a target for 2010/11. However, it is acknowledged that it is difficult to set robust trajectories for assessment of progress against a concentration target, due to external influences, such as the weather. In view of this, local authorities should also set targets for suitable intermediate outcome indicators to supplement the key outcome targets. Examples of intermediate outcome indicators could be, for example, total transport emissions in the AQMA or area of exceedence, bus patronage, or reduction of number of vehicles on the road, depending on local circumstances.

176. The Government, in its engagement work with local authorities, will want to be assured that local transport authorities whose areas face the most acute air pollution problems set air quality targets in their LTPs that are both ambitious and realistic. It will want to ensure in particular that authorities take opportunities offered by better traffic management and other congestion reduction measures to deliver freer flowing traffic, and thereby reduce emissions.

177. In future, where local authorities declare new AQMAs during the 5-year LTP cycle that are primarily transport related, depending upon the circumstances of the specific authorities and the AQMAs, they are strongly recommended to either integrate the action plan into the subsequent Annual Progress Report following designation of the AQMA or review their LTP as indicated in paragraph 2.72 of this guidance.

## **Other Quality of Life Issues**

178. In planning and delivering local transport measures to meet their transport priorities - including the shared priorities set out above - the Department wants to see authorities take every reasonable opportunity to improve other aspects of quality of life in their communities. Quality of life is made up of a range of different issues, and includes all four of the transport 'shared priorities'.

179. Additional areas highlighted in this section are sustainable communities, the quality of public spaces and landscapes, conservation of biodiversity, community safety, public health, noise and climate change - but this is not an exhaustive list. The Department does not necessarily expect local transport strategies and LTPs to be aimed at dealing with these issues as key priorities, or for those issues to determine the prioritisation of LTP schemes and policies. They may often be key priorities in other relevant corporate plans and strategies; where a local authority has identified transport as the key factor in achieving its objectives for one of these issues, it should be identified as a 'local priority' for the LTP.

180. While not the key objectives for LTPs in themselves, these issues are no less important than the shared priorities, and should strongly influence how and by what means the LTP implementation programme is delivered. Authorities should therefore aim to include evidence in LTPs that they have considered these quality of life issues, and others where appropriate, in all of their LTP policy and scheme proposals. The Department would therefore prefer descriptions of how local transport authorities are addressing these issues to be fully integrated into the LTP's descriptions of schemes and policies - not dealt with in separate sections.

181. These wider quality of life issues have differing levels of importance for different people and groups, and therefore it is important that, in devising policies, authorities consult effectively. One possible approach for community consultation is to encourage local people to conduct street audits to identify their local priorities and the role that transport can play in addressing them. Strategic Environmental Assessment, where required, may also be carried out in a way that allows LTP authorities to identify and address quality of life opportunities in their new LTPs.

### ***Quality of Public Spaces and Better Streetscapes***

182. Local policies to address issues such as congestion, accessibility, road safety and air quality can also make an important contribution to improving the quality of public spaces. Better public spaces can in turn help to promote more sustainable transport modes. The quality of public space invariably features as a key issue for local communities when questioned on their priorities, and the improvement of public spaces can encourage new business investment and promote regeneration. The Department will therefore look for evidence that LTP proposals would not just minimise any adverse impacts on the physical environment, but would actively enhance it.

183. Highway land makes up a major proportion of public space. Therefore, through their LTPs, authorities can make a major contribution to the quality of public spaces through proper design and maintenance of streets and highways, traffic management measures, encouragement of walking, riding and cycling, and sympathetic use and maintenance of street furniture, trees and greenery, lighting and signage. Careful consideration should be given to the design and use of traffic management equipment and street furniture. Local authorities should ensure that their LTP minimises the impact of clutter on the street scene, whilst ensuring the safety of all road users. High-quality infrastructure design and maintenance are particularly important in historic urban and village environments, and in rural areas of high landscape value.

184. The design and maintenance of public transport infrastructure (e.g. bus and light rail stops and shelters, stations and interchanges) are also important in improving perceptions of the ease, security and comfort of travelling by public transport. Better design and maintenance is therefore important in delivering the congestion, pollution, accessibility, and safety benefits of increased public transport patronage.

185. By making town centres, other shopping areas, residential streets, and minor rural roads places for walkers, cyclists, riders, public transport users as well as motorists, through schemes such as pedestrianisation, Home Zones and Quiet Lanes, and by effective traffic management, the quality of life in these areas can be greatly improved. Making better provision for walking and cycling facilities can also contribute to wider objectives such as improving community health. Authorities should also consider how they aim to deliver, over time, established communities and new developments that provide high-quality spaces for people, and that are not overly dominated by motor vehicles.

### ***Landscape and Biodiversity***

186. Landscapes can make an important contribution to the quality of life of local communities. People consider them to be of high value for their natural beauty and for the opportunities for outdoor recreation they provide. Local authorities should therefore consider the impact of all policies and schemes on the landscape, and consult local communities and stakeholders carefully about schemes that may affect it. They should ensure that policies and schemes mitigate adverse effects on the landscape and, where possible, take opportunities to ensure transport measures actually improve landscape quality. LTPs should take into account both the statutory purposes and particular transport needs of designated areas (e.g. National Parks, Sites of Special Scientific Interest, and Areas of Outstanding Natural Beauty) and the need for design standards that take account of environmental concerns. This will include protecting sensitive areas from inappropriate traffic. The Government retains a continuing presumption against new and expanded transport infrastructure in protected areas, and authorities must explore the full range of alternatives before including any such proposals in LTPs.

187. In planning and delivering local transport schemes, local transport authorities should consider how their LTPs might enhance, or adversely affect, biodiversity. Local transport authorities should also consider how their activities link to the biodiversity priorities and objectives that feed into their community strategy. These considerations should not just include plans for the location and design of new infrastructure, but also the maintenance and management of existing facilities. For example, LTPs should ensure :

- that opportunities for animals to cross roads are preserved and enhanced, especially where roads cross rivers and streams;
- that methods for maintaining, spraying and cutting roadside verges and hedges are geared to enhancing biodiversity;
- and that, where possible, native seeds and plants are used for roadside verges and hedges.

### ***Community Safety, Personal Security and crime***

188. Crime and fear of crime on the transport system can have a major effect on people's willingness to travel and their ability to access the jobs and key services that they need. Tackling crime and fear of crime has been shown to improve public transport patronage; recent research suggests that effectively introducing measures to enhance personal security could result in as much as an overall 11.5% increase in public transport journeys. Personal security is important in enabling people to feel comfortable about walking, cycling, and when using taxis and private hire vehicles. Effectively addressing crime and fear of crime around transport can therefore not only improve accessibility, promote public transport use and contribute to reducing congestion but can also benefit the local economy, especially the night-time economy, by making people more willing to travel. The Department will therefore look for evidence that LTP policies and proposals would contribute to reducing crime and the fear of crime.

189. Transport-based initiatives in these areas should be informed by, and integrated into, wider community safety strategies. The most effective initiatives are supported by community consultation and based on a partnership approach. Local authorities are encouraged to liaise with transport operators, the police, Crime and Disorder Reduction Partnerships (CDRPs), town centre managers and community groups to consider how their transport policies can make a valuable contribution to reducing crime in general and crime on and around public transport in particular.

### ***Healthy Communities***

190. Transport can impact both positively and adversely on the health of local communities. Authorities, in their LTPs, should ensure that their policies and schemes limit or mitigate the adverse effects of transport on health and maximise the positive contribution that they can make. The most obvious effects are in the areas of air quality and road safety, two of the 'shared priority' areas described above.

191. A third shared priority, accessibility, is also crucial. The Department of Health report *Tackling Health Inequalities: A Programme for Action* (July 2003) also outlined a number of other ways that transport policies could help reduce health inequalities. It showed that improving access to health care, particularly for those from deprived groups and areas, can contribute to healthy communities by ensuring that appointments are not missed and that medical help is sought at an early opportunity (see accessibility section 12). Local authorities may also wish to consider specifically how accessibility planning could improve access to sources of healthier food.

192. Policies to promote walking and cycling, to increase use of rights of way, and to improve access to sport and leisure facilities can also help increase levels of physical activity, thereby improving public health. Through the joint DfT/DfES initiative on school travel, local authorities are being provided with direct funding to ensure that every school in England has a travel plan in place by 2010, and this will need to be reflected in LTPs. In June 2004, DfT published 'Walking and cycling: An Action Plan', which sets out 42 practical actions aimed at increasing walking and cycling. The promotion of physical activity is also a key aim of the Government's current wide ranging consultation on public health 'Choosing Health'. Many Local Strategic Partnerships identify public health outcomes as key local priorities and Local Transport Plans should contain evidence that authorities are reflecting such 'cross-cutting' priorities in their local plans.

### ***Sustainable and Prosperous Communities***

193. In February 2003, the Government published 'Sustainable Communities: Building for the Future'. This included plans for four housing growth areas in the wider South East to deliver a step change in housing supply, and market renewal pathfinder areas in the North and Midlands to tackle low housing demand and abandonment. Local transport has a key role to play in the delivery of these plans, as described in Part 2.

194. The Sustainable Communities Plan also set out the government's vision for delivering better cities, towns and suburbs. It shows that transport has an important role in helping to create vibrant and prosperous urban areas. LTPs can contribute significantly to this by improving the street environment, improving access from deprived communities to jobs, education, training, and other key services, improving road safety, and supporting economic growth. Measures such as improved access to jobs, effective road maintenance and reduced congestion can impact positively on economic vitality. Transport policies can also help to support the development of a successful night-time economy.

195. The National Strategy on Neighbourhood Renewal laid out the principles for addressing the unacceptably bad conditions in many of the country's poorer neighbourhoods. Transport plays a vital role in addressing the five key action areas - employment and economies, crime, education and skills, health and housing. LTPs should therefore demonstrate how transport policies and programmes would contribute to neighbourhood renewal and the aims of relevant Community Strategies and Local Neighbourhood Renewal Strategies. Similarly effective steps to improve road safety can contribute to the health aspirations of neighbourhood renewal by reducing the significantly higher incidence of casualties in disadvantaged areas.

### *Noise*

196. Transport-related noise is an important quality of life issue for many communities. Local authorities, in devising LTPs, should consider how LTP policies and proposals could reduce existing sources of problem noise and minimise any adverse noise impacts of new proposals. This may, for example, affect the design of roads or public transport services, the maintenance of highway surfaces, the design of traffic management and road safety infrastructure, or the use, siting and design of public transport infrastructure used by travellers at night.

### *Climate Change and Greenhouse Gases*

197. In February 2003, the Government published its Energy White Paper, *Our Energy Future - Creating a Low Carbon Economy*. The White Paper reaffirmed the commitment originally set out in the UK Climate Change Programme (CCP) in 2000. This was to meet the UK's international legally binding target of reducing greenhouse gas emissions by 12.5% below 1990 levels by 2008-12, and move towards the domestic goal of cutting carbon dioxide (CO<sub>2</sub>) emissions by 20% below 1990 levels by 2010. In addition, it announced the intention to reduce total current carbon dioxide emissions by some 60 per cent by 2050. Road transport is estimated to produce about 20 per cent of total UK CO<sub>2</sub> emissions and is the fastest growing source of CO<sub>2</sub>; measures to reduce emissions from transport are therefore vital if the UK is to meet its climate change objectives.

198. The Prime Minister recently highlighted the significance of the climate change agenda by identifying progress on climate change as one of the aims of the UK's Presidency of the G8 nations. He also noted the links between the need to tackle national and global environmental challenges and local actions to improve our neighbourhoods and create better places to live, signalling a desire to reinvigorate action on sustainable development in line with Local Agenda 21. LTPs should take account of the UK's CO<sub>2</sub> targets and should complement the wider aims of Local Agenda 21. The Department is however also keen for authorities to lead by example and demonstrate through LTPs how wider local transport policies would contribute to the achievement of CO<sub>2</sub> targets. The new research for the Department on soft demand management has highlighted a large number of ways in which behavioural measures such as school and workplace travel plans, telecommuting, and personalised travel planning can reduce traffic in a local area. Other examples of effective strategies might include travel awareness campaigns highlighting cost and carbon savings gained by using non-car modes, or by reducing the need to travel, negotiating with operators to secure low carbon vehicle use via Quality Bus Partnerships, or adopting a total energy management approach to street lighting.

## **Part 4 - Value for money**

199. The last few years have seen a welcome increase in the capacity of local authorities to devise possible new local transport policies and schemes. Increased capacity brings increased choice for decision-makers; not all ideas can be afforded, so only the best ideas should be prioritised for implementation. The Department expects choices in local transport, whether made at the national, regional or local level, to be guided always by the need to obtain the best possible value from money provided by taxpayers and local communities, and funds from other sources. It is also essential to take a broad view about what value for money means, and ensure that all costs and benefits - not just those that can be easily measured or valued - are taken into account.

200. This Part of the guidance explains more about how those decisions could be made, and clarifies the range of authorities' options for delivering value for money.

### **LTPs to show the value to be delivered for a known amount of money**

201. The level of capital funding for local transport announced in the December 2003 settlement was the most generous for a generation. However, the pressures on local transport budgets are increasing quickly, and authorities will increasingly need to compete with each other for limited funds.

202. In order to ensure new LTPs are realistic, prioritised, and broadly deliverable, authorities need to draw up their plans in a way that is informed by the availability of funding. We are therefore issuing with this guidance provisional planning guidelines for the integrated transport and maintenance blocs for authorities. Guidelines for final plans will follow in 2005. The programme set out by LTPs should not represent a bid for integrated transport capital funds, but should instead be a prioritised programme to deliver the best possible value for the indicated capital funding levels. (An LTP area may however choose to present its case, separate from the main body of the LTP, for a limited amount of additional funding - see paragraph 4.22 below. It may also bid separately for ongoing costs of any schemes currently supported by supplementary bids - see paragraph 5.36 below.)

### **Value for money and DfT decision making**

203. The Department for Transport aims to achieve the best possible value for money across all areas of its spending. DfT ministers' future decisions on the size of the LTP budget, and the distribution of funds within the LTP programme, will be informed by value for money considerations. The Department will continue to apply NATA (New Approach to Transport Appraisal) principles, recognising that many important impacts of local transport spending can be identified but not directly valued - an analysis of these impacts remains an essential part of any value for money assessment. Local authorities can assist the Department's efforts to achieve the best outcomes from its spending by:

- identifying benefits and costs of LTP proposals in LTPs - including all non-monetised benefits (such as environmental impacts) specified by the NATA framework - and indicating their likely magnitude. This applies to individual major schemes, block spending as a whole, and road maintenance spending as a whole;
- quantifying the impacts of LTP proposals, as far as possible, through LTP outcome targets.
- identifying the arrangements for post-implementation evaluation of major schemes and major scheme proposals

204. The Department is currently considering ways to help local authorities express their integrated transport block and maintenance spending in value for money terms, and expects to provide further assistance in the longer term. However, it does not expect to be able to provide specific assistance within the development period for new LTPs. In the meantime, authorities that feel able to demonstrate the value for money of localised packages of schemes, or the integrated transport block as a whole, in their new LTPs are invited to do so - preferably in a way that is consistent with the NATA framework. Modelling packages and other sophisticated analytical tools may offer some useful pointers.

205. The Department would also encourage authorities to identify and monitor the distributional impacts of their policies and activities. 'Distributional impacts' is a term used to describe the distribution of the costs or benefits of interventions across different groups in society. More on this can be found in the Treasury Green Book at <http://greenbook.treasury.gov.uk/>. For example, one potential distributional issue is that an activity might have a different impact on people living in rural areas from those living in urban areas. It is for authorities to decide what to do about any distributional impacts they discover. But the key issue is transparency: authorities should have the relevant evidence when making their decisions.

### **Forecasting, Modelling and Analytical Tools for LTPs**

206. In the development and assessment of overall transport strategy as spelt out in their LTPs, authorities should also ensure that their identification of local transport issues, together with their development and appraisal of policy options, is based on the best available evidence and analysis. There is a wide variety of modelling and forecasting tools available to authorities.

207. The Department recognises that the development and implementation of new transport modelling capabilities can be an expensive and time consuming exercise, and so will not make any particular requirements about such processes. It is for LTP authorities themselves to decide what is most appropriate and useful in their areas. The Department has published a report by the Institute for Transport Studies at Leeds University - 'Local Transport Plans Guidance: Forecasting and Appraisal' - which discusses the various forecasting tools which are available, and their application to different authority types. This makes clear that the size of authority is important in deciding what may be an appropriate level of complexity and data collection for any given authority of policy options.

208. While none of the suggestions in the report are requirements for LTP preparation, it should be recognised that it is important for the credibility of the Plans to ensure that they are well based on robust evidence and analysis, which are well referenced in the documents presented. This is assisted by the use of well based modelling and forecasting methods. The results of any such analysis should be summarised in LTPs.

209. The Department for Transport is developing a Roads Information Framework (RIF) for Highways Agency and Local Authority roads. The RIF will integrate existing and new data sources on roads - covering the road network, journey times, traffic, planned and unplanned events, incidents and works - and provide presentational and analytical tools to enhance the management of the English road network. RIF will also facilitate dissemination of information to the road user, including via the Traffic England and Transport Direct portals. RIF should foster a better understanding of the drivers of network performance, and will help to inform the development of policies and targets, and the prioritisation of expenditure, at local and national levels. Further details will be available from DfT in due course, though the Department anticipates that RIF will be of more assistance in refining the final LTP, than in developing the provisional LTP.

### **Block allocations for integrated transport - and 'planning guidelines'**

210. The Department is publishing, alongside this guidance, long-term guidelines for integrated transport and maintenance funding levels, in order to help develop realistic and deliverable local transport plans. Planning guidelines for maintenance have been developed using the existing formulaic approach and the most up-to-date highway condition data - see below.

211. For July 2005 provisional Local Transport Plans, local authorities should assume a continuation of their share of national funding for the integrated transport block set out by allocations made at the beginning of the first Local Transport Plan period in December 2000. The accompanying provisional planning guidelines for the integrated transport block are therefore based on each LTP area's share of the total of integrated transport block allocations for 2001/02 and indicative (not actual) allocations for 2002/03 to 2005/06.

212. The Department is developing a formulaic representation of local transport pressures - such as road casualty baselines and local public transport patronage. It is examining the feasibility of using other data - e.g. for congestion and accessibility. Subject to the satisfactory completion of the development work, the Department proposes to consult local authorities on a formulaic representation of transport pressures, with a view to it forming, in late 2005, the basis of revised planning guidelines to inform the development of final second Local Transport Plans. Revised planning guidelines would include transitional arrangements to cushion their impacts on authorities whose provision may be significantly reduced.

213. The Department intends that over the course of the second LTP period around 75% of the indicative allocations for integrated transport (i.e. 75% of the total final 'planning guideline' amounts) in the second LTP period will be allocated in direct proportion to the revised (i.e. late 2005) planning guidelines. The remaining 25% or so of the indicative allocations would be made according to the results of Local Transport Plan assessment. So an authority with an assessment at the top end of the scale would receive a proportionately large share of this extra 25% - so that it receives final allocations up to 125% of its revised planning guideline. An authority with a middling assessment would receive around 100% of its final planning guideline. The authorities with the lowest assessments may receive 75% of their revised planning guidelines.

214. After July 2005, the Department will assess the quality of local transport planning, using evidence in provisional LTPs, and the delivery of the first LTP in 2004/5. In late 2005, these assessments will be published; 25% of the integrated transport block budget for 2006/07 will then be determined by the results of these assessments, the remainder will be allocated as 75% of each authority's provisional planning guideline for that year.

215. Also in late 2005, the Department expects to publish revised planning guidelines for the remaining years of the second LTP period, reflecting the development of the integrated transport block formula, and the Department's plan quality assessment. These revised planning guidelines should influence revisions made to the LTP before the final version is submitted in March 2006.

216. LTP authorities should also take this opportunity to revise their final LTPs in response to comments on the quality of their provisional LTP, but the Department will not subsequently reassess the plan quality of final LTPs. In late 2006, DfT's plan quality assessment will instead be supplemented by a separate assessment of the impact of the targets contained in final second LTPs, and of the delivery of first LTPs. The combined assessment of these three factors will determine how the 25% is allocated between 2007/08 to 2010/11. 'Planning guidelines' will then be replaced with a final allocation for 2007/08 and final indicative allocations for 2008/09 to 2010/11. The Government intends that these final indicative allocations for those years will represent the minimum integrated transport block allocations for that area.

217. As the second LTP period proceeds, any additional funds - beyond the amounts set out by these indicative allocations - that become available for the integrated transport block would be allocated primarily according to our annual assessment of performance in delivering new LTPs. However, in developing their LTPs, authorities should not assume that any such additional performance-related funding would be available. The Department expects authorities to rely on the 'planning guidelines' as the basis for the targets and objectives in their new LTP.

218. LTP targets and objectives should represent the best achievable outcomes and outputs using current planning guidelines (i.e. the Dec 2004 guidelines for July 2005 provisional LTPs, or revised late 2005 guidelines for March 2006 final LTPs) together with any funds from non-LTP sources. An accompanying costed delivery programme should convincingly demonstrate why those targets represent the best achievable performance. All LTP policies and schemes should indicate the funding source. The inclusion of unfunded capital spending programmes in LTPs will be taken as evidence of poor transport planning in the Department's assessment.

219. A full timetable, and an illustration of the mechanics of the planning guideline is at Annex D, below. Final March 2006 LTPs should incorporate contain a short summary of the key differences from the July 2005 submission.

220. As explained above, authorities may be able to secure funding above their 'planning guidelines' by producing high-quality LTPs. LTP areas are invited to provide, optionally, and as a separately identifiable section of their final LTP, an explanation of how their LTP scheme delivery programmes, their LTP targets and objectives related to the 'shared priorities', and any other targets and objectives they wish to highlight, would differ should they receive indicative integrated transport block funding allocations 25% above the 'planning guideline' for the remaining years of the second LTP period. This evidence will be considered by the Department after final second Local Transport Plans have been produced in March 2006, as part of the target impact assessment. Local authorities should not include material of this kind in July 2005 provisional LTPs.

221. Any other proposals or bids made in the LTP for additional DfT integrated transport block funding will be disregarded. An authority should only challenge the overall level of funding indicated by the 'planning guideline' if it feels it would be more money than it could spend whilst still achieving good value for money, or would be more than it would need to deliver its local transport targets and objectives. It should not be necessary for LTP areas to propose any re-profiling of its planning guideline - for example, to enable the delivery of larger block-funded schemes in particular years. The introduction of 'exceptional' schemes (see below), the introduction of greater financial flexibility for local authorities (including the Prudential System of local authority borrowing) and the opportunity to develop joint LTP areas that can manage funds more flexibly, will together provide local authorities with sufficient tools to manage scheme delivery programmes within the 'planning guideline' envelope. The Department will therefore not consider any such proposals.

222. In setting targets and objectives in provisional LTPs, authorities should disregard the potential effect of any major scheme proposals not fully or provisionally approved by DfT ministers before 31st March 2005. Similarly, the final plans should disregard the potential effects of major schemes not approved by DfT ministers before 31st December 2005. LTPs should set out separately the expected impact of major scheme proposals on 'shared priority' targets and objectives, alongside descriptions of those proposals - see below.

## **Achieving Value for Money through Major Schemes**

**Note:** *The Department will, in its 2005 update of major scheme appraisal guidance at <http://www.webtag.org.uk/>, reflect the principles set out in this Guidance. Until then the existing appraisal guidance stands.*

### **Affordability and prioritisation of major schemes**

223. Local authorities are invited to include in their LTPs broad details of priority major schemes that they intend to submit for appraisal during the second LTP period, and their likely cost and delivery timetable. However, the pressures from major schemes for LTP funds are increasing rapidly. There are four main reasons for this:

- most local authorities have increased their capacity to develop major schemes, and many will have high ambitions for many new schemes in the second LTP period;
- the Multi Modal Studies programme, the Aviation White Paper and the development of Regional Transport Strategies, have all given an impetus to proposals for new local major schemes that the Secretary of State has invited local authorities to work up for inclusion in LTPs;
- local authorities are increasingly putting forward new proposals for delivering the objectives of the Government's Sustainable Communities Plan (including the designated Growth Areas);
- finally, local authorities have generally taken longer to deliver approved first round LTP schemes than they originally expected. Many of these schemes are now expected to start construction in the next two to three years. Until this 'lump' of schemes has worked its way through the system, the Government may not be able to afford to fund simultaneously the construction of a large number of new schemes.

224. These pressures mean that in the second LTP round the Department is likely to receive many more major scheme proposals than it can support. The Department will therefore seek to ensure that only the schemes that look likely to deliver the best value for money are prioritised for funding. The Government will continue to take a broad view of what 'value for money' means in scheme appraisal, and will continue to develop and refine appraisal criteria and the way impacts are valued. However, it is clear that major scheme proposals offering positive but relatively weak appraisal cases are most unlikely to be supported in future.

225. The Department advises local authorities seeking to develop major schemes to concentrate their efforts on major scheme proposals that look likely to offer the best overall value for money, according to NATA criteria - especially those that look likely to meet the priorities set out by Regional Planning Bodies in RTSs. Authorities may still decide to include weaker schemes as proposals in their LTPs, but the Department recommends strongly that they instead consider carefully how they might deliver the benefits of such schemes through other means - through alternative funding sources, or perhaps through a combination of smaller block-funded schemes and revenue-funded programmes. Ministers' decisions on all scheme proposals will continue to take account of the affordability of the scheme, as well as value for money and, where available, advice on priorities from regional stakeholders (as described briefly in Part 2). Ministers may also consider other relevant issues, as part of the decision making process. Authorities should therefore not assume that any scheme proposals offering a relatively strong appraisal case are necessarily bound to attract financial support from DfT.

226. New LTPs should aim to be realistic and deliverable. New major scheme proposals, at whatever stage of development, that have not yet gained at least a provisional approval from the Department, should therefore be presented separately from the main LTP delivery programme. Neither should LTP target setting assume the delivery of any new schemes that would require LTP funds. Scheme proposals should instead be presented as potential additional investments that would add significant value to the LTP as a whole, and to the targets and objectives it contains.

227. The current £5m gross cost level that applies to all authorities will remain. However, the Department recognised that some small LTP areas wishing to pursue larger schemes costing under £5m face difficulties in affording the scheme from block allocations. The Department has in recent years provided non-formulaic funding for a number of capital maintenance schemes that cost less than £5m, according to certain criteria. The Department will extend this approach to integrated transport improvement schemes - see below.

### ***Major scheme proposals in the LTP***

228. Major scheme proposals that the authority intends to submit or re-submit for consideration in or after July 2005 should be summarised in a separate section of the Local Transport Plan. Major scheme proposals remain an integral part of the LTP framework, so they must also reflect the principles of LTP development set out in Parts 2 and 3 of this guidance. Scheme descriptions should be accompanied by evidence that the proposal is consistent with the area's local transport strategy and fully compatible with other LTP proposals. They should also set out how the LTP implementation programme would be affected or amended if the major scheme is approved and delivered. Where an authority proposes more than one major scheme proposal, these should be clearly prioritised.

229. Each scheme proposal must also be accompanied by a clear and convincing assessment of the additionality the scheme will deliver to progress against LTP targets and objectives relating to the four 'shared priority' areas. This might, for example, be done by demonstrating the effect of a scheme on relevant targets and trajectories. Where an LTP area wishes to propose more than one new major scheme, this additionality should be presented separately for each scheme. Authorities are also invited to set out their assessment of any additional 'synergistic' benefits that would be delivered by delivering more than one major scheme, or through changes that it would make to the mainstream LTP implementation programme if the major scheme were approved. In cases where a scheme would, because of its delivery lead-in time, deliver benefits only after the second LTP period, the scheme proposal should attempt as far as possible to quantify the benefits for the four shared priority areas, but need not relate those benefits directly to LTP targets.

230. Provisional LTPs submitted in July 2005 should clearly indicate which of the major scheme proposals it contains have been submitted as a fully worked-up and appraised proposal (often known as an 'Annex E' document) in or before July 2005. Similarly, final March 2006 LTPs should indicate which proposals have been submitted before that date. Both versions of the LTP should indicate when scheme promoters expect to submit Annex Es for the other new major scheme proposals it contains, and set out realistic delivery timetables and cost profiles for each scheme.

231. Major scheme information in LTPs will help the Department and regional planning bodies to take an initial view on priorities, and to plan future spending programmes. It will also help the Department and/or regional planning bodies to offer some initial feedback to authorities on which major scheme proposals are least likely to be prioritised for funding. Although the Department will not rule out support for any scheme before considering a worked-up appraisal case, local authorities would need to consider carefully whether to spend time and money on further development work.

### ***Major scheme submission and appraisal process***

232. All fully-worked-up proposals submitted during the second LTP period should take full account of any advice given to local authorities in the Department's then-current guidance on Annual Progress Reports. As in the first LTP round, major schemes may be made up of several different components e.g. a road scheme may be associated with a town centre pedestrianisation and bus priority measures. (There is no requirement for road improvement elements to be included in 'package' bids of this kind.) However, in order to qualify as a major scheme, authorities must be able to demonstrate that there are additional benefits to be gained from implementing the different elements of the proposal in one go (rather than on an incremental basis funded from the block allocation).

233. As described in Part 2, the Government wishes in future to involve regional bodies in the prioritisation of LTP major scheme proposals, and regionally important Highways Agency schemes, in the light of long-term regional budgets. Proposed details of the mechanisms and timescales involved can be found at [www.hm-treasury.gov.uk/pre\\_budget\\_report/prebud04/assoc\\_docs/prebud\\_pb04\\_adregional.cfm](http://www.hm-treasury.gov.uk/pre_budget_report/prebud04/assoc_docs/prebud_pb04_adregional.cfm). It will be for the regional bodies involved to decide how to prioritise schemes, but local authorities should assume in future that they will increasingly need to make the case for major schemes at the regional level.

234. Subject to the changes set out above, the submission and appraisal process for major schemes will continue as before. Annex Es should continue to be submitted alongside Annual Progress Reports (or equivalent) at the end of July each year. Authorities should involve their Government Office at an early stage of scheme development. All detail relating to the production and appraisal of major scheme bids can be found in the "Major Scheme Appraisal in Local Transport Plans" guidance. This guidance is updated annually and is to be found on the DfT website and the Transport Analysis Guidance web site (<http://www.webtag.org.uk/>). Where a scheme of any kind would require LTP funding of more than £40m, the Department would automatically request an assessment of whether it may be suitable for funding through a Private Finance Initiative or similar arrangement.

### ***Post Approval***

235. Once schemes have received provisional approval, the Department will monitor progress on delivery on a quarterly basis. To this end, the Department will continue to require authorities to submit quarterly progress updates. Authorities should aim to bring schemes to the stage of applying for full approval as quickly as possible. Ministers may decide to review provisional approval for schemes where progress appears to have stalled, and will in future review all schemes that have not been submitted for full approval more than four years after receiving provisional approval, or where there has been more than two years' delay to the scheme delivery programme and such a delay is due to factors outside the control of the Government and its agencies. For fully approved schemes, release of funding will be predicated on the production of the quarterly updates.

### ***Multi Modal Studies***

236. The Secretary of State, in responding to various Multi-Modal Studies drawn up by regional assemblies, has invited local authorities to work up some of the MMS proposals as LTP major schemes. The Department therefore expects to see some of these schemes included in LTPs. Local authorities should be aware that MMS status is unlikely, in itself, to confer any advantage over other scheme proposals in the scheme prioritisation process. However, the Department anticipates that local authorities will be able to use the information and analysis produced during the development of the MMS in developing a strong appraisal case for these schemes. At the minimum, authorities should include in their LTPs a brief statement on their progress in working up each local MMS scheme that was specifically invited by the Secretary of State.

### ***Cost Increases, design changes and scheme delays***

237. One of the key issues relating to major schemes in the first round of local transport plans was that of cost increases. Most major schemes have required an increased LTP contribution at some point, and many of the increases were well over 50% of the initial agreed cost. Not all these increases have been awarded. As demands on LTP funding grow, the Department will carefully scrutinise all cost increases, and will be unlikely to support those arising from poor project planning and management by the local authority. The Department will continue to require an allowance for optimism bias to be included as a cost in the appraisal process, and will keep the optimism bias levels set out in the Major Scheme Appraisal guidance under review. Authorities should also note that management of major projects will continue to be one of the criteria taken into account when we assess Annual Progress Reports, and performance in delivering previous schemes will be taken into account when assessing and prioritising major scheme bids. Thus poor scheme management could contribute towards a poor APR rating, lower block allocations and unsuccessful major scheme bids.

238. Promoters of schemes currently holding a provisional approval are reminded that this approval is conditional on these schemes not suffering significant cost increases or design changes. In all cases, the Department will first look to the local authority to fund any cost increases from its own funds or other resources, and will not fund cost increases where authorities have not made an adequate attempt to secure such funding. In particular, the Department will not fund a cost increase where it appears that the authority may be able to meet the cost increase from any additional performance-based integrated transport block funding. Only in truly exceptional circumstances would the Department consider supporting more than 75% of any cost increase - the balance would have to be made up from other local sources.

239. The Department expects all authorities delivering major schemes to learn from best practice, using the methods outlined in Part 2 of this guidance, and thereby ensure that schemes are delivered as efficiently as possible, in a way that maintains (or even improves) the value for money offered by those schemes. The Department will in particular encourage the Highways Agency to work with local authorities promoting major road schemes, to offer help and advice.

***Preparatory costs***

240. Preparatory costs for major local transport schemes are costs incurred by local authorities in preparing schemes to go through the Department's approval process. The Department may contribute towards such costs in circumstances where the size of those costs would otherwise have been likely to represent a barrier to the development of the major scheme. It will continue to consider applications, which should be consistent with the current preparatory costs guidance at: [www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_508228.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_508228.hcsp). Payments would normally be made only following full approval.

## Exceptional schemes

241. The Department will consider providing additional support for capital integrated transport and maintenance schemes costing less than £5m. Eligibility will principally be determined by the likely affordability of the scheme, given the integrated transport and maintenance allocations projected by the planning guidelines or indicative allocations current at the time of the application. The Department does not expect to fund more than a handful of such schemes at a time, and certainly no more than one per local transport authority. Bids for exceptional schemes should be made as part of an Annual Progress Report. No more than one IT block exceptional bid may be submitted in any one APR. Schemes would have to satisfy the following criteria to be eligible:

- They must have a gross cost of no more than £5 million;
- They must cost more than 75% of the authority's average projected annual indicative integrated transport block or maintenance allocation, whichever is most relevant to the scheme;
- They must cost more than 50% of an authority's average projected combined indicative integrated transport and maintenance allocations;
- They must be incapable of being introduced effectively in phases, using block funding;
- The proposal must have been discussed in advance of submission with the relevant regional Government Office, and any advice given by them taken into account; and
- The proposal must pass appropriate Departmental value for money and appraisal tests.

242. For non-metropolitan joint plans, the relevant block allocations are those related to the authority. The Department will not support exceptional improvement schemes in metropolitan areas, as they will have sufficient resources and flexibility to be able to fund all sub-£5m schemes from block allocations. For the same reasons, the Department may decline support for exceptional scheme bids on the grounds that the authority could have made use of the funding flexibilities available to joint LTP areas, but did not take up an opportunity to join one.

243. The Department will require less appraisal information about IT block exceptional schemes than for major schemes - documentation equivalent to that contained in the Highways Agency's project appraisal reports for schemes costing less than £5m will usually be sufficient. Details of appraisal criteria for exceptional IT block and maintenance schemes will be given in future guidance on Annual Progress Reports. Priorities for and between exceptional schemes will be considered in conjunction with priorities between major schemes. The timing of bid submissions and announcements will therefore be the same as for major schemes. Ministers' decisions on eligible exceptional scheme bids will continue to reflect the need to achieve the best value for money in local transport Settlements. The Department intends to provide funding for exceptional schemes wholly through Supported Capital Expenditure (resource). Delivery of exceptional improvement schemes and related outcomes will contribute to annual Departmental assessments of LTP delivery.

244. However, any LTP authority may submit, for consideration as an exceptional scheme, demonstration or pilot projects costing less than £5m that the promoting authority can demonstrate would respond to a local transport need, and where the authority believes the proposal to be the best value for money way to meet that need. Authorities contemplating such a proposal must discuss their ideas at an early stage with their regional Government Office, and will be expected to take full account of any advice given.

### **Achieving value for money through buses**

245. For most authorities, bus measures will be the most important means to improve access to jobs and services, particularly for those most in need. Bus travel will also be central to efforts to reduce congestion and pollution, and is much safer than travelling by car. 'The Future of Transport' envisages that some local authorities will adopt radical improvements in bus service coupled with car restraint measures. Bus elements of schemes might involve the introduction of a quality contract scheme where the statutory criteria can be met. Buses increasingly provide better value for money alternative than rail services and in some areas may provide a viable alternative. Buses demand a place at the very heart of all authorities' LTPs, and the Department will look for evidence in LTPs that authorities are making full use of the opportunities available to them.

246. The Transport Act 2000 requires local transport authorities to prepare a Bus Strategy, as part of that authority's LTP. It also sets out specific requirements to consult other local authorities, local bus operators or their representatives and representatives of bus users on the Bus Strategy. The Department considers it essential for the development of a Bus Strategy to be fully integrated within the wider local transport strategy / LTP process, so that LTPs can demonstrate the full contribution of buses to the delivery of better transport outcomes - congestion, pollution, accessibility and road safety. Like the rest of LTPs, the aim of local Bus Strategies should be to deliver the best possible value from all available funding. Bus elements of LTPs should therefore take particular care to demonstrate how the LTP would maximise the value for money of any funds provided to support the operation of bus services, as well as capital funds for infrastructure. LTPs should also describe how bus strategies will deliver better information to users (perhaps in ways that support the effective use of the Traveline and Transport Direct services).

247. For certain purposes, it will be necessary for the Department to identify which elements of the LTP constitute the bus strategy (for example, when considering proposals for Quality Contracts). Authorities may therefore under certain circumstances need to identify the elements of the LTP that constitute the bus strategy separately - perhaps through an LTP page that indexes or references those elements, or by producing a separate bus strategy annexed to the LTP. Guidance is available on the DfT website, alongside a range of other suggestions and helpful advice on making the most of bus transport, and developing a bus strategy. Since a bus strategy is part of the Local Transport Plan, it must have the same lifespan as the Local Transport Plan to which it relates, and must be updated whenever the Plan is updated in a way that affects buses/bus policy.

### **Delivering value for money LTP solutions through railways**

248. 'The Future of Transport' describes the Government's intention to give Passenger Transport Authorities the right to buy increased services, and flexibility to transfer funding between rail and other modes of transport. This will enable more effective local decision-making about the best balance between rail and other modes in key conurbations. LTPs for PTA areas should therefore give an early indication of how PTAs would wish to use these new opportunities, once they become available.

Consistent with its desire not to focus on particular modes or scheme types, the Department is prepared to consider supporting rail projects with LTP funds in the second LTP round. Local authorities with ideas for achieving a successful integration of local railways with other local transport modes and services are invited to develop those ideas as part of their new LTP. The Department anticipates that some local authorities will wish to include proposals relating to local branch lines managed under Community Rail Partnerships involving the local authority. These authorities should take account of the Strategic Rail Authority's Community Rail Development Strategy, available at: <http://www.sra.gov.uk/pubs2/stratpolplan/publication.2004-11-22.5301054796/crds.pdf>

249. As for all other LTP proposals, authorities should aim to ensure that LTP rail proposals are realistic, prioritised, deliverable, and likely to offer competitive value for money. Rail projects included in the LTP should be primarily aimed at delivering local transport benefits in the context of a local transport plan (e.g. congestion, pollution, road safety and accessibility benefits), and should be demonstrably supported by key rail industry partners. As for other modes, schemes aimed at making the best use of existing infrastructure - such as accessibility and interchange improvements - are likely to offer the best value for money. Schemes that are primarily aimed at extending or improving the strategic rail network do not fall within the scope of LTPs. LTP rail major scheme proposals would be appraised on the same basis as other major scheme proposals; only the best value for money schemes might expect to receive DfT funding.

### **Value for money and light rail**

250. Carefully designed light rail schemes have been shown to be highly successful in delivering better local transport outcomes on routes with the highest traffic and passenger flows. However, light rail is a comparatively expensive option, and some recent light rail proposals have suffered large and unsustainable cost increases. The Government is working with scheme promoters to explore how light rail schemes could better demonstrate a strong and robust value for money case. This will include looking at including alternative procurement approaches, and the potential to achieve cost efficiencies through common design approaches and tailored safety standards.

251. Car and bus use are direct competitors for light rail passengers and policies affecting them will affect the number of people opting to use light rail. As described in 'The Future of Transport', local authorities will increasingly be expected to take decisions about public transport in the round, for example by making it more attractive to introduce bus franchising through quality contracts in specific circumstances. These decisions may include bus/rail substitutions (where this is the best value for public expenditure) and demand management methods including forms of congestion charging. These measures could help make light rail more successful, and could provide a useful source of funding (charging revenues, money released from rail subsidies) to contribute to the local authority's share of the cost of light rail. The Transport Innovation Fund will aim to support and encourage innovative strategies to tackle congestion in towns and cities.

252. In future the Department will therefore expect all light rail proposals to be presented as part of an integrated transport plan for the area, addressing how light rail will be integrated with local buses, and how traffic will be managed to support the light rail proposal. Future light rail proposals will also be expected to demonstrate the greatest possible efficiency in design and procurement.

### **Achieving value for money by managing car use**

253. Re-thinking car use can help to promote essential mobility, whilst simultaneously reducing dependence upon the private car as the default journey option. As part of an integrated package of complementary measures, car management strategies can help to considerably reduce the environmental, financial, and health costs of private motoring. Car management schemes such as car clubs and organised car share schemes can be designed into related policy and planning and facilitated by local authorities. They can be integrated into broader sustainable transport planning, as well as complementing other policies such as workplace travel planning, creating home zones and granting permissions on new residential developments.

### **Achieving value for money through asset management**

254. Well-maintained local transport assets - including roads, footpaths, byways, bridleways and cycle paths - are essential to the delivery of better transport outcomes. They encourage walking and cycling, and contribute to road safety outcomes. They promote the quality and comfort of bus services, improve journey ambience, minimise wear and tear to vehicles, and promote better environmental outcomes including emissions and noise. Well maintained roads, footways, footpaths, streetlights and street furniture make a vitally important contribution to the quality and liveability of public spaces, and the quality of rural landscapes. LTPs should therefore clearly demonstrate how effective maintenance will contribute to the achievement of other targets and objectives. Local transport authorities may also wish to adopt effective and efficient maintenance as an important LTP objective in its own right - in particular through the development of and Transport Asset Management Plans and Rights of Way Improvement Plans (see below).

255. Local Transport and Highway Authorities should follow two key principles of value-for-money asset management when preparing and delivering their LTP:

- Firstly, to achieve the best possible value for money, maintenance work must be carried out in good time. It is essential that authorities do not allow the total costs of maintenance to escalate by allowing assets to deteriorate to the extent the routine maintenance is no longer possible. Similarly, authorities should aim to ensure that maintenance works are not carried out more frequently than necessary.
- Secondly, authorities should consider carefully the future maintenance requirements of proposed new infrastructure before including it in their LTP. It may be that the whole lifetime cost of a capital scheme will be such that the transport need that it is designed to address could be more efficiently met through less capital-intensive or even revenue-funded interventions.

## Efficiency in Highway Maintenance

256. The Government expects local authorities to contribute to the delivery of efficient public services, and avoid the unproductive use of public funds. The Department for Transport believes that local transport authorities could deliver better value for money by seeking efficiencies in their maintenance programmes. It is in authorities' own interests to seek efficiencies, as any savings may be retained for other projects. There are several potential methods for delivering better efficiency, which reinforce each other when used together. They include:

- the development of effective Asset Management Plans (see below), which could help authorities to identify the most cost-effective time to carry out maintenance works on their assets, and thereby reduce overall costs;
- more pooling of purchasing power within and between local authorities to achieve efficiencies of scale - cross-boundary local transport planning and joint LTPs can help to facilitate this;
- innovative contractual arrangements, such as the PFI-type contracts some authorities have been developing recently;
- sharing best practice through the Department's Roads Liaison Group, which brings together the Highways Agency, local authorities, and the devolved administrations;
- working directly with the Highways Agency, to benefit from their procurement and network management experience - this opportunity will be rolled out to many more authorities in the next few years.

257. There is considerable local variation in the design and condition of local transport infrastructure, and decisions about which combination of these or other actions to pursue are best taken at the local level. The Department for Transport will look for evidence in Local Transport Plans that all local highway authorities are seeking to maximise efficiency in local highway maintenance, through these methods and any others that are appropriate.

## Transport Asset Management Plans

258. Local authorities have for many years been required to demonstrate that they are making the best use of their property and other assets, in the form of Asset Management Plans. These are made available to both Central Government and to their regional Government Office as required. The Department is now encouraging local authorities to extend this to transport assets, by drawing up Transport Asset Management Plans (TAMPs), informed by LTPs and other services and corporate plans. The County Surveyors Society, together with the Local Authority Technical Advisors Group, has produced a framework for highways asset management. The Department recommends local transport authorities develop asset management plans consistent with that advice. PTEs and other transport authorities should consider the management of assets related to the transport system that they owns (such as depots and bus facilities), even if they are not part of the public highway network.

259. The compilation of a TAMP will provide an authority with a tool to:

- Support the corporate provision of detailed information on the assets held by the whole authority - enabling better definition of longer-term corporate need and continual challenge to asset holding / use;
- Establish and communicate a clear relationship between the programme set out by the TAMP and the authority's LTP targets and objectives, and ensure existing assets are in a condition compatible with the delivery of the LTP;
- Obtain and organise information to support the forthcoming (2006) requirement for Whole Government Accounting (WGA);

- Enable the value for money of local road maintenance to be considered more effectively against other local transport spending, and eventually assist local transport strategy and plan production.

260. Effective TAMPs will provide the means for authorities to understand the value and liability of their existing asset base and make the right strategic decisions to ensure this base is exploited to its full potential and its value safeguarded for future generations. Where appropriate the TAMP strategy should be co-ordinated with those of neighbouring authorities - for example, where there may be benefits from the co-ordination of maintenance work on a particular corridor. In some cases it may be appropriate for TAMPs to make reference to infrastructure owned or operated by bodies other than the authority itself, where the transport benefits of such infrastructure depend on the good upkeep of related authority-owned assets.

261. Evidence about the quality of asset management within local transport authorities will form a component of the Department's assessment of provisional LTP quality. Although TAMPs are not required to be submitted with the provisional LTP, it should provide evidence that the development of a TAMP has informed the development of the LTP. Provisional LTPs should include a short summary of such evidence - the LTP TAMP report (a page or so from each contributing local authority should be sufficient in most cases).

262. This should set out the state of each local authority's progress in developing an effective TAMP, what has already been achieved, and any remaining challenges. As well as detailing progress towards a whole-life maintenance plan for existing assets, the LTP TAMP report should cover briefly such issues as the ambition and realism of LTP asset management targets, the whole-life maintenance resource implications of the major and other integrated transport schemes proposed in their local transport plans, and the implications of any LTP proposals to delay or bring forward maintenance work. The TAMP report should aim to demonstrate that authorities are exploiting their existing asset bases to their fullest potential and managing future maintenance liabilities efficiently. The Department will consider the evidence in LTP TAMP reports before deciding whether to require further evidence in final March 2006 LTPs.

### **Block allocations for maintenance**

263. Capital allocations for highway maintenance will continue to be calculated using the current formulaic approach. Authorities are being issued five-year 'planning guideline' figures for highway maintenance along with indicative allocations for 2006/07, based on the current formula and the most up-to-date data. In December 2005, following consideration of provisional LTPs, the Department is minded to provide authorities with a fixed allocation for capital maintenance in 2006/07 and indicative maintenance allocations for each remaining year of the second LTP period.

264. LTP targets relating to highway maintenance should follow the same principles as all other LTP targets, and should be constructed and explained according to Part 2 and Annex A of this Guidance. The Department does not expect authorities to set local targets to abolish maintenance backlogs by a particular date, where the authority would consider such a target to be unrealistic. The Department will however expect, as a minimum requirement, local authorities to aim to ensure no overall deterioration in local road conditions from 2004/05 levels. DfT will expect most authorities to be more ambitious than this, and to achieve significant improvements in overall condition over the second LTP period.

### **Achieving value for money from revenue-funded programmes**

265. As before, we expect local transport authorities to set out in LTPs the contribution of revenue-funded programmes to their LTP targets and objectives. The Department continues to believe that many of the best local transport policies, in terms of effectiveness and value for money, are of this nature.

266. The Department is aware that many local transport authorities would prefer LTP allocations to include an element of revenue funding. It does not, though, intend to provide LTP-linked revenue allocations in the second LTP round. Local authorities should consider funding revenue-funded activity in support of an LTP from any DfT funding for specific initiatives, from non-ringfenced revenue support, or from funds raised locally. This is consistent with the Government's approach to increasing freedoms and flexibilities for local partners, and encouraging innovation in local service delivery. LTPs should indicate how the revenue-funded programmes it contains will be funded.

267. The Government's reforms aimed at local authorities and other local partners have widened choices in this area; authorities are strongly encouraged to develop innovative approaches to funding, and to set out in LTPs how this would help deliver their transport objectives and targets. In particular, the Department would encourage authorities to consider how they might follow the lead of others in exploring how 'revenue-type' transport activity, aimed at maximising the benefits of particular infrastructure projects, could be funded from capital allocations. The increasing freedom of local authorities to sell services to local consumers, businesses and public bodies also offers new opportunities for funding local transport services. The Government remains unable to advise local authorities on the likely acceptability of particular spending proposals to their auditors, and reminds authorities that they may sometimes need to check their legal position carefully (e.g. with regard to State Aid laws).

268. These new opportunities may help particular authorities. However, all local transport officers who feel that their level of revenue funding is inadequate to deliver their local transport objectives also need to ensure that their case is understood by key decision-makers within the local authority. They will strengthen their case considerably by ensuring that a wide range of local authority colleagues fully support Local Transport Plan proposals and understand the benefits of those proposals for their own work. The Department for Transport believes that authorities with effective 'joined up' local transport strategies will find adequate funding for local transport revenue programmes precisely because they will understand that better transport is very often the key to the successful delivery of their wider objectives.

269. Furthermore, the Government increasingly expects to see local authorities funding transport initiatives, and delivering accessible services, in ways that break down artificial barriers between different areas of service delivery, or across geographical boundaries. For example, a local authority might seek to improve the health of certain clients of its social services department by providing them with subsidised transport to the authority's sport and leisure facilities. The names of the budgets used to fund this, or similar initiatives, are irrelevant to the communities served, and are increasingly irrelevant to central Government. What matters is the successful and imaginative joining up of policies to achieve particular desirable outcomes.

270. The Department therefore sees the development of high quality Local Transport Plans as the key tool through which local transport authorities can maximise the transport benefits of local authority revenue programmes. LTP authorities should consider how a wide range of spending programmes of the authority and its local partners - whether or not they are identified as being for transport purposes - could be deployed in a way that helps to meet transport objectives, and should include such evidence in their LTPs.

## Part 5 - Local transport plan practicalities

### Preparing and presenting the new LTP

The basic features of second LTPs will remain the same as in the first round. Second-round LTPs, like their predecessors, should contain:

- A set of **objectives**, representing the local authority's vision for local transport at the end of the second LTP period.
- An analysis of local transport **problems and opportunities**.
- Evidence of a long-term **strategy** to tackle those problems, makes the most of those opportunities, and deliver the objectives - though now with a particular emphasis on the shared priorities.
- A **5-year implementation programme** of schemes and policy measures
- A set of **targets and performance indicators** that can be used to monitor progress in delivering objectives.

271. The Department does not prescribe any particular format or presentation of new LTPs. However, one of the purposes of the LTP is as a public presentation of the authority's policies and programmes. Authorities will therefore want to satisfy themselves that their LTPs are fit for this purpose. The Department would suggest that this implies a concise Plan, written in plain English. Many stakeholders found many of the first generation of LTPs to be too bulky. Authorities should not assume that a large quantity of evidence - such as a detailed description of every individual scheme programmed for the next five years, or details of all analysis carried out during plan development - makes for a high quality Plan. LTPs should aim for economy of presentation, for example by grouping schemes and policies together where possible, and describing the common principles and approaches that apply to all schemes in those groups. Where LTP areas feel it necessary to submit technical or supporting information to DfT, and this information cannot be presented in a compact and easily digestible format in the main LTP, they may however include such information in an Annex to the main document.

### Principles of LTP Assessment

272. The Department aims to ensure LTP assessment, and the process of making allocations linked to assessment, is transparently robust, systematic and equitable. The Department, working in partnership with regional Government Offices, intends to assess three key criteria:

#### *Quality of planning*

- This will be assessed following the submission of provisional LTPs in July 2005. The Government will examine plans for evidence that the local transport programme and LTP targets are based on sound strategy and careful analysis, show a joined-up approach, and are coherent across transport modes. It will be a qualitative assessment methodology, focused on the extent to which the plan meets the criteria for good local transport planning set out in parts 2 and 3 of this Guidance.

***Impact of LTP targets***

- This will be assessed following submission of final LTPs in March 2006. The assessment would attempt to identify the authorities whose plans would deliver the best progress towards the priorities identified in part 3 of this guidance. It will also consider the level of challenge and ambition of the new LTP, with reference to LTPs from other authorities. This will be a partly qualitative and partly quantitative assessment. Authorities demonstrably seeking to achieve value for money, in the ways set out by part 4 of this Guidance, may expect to do well in this part of the assessment.

***Deliverability***

- This will be assessed following the July 2006 submission of a review of delivery and achievement over the first LTP period (2001-2006). The assessment will consider the realism and deliverability of the new LTP, in the light of the emerging evidence about the capacity of the authorities concerned to deliver improvements through their first LTP. This will be a largely quantitative assessment.

273. Details of the Department's proposed assessment framework may be found in Annex C.

### **Advice and help available from Government and other sources**

274. The first point of contact for local authorities seeking advice on preparing their LTP are the Government Offices for the Regions, who will be happy to deal with queries, or pass them on to the appropriate person in DfT. Where these further discussions produce information of value to all LTP practitioners, the Department will prepare supplementary advice for distribution via Government Offices and the web-based information sources mentioned in Part 2.

275. There are, though, many sources of advice on detailed aspects of local transport planning and the development of strategies, plans and schemes. Government-approved policy advice and research is available from relevant parts of the Department for Transport, other Government Departments, and Government Offices for the Regions. Other Government-sponsored advisory bodies and agencies, and some wholly independent organisations, also produce policy advice and research that may be of use to LTP practitioners. Signposts to some of these key sources are provided in Annex B. The listing of an information source from non-Government bodies in that annex should not be taken as a Government endorsement - LTP practitioners must evaluate the worth and usefulness of all such advice for themselves.

276. In addition to this Guidance, and the advice sources referenced in Annex B, several LTP 'sister' documents together form part of the essential set of guidance for producing and delivering an LTP. The LTP guidance family incorporates:

- Guidance on Accessibility Planning - published to accompany this Guidance, available in hard copy and from DfT website
- Major Scheme Appraisal Guidance - current version dated April 2004 available online at <http://www.webtag.org.uk/> - revised edition due in first half of 2005
- Guidance on long-term LTP budgets for planning purposes. A first edition, reflecting integrated transport block budgets 'rolled forward' from the first LTP round, is published alongside this Guidance. DfT expects to publish a final version, reflecting the IT block formula and the plan quality assessment of provisional LTPs, in late 2005.
- LTP Annual Progress Report Guidance, and accompanying Technical Guidance on Completion of LTP Finance Forms. Available on-line, and distributed electronically by Government Offices to local authorities. Next edition, setting out streamlined arrangements for 2004/05 reporting, to be distributed in early 2005.
- Guidance on the Network Management Duty - to be published shortly by DfT
- Strategic Environmental Assessment Guidance for Transport Plans and Programmes - to be published December 2004 on [www.webtag.gov.uk](http://www.webtag.gov.uk)
- Reports of the three pilot studies of conducting SEA for LTPs (Somerset, East Riding of Yorkshire and West Midlands) - to be published December 2004 on [www.webtag.gov.uk](http://www.webtag.gov.uk)
- Technical Guidance about mandatory indicators to be published in December 2004 on the DfT website.
- How to Monitor Indicators in Local Transport Plans and Annual Progress Reports - new edition available from the DfT website in early 2005.

### ***Technical guidance for transport professionals***

277. The web-based transport analysis guidance (<http://www.webtag.org.uk/>) includes advice on conducting strategic and plan level assessments on the likely significant impacts from transport on the environment, safety, the economy, and accessibility. WebTAG provides specific guidance on the appraisal of major schemes in LTPs.

278. The site contains guidance on:

- Multi-modal Studies
- Conducting Strategic Environmental Assessment
- Major Scheme Appraisal Guidance

### **Setting out the scheme and policy implementation programme**

279. The Department will continue to monitor the scheme and policy implementation programmes of authorities submitting LTPs. The LTP should therefore include a summary table setting out the numbers of particular types of schemes and policies, as categorised by the local authorities involved, to be delivered in each year of the second LTP period. The Department will require progress against this programme, using the same categories, to be reported through Annual Progress Reports. DfT will consider, but not formally assess, the implementation programme set out in provisional LTPs. It expects to provide advice to individual authorities on how to ensure the programme set out by the final LTP is a suitable basis for the subsequent annual assessment of performance.

280. Authorities will need to consider in advance how their LTP would cope with unexpectedly rapid or slow progress in the delivery programme, or unforeseen pressures elsewhere. LTPs and subsequent APRs should, where possible, demonstrate that these risks are managed in a way that maintains the overall level of progress towards outcome targets and wider objectives. The Department will not penalise authorities for making alterations to their declared LTP spending and delivery programme provided there are good reasons for doing so, that the overall benefits of the LTP are preserved, and these changes are clearly explained in Annual Progress Reports.

281. It is also essential that second LTPs are realistic about what can be delivered within the resources available. Some authorities intentionally programmed more schemes in their first LTP than they actually intended to deliver, to enable greater flexibility. Such an approach is not acceptable in the second LTP round, and evidence that the full level of promised LTP benefits is not deliverable will be likely to impact negatively on the Department's assessment and funding decisions.

### **Environmental Implications - Strategic Environmental Assessment**

282. The environmental impacts of capital investment programmes such as those found in LTPs must be given proper consideration both during plan development and implementation. The new EC directive on Strategic Environmental Assessment, which has been implemented in England via Statutory Instrument 2004 no. 1633, will apply to all second round LTPs required by statute.

283. The Directive, where it applies, requires authorities to produce an Environmental Report on the likely significant environmental impacts of the measures proposed in their draft LTP strategy. The Environmental Report must be published in parallel to a consultation draft of new LTP, to allow the public and statutory environmental bodies an early and effective opportunity to influence the final LTP. Once the LTP has been adopted, a statement must be produced to summarise how the SEA has been taken into account. DfT believes that in most cases SEA requirements will directly apply only to the final March 2006 LTP, and that therefore authorities may exercise flexibility in when and how to carry out environmental assessment relating to July 2005 provisional LTPs. DfT is however unable to offer legal advice to individual authorities on the application of the Directive to their LTP development programme, or any potential legal risks, and recommends strongly that authorities take their own advice on these matters. Authorities will need to satisfy themselves that they have met the requirements of the SEA Directive.

284. DfT has produced guidance - available at [www.webtag.gov.uk](http://www.webtag.gov.uk) - on how to ensure that new LTPs meet the requirements of the directive in the most effective and efficient way possible. The Government will look for evidence that the LTP will deliver the environmental objectives encapsulated by the shared priorities and the identified wider quality of life issues. Provisional and final LTPs should therefore, where possible, include evidence about how the environmental assessment process has improved those aspects of local transport planning. It may also be helpful for LTPs to include a description of how the role of statutory bodies (Countryside Agency, Environment Agency, English Nature and English Heritage) in environmental assessment and LTP development has improved the LTP, although this is not a mandatory requirement. The environmental impacts of major scheme proposals, and the views of statutory bodies, will continue to be a key focus of the appraisal of those schemes.

### **Consultation on new LTPs**

285. Authorities should include in their provisional LTP evidence that the LTP consultation process allowed timely and effective opportunity for all interested parties to contribute to the development of the final plan. In LTP quality assessment, the Department will look for evidence that consultation has offered a genuine opportunity for local communities and interested parties to influence and improve the development of LTP policies, programmes and schemes. Ideally, such evidence will be incorporated as an integral part of the supporting evidence for those policies, programmes and schemes. The Department does not require a separate section detailing consultation on the LTP itself, or detailing consultation strategies in general - this is optional.

### **Arrangements for authorities rated 'excellent' by the Audit Commission**

286. The submission of a provisional Local Transport Plan in July 2005, or a final LTP in March 2006, in accordance with this Guidance, is not required from local transport authorities categorised as 'excellent' under the Audit Commission's Comprehensive Performance Assessment. However, excellent authorities required to contribute to joint plans - for example excellent metropolitan district councils - should continue to do so.

287. The Department expects all excellent authorities to develop local transport strategies that are consistent with the authority's wider planning and service delivery objectives, and with the wider local and regional planning frameworks, and that are informed by 'planning guideline' funding levels. Excellent authorities will however have the freedom to decide for themselves how these strategies are encapsulated within plans, and communicated to stakeholders.

288. The Department's minimum requirement for all 'excellent' authorities is for them to submit:

- by 29 July 2005, a set of provisional local targets and trajectories relating to the mandatory indicators and any other key outcome indicators (as defined in part 2 of this Guidance and described in Annex A) that apply within the area covered by the 'excellent' authority. Trajectories should include milestones for each year from 2006 to 2011, and should be informed by the Dec 2004 'planning guideline'; and
- by 31 March 2006, a confirmed final set of local targets and trajectories, informed by revised planning guidelines issued in late 2005. Excellent authorities should also include in their March 2006 targets any other targets that they wish to be taken into account in the Department's annual performance assessment. The Department would use the final submitted target sets as the authority's reference point for subsequent annual progress reporting.

289. 'Excellent' authorities, like others, will receive 'rolled forward' planning guidelines from the Department in late 2004. If they choose not to produce a provisional LTP or equivalent in July 2005, then they will receive, in late 2005, a revised planning guideline for 2007/8 to 2010/11 based entirely on the new IT block formula (i.e. these will not be adjusted, either upwards or downwards, according to plan quality). For 2006/07 the authority would receive a final confirmed allocation for 2006/07 based on the new formula, adjusted only to reflect performance in 2004/05. DfT ministers are minded to offer an 'excellent' authority that meets the minimum requirement final indicative allocations for integrated transport equal to final 'planning guideline' amounts, with no risk of subsequent downward adjustment, when setting final indicative allocations in late 2006. The Department would therefore, in effect, offer in late 2006 indicative allocations equivalent to what the authority would have received with a middling assessment.

290. The Department would want to review (but not formally assess) the provisional target set offered, and would expect the authority to respond to any advice given when presenting its final target set. It may, in exceptional circumstances, offer reduced final indicative allocations to 'excellent' authorities whose final targets, taken as a whole, appear to demonstrate a significant lack of ambition when compared to those from a range of comparable authorities. In such cases, the Department would allow the authority a final opportunity to improve or justify its targets before making such a decision. The Department would aim to provide at least the final indicative allocation at annual Settlements.

291. 'Excellent' authorities will be required to report annually on their performance against the targets they have submitted. Ministers will consider the performance of those authorities when deciding how to allocate any additional funds that become available for the integrated transport block at annual Settlements.

292. 'Excellent' authorities may alternatively choose to produce a document setting out the authority's plans for delivering better local transport to demonstrate to DfT ministers the 'planning guideline' resources would be well spent. Such a document may, but need not necessarily be called a Local Transport Plan. However, if the authority wished it to be assessed and taken into account in DfT ministers' funding decisions, DfT would use the same assessment criteria that apply to LTPs (i.e. those set out in Annex C of this Guidance). Excellent authorities choosing to submit such a document are therefore recommended to ensure that sufficient evidence has been provided against those criteria. Excellent authorities deciding to produce an LTP (or equivalent) may choose between the following options:

- they may decide to produce both a provisional and final LTP (or equivalent), to the same guidance and deadlines as other authorities, and have their document assessed and funded in exactly the same way, or;
- they may decide to produce only a final LTP (or equivalent) in March 2006. In this case the Department would not carry out any assessment of Plan Quality, and the authority would not be eligible for any share of the funding to be redistributed in late 2005 on the basis of plan quality. It would however carry out an assessment of the impact of targets, and of plan deliverability in 2006, as for all other authorities, and the authority would be eligible for a share of the funding redistributed according to those assessments.

293. The Department would not want to penalise any authority for choosing to produce an LTP or equivalent, when this was not required; therefore 'excellent' authorities taking any of the available options would be offered at least the full final 'planning guideline' amounts as indicative allocations. Higher indicative allocations would be available to authorities receiving better-than-average LTP (or equivalent) assessments, as for all other authorities.

294. An 'excellent' authority may prefer, for its own purposes, to produce a document describing the process and outcome of local transport planning, that exceeds the minimum requirements set out in paragraph 5.19 above, but that does not seek to respond to the criteria in this Guidance. The Department for Transport does not intend to develop methodologies for assessing such documents. It would therefore disregard all material other than the targets, treat the document as if it fulfilled the minimum requirement only, and make its funding decisions accordingly. All excellent authorities choosing to submit a local transport planning document, of any kind, in either July 2005 or July 2006, should therefore make it clear in the introduction to the document how they would wish the Department for Transport to handle and assess its submission.

295. Excellent local authorities without an LTP or equivalent, but that wish to bid for a major scheme or an exceptional scheme, would need to make the bid in full, in the usual way, in accordance with the relevant guidance. It should set out the expected impact of any major scheme proposals on its submitted targets and objectives. In the absence of an LTP, these authorities may be requested to provide additional information about the role of the proposed major or exceptional scheme in delivering the authority's transport strategy; the Department will request such information only to the extent that it is needed for appraisal purposes or for providing advice to ministers.

296. An authority that becomes 'excellent' after the submission of its second LTP will benefit from any reduced reporting requirements offered to other 'excellent' authorities. It will continue to be assessed by the Department for performance against the targets and objectives in the second LTP, unless and until it notifies the Department of any changes to those targets and objectives. DfT ministers will continue to consider performance, alongside any notified changes to targets and objectives, when making decisions on local transport allocations for such authorities.

## **Rights of Way Improvement Plans**

297. Over the course of the second LTP period, Rights of Way Improvement planning will be progressively incorporated into local transport planning. This provides authorities with a new opportunity to ensure local transport planning is making the most effective use of the rights of way network, in both urban and rural areas - particularly in delivering better networks for walkers and cyclists.

298. 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). ROWIPs will:

- provide an assessment of the need to which rights of way meet the present and future needs of the public
- provide an assessment of the opportunities provided by local rights of way for exercise and recreation
- and provide an assessment of the accessibility of local rights of way to all members of the community, including those with visual impairment or mobility problems.

299. The aim of integrating these two plans is to:

- clearly establish the shared aims and establish a definite link between ROWIPs and LTPs;
- ensure that, as public highways, rights of way are embraced by the LTP process and recognised in LTPs as a key ingredient in the development of an integrated transport network that provides choice in a variety of transport modes;
- recognise the invaluable role rights of way can play in assisting LTPs to achieve the shared priority and wider quality of life objectives;
- strengthen and facilitate the long term sustainability of rights of way
- in the longer term, reduce the quantity of plans produced by an authority

300. The Government recognises that it would be unrealistic to expect authorities to fully integrate the two plans by March 2006, particularly as the first ROWIPs do not have to be completed until November 2007. Full integration will therefore take place from 2010 onwards, building on the development of full ROWIPs. In the meantime, as a first step towards integration authorities are required to submit a short progress report on their ROWIP with their provisional LTP in 2005. This should:

- identify the stage that the authority has reached in preparing their ROWIP;
- include a high level statement of policy and objectives for improving the rights of way network;
- identify any rights of way improvements or proposals that link to the delivery of transport objectives and shared priorities for transport, which include - accessibility, congestion, air quality, road safety and other quality of life issues.

301. Authorities are encouraged to incorporate prioritised rights of way improvements that would help to meet LTP objectives into their provisional (July 2005) LTP implementation programme, to identify the funding source (LTP capital funds or an alternative) and to report on the delivery of those improvements in subsequent Annual Progress Reports. The Government will consider these progress reports and consider whether to ask for further material in final LTPs in March 2006. Where Rights of Way Improvement Plans are not sufficiently advanced to enable priorities to be identified and incorporated into the provisional LTP in 2005, authorities should seek to include them in the final LTP or in subsequent Annual Progress Reports. Authorities may then wish to re-prioritise their LTP delivery programmes to deliver identified improvement schemes on the rights of way network.

302. Not all planned improvements to the rights of way network will be relevant to transport priorities. A full ROWIP will therefore still need to complete by November 2007. Further guidance on the integration of the two plans will be issued in due course.

### **Taxis and private hire vehicles**

303. As the Government's Action Plan for taxis and private hire vehicles (published in March 2004) makes clear, these services, and the way they are licensed, are an integral part of local transport policy making, and should therefore be considered as part of the LTP process. The Government intends during 2005 to consult on draft guidance for local authorities on best practice in taxi / private hire vehicle licensing. In advance of that consultation, provisional LTPs should be prepared in a way that incorporates and explains local policies relating to taxi and private hire vehicle services, and should specifically include explanations or justifications of any restrictions imposed on numbers of licences by authorities in the LTP area.

### **Supplementary bids**

304. The Department will neither invite nor consider supplementary bids in the Second LTP round. Proposals involving new infrastructure, that require funding from DfT, should be funded from block allocations, as major schemes, or as exceptional schemes according to the guidance in Part 4.

305. Many authorities are currently delivering ongoing transport projects funded through supplementary bids. Where these projects would require continued funding after March 2006, then authorities should consider including them alongside other schemes as an integral part of the new LTP, to be funded from block allocations. No further supplementary funding will be available for such schemes, or for increases in the scope or cost of such projects, beyond March 2006. DfT ministers, at their discretion, may decide to support some of these projects as exceptional schemes, according to the relevant guidance in Part 4. Where current supplementary bid projects are ineligible for continued support as exceptional schemes (for example, in metropolitan areas) ministers may consider making appropriate adjustments to indicative integrated transport block allocations. Affected authorities should therefore set out the ongoing costs of supplementary bid projects that they consider unaffordable from future block allocations, and the case for providing additional support, in their provisional LTPs. DfT will aim to make decisions in time to incorporate any consequences in final planning guidelines in late 2005.

### **Centres of Excellence in Local Transport Delivery**

306. Sixteen local transport authorities achieved Centres of Excellence (COE) status for the duration of the first Local Transport Plan (LTP) period, for excellence in areas of integrated transport planning. Central to the initiative is the recognition that there exists a pool of knowledge and expertise within local transport authorities, and that the sharing of these skills is vital to delivering high quality transport improvements at the local level.

307. Ministers are keen to encourage the continued sharing of and learning from good practice among local transport authorities. The Department, therefore, intends to launch a new COE initiative for the second LTP period. In line with current Ministerial priorities, the new scheme will have a new focus. It will aim to recognise excellence - and aspirations to excellence - in areas of local transport delivery and will be known as the Centres of Excellence in Local Transport Delivery initiative.

308. Ministers are keen that successful local transport authorities represent the geographical spread, and the diversity of local transport authorities. In the 2004 Local Transport Capital Settlement decision letters, selected local transport authorities have therefore been invited to produce a short statement in support of an application for COE status. Such authorities will also have a proven track record in delivering local transport improvements on the ground and in meeting their local transport targets and objectives as demonstrated by the evidence in their two most recent LTP Annual Progress Reports (APRs).

309. Revenue resources may be available to assist successful local transport authorities in undertaking appropriate dissemination activities under the initiative. As a condition of COE status, we would expect successful authorities to report back on the activities they have undertaken and how effective these have been. The Department would, of course, also expect authorities to demonstrate value for money in the activities they undertake.

310. Ministers will consider the statements produced by the authorities invited to become CoEs and expect to announce around ten new COE designations in March 2005. This will allow successful local transport authorities to incorporate their designations into their second LTPs. The Department anticipates reviewing the designations in early 2007, following a full consideration of delivery over the entire first LTP period.

311. Existing COEs for Integrated Transport Planning should cease using their designations following the end of the first LTP period, in March 2006.

### **Submission deadline**

312. The deadline for submission of provisional second Local Transport Plans is 29th July 2005, and the deadline for final second Local Transport Plans is 31st March 2006. Eight copies of each should be sent by these dates to Regional and Local Transport Strategy and Finance Division, Department for Transport, 3/18 Great Minster House, 76 Marsham Street, London, SW1P 4DR. A further eight copies should also be submitted by the same deadlines to the relevant regional Government Office.

### **Availability, publication and accessible formats**

313. When publishing their provisional and final LTPs, authorities as a matter of good practice should ensure that the LTP is available to all groups in society - regardless of their disability or ethnic background. Given the strategic nature of LTPs, and the key role that they can play in helping to improve quality of life, for example through measures to enhance access and mobility, authorities should ensure that their LTPs are accessible to the widest possible audience.

314. The Disability Discrimination Act 1993 (DDA) makes it unlawful to discriminate against disabled people by refusing them a service or providing a lower standard of service without justification. Providers must also make reasonable adjustments to the way they provide services if they would otherwise be unreasonably difficult for disabled people to access.

315. When publishing the LTP authorities should allow sufficient time, where practical to produce documents in suitable formats and languages. Authorities should consult the audience, or representative groups, about their needs well in advance of publication. This may include the need to translate the document into different community languages.

316. Authorities should also make provision for disabled people and people from minority ethnic communities who want to make comments or ask questions about the LTP. If there are likely to be delays in providing documents in suitable formats or languages, the public should be informed. Guidance to Local Transport Authorities on producing Local Transport Plans and Annual Progress Reports in accessible formats, is available at:  
[www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_507565.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_507565.hcsp)

## Annex A - Mandatory and Best Value Performance Indicators

It is generally for local authorities to determine which outcomes are most important locally, in consultation with stakeholders and the community in general. However the Department expects all authorities to monitor, and set targets for most of the current transport best value performance indicator (BVPI) set and a few other key indicators, as described below.

DfT considers that the following are key outcome indicators relating to the transport shared priority (or part of the Best Value regime). Measurement and reporting of progress against targets for these indicators will therefore be mandatory.

The best value performance indicators are:

- BVPI96 Principal Road Condition
- BVPI97a Non-Principal Classified Road Condition
- BVPI97b Unclassified Road Condition
- BVPI99 (x) Total killed and seriously injured casualties
- BVPI99 (y) Child killed and seriously injured casualties
- BVPI99 (z) Total slight casualties (as in BVPI 99 but see further guidance below)
- BVPI102 Public transport patronage - based on the BVPI related to total bus patronage, but authorities may adjust the indicator to include other local public transport modes;
- BVPI104 Bus satisfaction;
- BVPI187 Footway condition

Details of the latest Best Value definitions are available on line at:

[http://www.odpm.gov.uk/stellent/groups/odpm\\_localgov/documents/page/odpm\\_locgov\\_028068-05.hcsp#TopOfPage](http://www.odpm.gov.uk/stellent/groups/odpm_localgov/documents/page/odpm_locgov_028068-05.hcsp#TopOfPage)

The other mandatory indicators are:

- LTP1: An accessibility target
- LTP2: Change in area wide road traffic mileage
- LTP3: Cycling trips (annualised index)
- LTP4: Mode share of journeys to school
- LTP5: A bus punctuality indicator
- LTP6: Changes in peak period traffic flows to urban centres
- LTP7: Congestion (vehicle delay)
- LTP8: An air quality target

LTP6 to LTP8 are mandatory for some authorities, but not all.

For all the BVPIs, a baseline of 2003/04 and a horizon year of 2010/11 should be used where possible, unless stated otherwise below. For the other mandatory indicators a horizon year of 2010/11 should be used and baselines are discussed under each indicator below. Where authorities do not yet have baseline information for an indicator, they should nonetheless indicate the degree of change they expect to achieve on it in their provisional local transport plans - and then firm up their targets with baseline data in their final local transport plans.

***BVPI96, 97a, 97b and 187 Road and Footway Condition***

The base line for BVPI 96 should be 2004/05 (because of the standardised survey methodology). Targets for BVPI 97a and 97b should initially take a 2003/04 or 2004/05 baseline, but may be re-based when mechanised survey methods become standard for these indicators. BVPI 187 targets should use a 2003/04 baseline.

***BVPI99 Road casualty reduction***

- Total number of children killed or seriously injured - as BVPI99
- Total number of killed or seriously injured (all ages) - as BVPI99.
- Slight injuries are to be reported on an equivalent basis to BV99 - i.e. number of slight injuries (all ages) per vehicle km (as measured in DfT national traffic census).

The base line period will be 1994-98 and the horizon year should be 2010. The DfT's assessment of how demanding the targets authorities set are, and of progress during the second local transport plan period will take account of recent data. Authorities may, where appropriate, choose to set targets for rolling averages, rather than single year figures.

Authorities may choose, to report in addition on locally defined indicators relating only to casualties on authority controlled roads.

***BVPI102 Bus and Other Local Public Transport Patronage***

- Total local public transport journeys per year by bus only or by bus and other selected local public transport modes.

The bus passenger element must be separately identifiable (and produced in accordance with BV102). It is for the authority to decide, and provide justification for, which other local public transport modes should be included.

***BVPI104 Bus satisfaction***

- Percentage of respondents (to user satisfaction survey) satisfied with the local bus service

Authorities should report the percentage of all respondents satisfied with local bus services, but may optionally also set local indicators for the percentage of bus users satisfied. The base line period will be 2003/04. The indicator is to be reported triennially in accordance with BV104. Bus satisfaction targets should therefore have horizon years of 2009/10 (to match the triennial survey cycle).

***LTP1: Accessibility***

- At least one target relating to accessibility is required.

If this does not relate to the DfT core indicators set out in the accompanying guidance on Accessibility Planning (time taken to access work, health services, education, and major shopping centres by public transport), an explanation of the rationale behind the alternative indicator(s) should be provided.

All authorities will be expected to produce at least one accessibility target, which will be monitored through the LTP process, based on core accessibility indicators, their local accessibility indicators or both. Authorities are encouraged to consider the basis on which they will produce a target and include an indication of what level this target might be in their provisional LTPs. However authorities will not be expected to confirm this target, nor to give actual target levels until final submission of their accessibility strategies in their final LTPs in March 2006. Authorities should then use 2004/05 figures as a baseline. Targets should be quantified outcomes indicating a direction and degree of change by a specified future date.

***LTP2: Area-wide road traffic flows***

- Change in area wide vehicle kilometres.

This indicator is included as a proxy indicator for improvements in air quality and a reduction in greenhouse gas emissions. Area-wide road traffic mileage statistics at local authority level, from the National Traffic Census, are available from DfT. Authorities may augment the National Traffic Census, provided the locations of additional census points are set out under the description of the target in the LTP. Authorities should adopt a 2003/04 baseline, unless there are clear technical advantages in using a later baseline.

***LTP3 Cycling Trips (Annualised Index)***

- Annualised index of cycling trips.

The baseline period will be 2003/04. If DfT is successful in developing a national network of Automatic Cycle Counters from which authority-level data can be derived, authorities may be required to rebase their figures during the second local transport plan period. In the meantime, local authorities should continue to follow existing guidance about cycle monitoring. DfT is committed to engaging with local authorities to help them set ambitious but realistic local cycling targets.

***LTP4 Mode Share of Journeys to School***

- Mode Share of Journeys to school.

The Government anticipates that these data will be available from DfES's PLASC system as of January 2006. Baselines should be for 2005/06.

***LTP5: A Bus Punctuality Indicator***

- Percentage of scheduled services one minute early to five minutes late (or excess waiting times for frequent services).

***LTP6: Changes in peak period traffic flows to urban centres***

For authorities with the centres of urban areas populated by over 100,000 people:

- Change in peak period traffic flows to urban centres.

The base line period will be 2003/04 if authorities already collect data or 2005/06 if not. Departmental guidance about monitoring and indicators will contain a list of urban areas to which this indicator applies.

***LTP7: Congestion (Vehicle Delay)***

For provisional plans covering the former metropolitan counties, and plans covering Bristol, Nottingham, and Leicester:

- Vehicle delay. The target should be the percentage change in average vehicle delay on the agreed monitoring network during the morning peak (0700-1000) during weekdays in neutral months excluding bank holidays.

Congestion targets should be based on neutral months and those set in Local Transport Plans should use a 2003/04 base year and have a 2010/11 horizon year. The Department has provided congestion data to those authorities required to set congestion targets in 2005. Data will be monitored and provided by DfT. The agreed monitoring networks are likely to cover large parts of the networks. Further areas may be required to set targets in their final plans.

***LTP8: Air quality***

For LTPs covering designated air quality management areas (AQMAs), a baseline (2004/05) and target (2010/11) relating to concentrations of local pollutants should be set. This target will have to be supplemented by setting targets for intermediate outcomes such as emissions of air pollutants in order to allow progress to be measured through more robust annual trajectories.

Authorities could make use of other relevant indicators, where appropriate, to indicate reduction in emissions, - for example change in vehicle kilometres travelled.

## **Annex B - Sources of guidance and best practice**

### **Accessibility**

*Accessibility Planning Website* - <http://www.accessibilityplanning.gov.uk/>

*Withinreach* - training and advice support from SDG - [Within-reach.org.uk](http://Within-reach.org.uk)

### **Air quality, climate change and greenhouse gases**

*'Local Air Quality Management' policy guidance, LAQM.PG(03)* - Defra - February 2003.

[www.defra.gov.uk/environment/airquality/laqm/guidance/pdf/laqm-pg03.pdf](http://www.defra.gov.uk/environment/airquality/laqm/guidance/pdf/laqm-pg03.pdf)

*'Air Quality Strategy for England, Scotland, Wales and Northern Ireland'* - Defra - January 2000

<http://www.defra.gov.uk/environment/airquality/strategy/index.htm>

*'First Addendum to the Air Quality Strategy'* - Defra - February 2003.

[http://www.defra.gov.uk/environment/airquality/strategy/addendum/pdf/aqs\\_addendum.pdf](http://www.defra.gov.uk/environment/airquality/strategy/addendum/pdf/aqs_addendum.pdf)

*'Our Energy Future - Creating a Low Carbon Economy'* - DTI - February 2003.

[www.dti.gov.uk/energy](http://www.dti.gov.uk/energy)

*'Drive cleaner, drive cheaper'* - DfT - 2003.

[http://www.dft.gov.uk/stellent/groups/dft\\_roads/documents/downloadable/dft\\_roads\\_508249.pdf](http://www.dft.gov.uk/stellent/groups/dft_roads/documents/downloadable/dft_roads_508249.pdf)

*'Powering Future Vehicles Strategy'* - DfT - July 2002.

[www.roads.dft.gov.uk/cv/power/index.htm](http://www.roads.dft.gov.uk/cv/power/index.htm)

*'Climate Change - The UK Programme'* - DETR - November 2000.

<http://www.defra.gov.uk/environment/climatechange/cm4913/index.htm>

*'TRL research. PR/SE/289/97. Emission functions for heavy duty vehicles. Deliverable for the project MEET'* - Funded by the European Commission and co-sponsored by DITM and DETR - by A J Hickman - 1997.

*'TRL research. PR/SE/408/97. A review of European emission measurements and models for diesel-fuelled buses'* - Paul Boulter and Judith Cox - 1998.

*'TRL research. PR/SE/346/97. TRAMAQ Traffic management and air quality research programme, Draft final report'* - J Cloke, P Boulter, G Davies, A J Hickman, R E Layfield, I S McRae and P M Nelson - 1997.

*'TRL research. TRL 327. TRAMAQ Traffic management and air quality research programme, Draft final report'* by J Cloke, P Boulter, G Davies, A J Hickman, R E Layfield, I S McRae and P M Nelson - 1998.

General advice on *'Transport Energy Grants'*

<http://www.transportenergy.org.uk>

General Advice on the *'Clear Zones'* initiative

<http://www.clearzones.org.uk>

### **Aviation**

*'The Aviation White Paper: The Future of Air Transport'* - DfT - 2003.

[http://www.dft.gov.uk/stellent/groups/dft\\_aviation/documents/divisionhomepage/029650.hcsp](http://www.dft.gov.uk/stellent/groups/dft_aviation/documents/divisionhomepage/029650.hcsp)

### **Buses**

*'Quality Bus Partnerships: A best practice guide'* - TAS Consultancy 2001

<http://www.tas-passtrans.co.uk/Quality+Bus+Partnership+2002>

*Guidance to English Local Authorities on Quality Contracts Schemes for Bus Services (in preparation)*

*Guidance on Bus Strategies* - DfT.

[http://www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_030627.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_030627.hcsp)

*'Get on Board: an agenda for improving personal security in bus travel guidance- good practice case studies'*- DfT.

[http://www.dft.gov.uk/stellent/groups/dft\\_mobility/documents/page/dft\\_mobility\\_503809.hcsp](http://www.dft.gov.uk/stellent/groups/dft_mobility/documents/page/dft_mobility_503809.hcsp)

*'Protecting Bus and Coach crews'* -DfT.

[www.dft.gov.uk/stellent/groups/dft\\_mobility/documents/page/dft\\_mobility\\_503809.hcsp](http://www.dft.gov.uk/stellent/groups/dft_mobility/documents/page/dft_mobility_503809.hcsp)

*'Flexible Transport Services'* - DfT - 2002.

[http://www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_504004.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_504004.hcsp)

*'Real Time Information Group'*

[www.rtig.org.uk](http://www.rtig.org.uk)

*'Bus Priority: The Way Ahead (resource pack with CD Rom and leaflets)'* - DfT - 2003 (on behalf of Bus Partnership Forum). (Further installments due 2004). See also website: [www.buspriority.org.uk](http://www.buspriority.org.uk)

*'Code of Conduct on Service Stability'* - Bus Partnership Forum - 2003

[www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_023260.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_023260.hcsp)

*'Understanding Customer Needs'* - Bus Partnership Forum - 2003

[www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_508306.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_508306.hcsp)

*'Ticketing templates (examples of multi-operator ticketing schemes)'* - Bus Partnership Forum - 2004

[www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_027218.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_027218.hcsp)

*'Good Practice Guide to help all those involved in the delivery of transport in rural areas.'* Published: 24 October 2003.

[www.dft.gov.uk/stellent/groups/dft\\_control/documents/contentservertemplate/dft\\_index.hcst?n=10613&l=3](http://www.dft.gov.uk/stellent/groups/dft_control/documents/contentservertemplate/dft_index.hcst?n=10613&l=3)

*'Guidance on New De Minimis Rules for Bus Subsidy Contracts'* - Guidance on changes introduced by the Service Subsidy Agreements (Tendering) (England) (Amendment) Regs 2004, or 'De Minimis' rules, which allow local authorities to let certain bus subsidy contracts without competitive tender. Published: 5 May 2004.

[www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_028602.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_028602.hcsp)

*'A Guide to Good Practice for Local Authority Procurement of Local Bus and Community Transport Services'* - Published by the TAS Partnership Ltd - June 1999 - (Note : Revised DfT Guidance to be published later this year (2004))

*'Concessionary fares: guidance for local authorities' - DfT- 2001*

[www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_503852.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_503852.hcsp)

*'Guidance on concessionary fares for disabled people' - DfT - 2001*

[www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_503861.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_503861.hcsp)

### ***Car use: car clubs, car sharing and social car schemes***

[www.carplus.org.uk](http://www.carplus.org.uk)

*Car club toolkit* (2004)

<http://www.carplus.org.uk/>

*ITSO Specifications*

[www.itso.org.uk](http://www.itso.org.uk)

*The Government Interoperability Framework (eGIF)*

[www.govtalk.gov.uk](http://www.govtalk.gov.uk)

### ***Community safety, personal security and crime***

*'Protecting Bus and Coach Crews' - DfT - 2003.*

[www.dft.gov.uk/stellent/groups/dft\\_localtrans/documents/page/dft\\_localtrans\\_026705.hcsp](http://www.dft.gov.uk/stellent/groups/dft_localtrans/documents/page/dft_localtrans_026705.hcsp)

*'Personal Security on public transport: Guidelines for operators' - DETR - 1998.*

*'Personal Security in pedestrian journeys' - DETR -1999.*

*'Get on Board: An agenda for improving personal security in Bus Travel' - DfT - 2003.*

*'Secure Transport route - Manchester to Clitheroe pilot' - DfT - 2001.*

*'Case Study Report, literature review and briefing paper on graffiti' - DfT -2003.*

*'Crime and Disorder on public transport' - DfT - 2001.*

*'Young people and crime on public transport' - DfT - 1999.*

*'Secure Stations Scheme' - DfT - 2002.*

*'Safer Travel on Buses and Coaches Panel (STOP)' - DfT.*

*'Safer Places: The Planning System and Crime Prevention' - ODPM - forthcoming.*

*Home Office Transport toolkit*

[www.crimereduction.gov.uk/toolkits/pt00.htm](http://www.crimereduction.gov.uk/toolkits/pt00.htm)

### ***Freight***

*'Sustainable Distribution - a Strategy' - DETR - 1999.*

*'The Business of Freight - IHT guidelines' - DfT- (to be published late 2004).*

*'TransportEnergy Best Practice Programme'.*

[www.transportenergy.org.uk](http://www.transportenergy.org.uk)

*'Freight Quality Partnerships'.*

[www.dft.gov.uk/stellent/groups/dft\\_freight/documents/page/dft\\_freight\\_026025.hcsp](http://www.dft.gov.uk/stellent/groups/dft_freight/documents/page/dft_freight_026025.hcsp)

### **Healthy Communities**

'*Tackling Health Inequalities: A Programme for Action*' - DoH - 2003.

'*The healthy transport toolkit*' - Transport2000 - 1998.

'*Health White Paper*' - DoH - summer 2004.

'*Walking and Cycling Action Plan*' - -DfT - April 2004.

### **Monitoring and statistics**

'*Annual Monitoring Guidance*' - CLIP - 2004.

<http://www.clip.gov.uk/Content.asp?lsection=6&ccat=57&id=SX8AE2-A77F77B1>

'*CLIP-Transport Statistics website*' - CLIP - 2004.

[www.clip.gov.uk/subgroups.asp?lsection=6&ccat=15](http://www.clip.gov.uk/subgroups.asp?lsection=6&ccat=15)

'*Department for Transport - Transport Statistics*' - 2004.

[www.dft.gov.uk/stellent/groups/dft\\_transstats/documents/sectionhomepage/dft\\_transstats\\_page.hcsp](http://www.dft.gov.uk/stellent/groups/dft_transstats/documents/sectionhomepage/dft_transstats_page.hcsp)

### **Motorcycles and similar vehicles**

'*Traffic Advisory Leaflet: Motor Cycle Parking*' TA 2/02 - DfT.

### **Neighbourhood renewal and regeneration**

'*A New Commitment to Neighbourhood Renewal: National Strategy Action Plan*' - Social Exclusion Unit - 2001.

'*Urban White Paper*' - ODPM.

[http://www.odpm.gov.uk/stellent/groups/odpm\\_urbanpolicy/documents/page/odpm\\_urbpol\\_608358.hcsp](http://www.odpm.gov.uk/stellent/groups/odpm_urbanpolicy/documents/page/odpm_urbpol_608358.hcsp)

### **Network and traffic management**

'*Statutory Guidance on the Network Management Duty*': issued under section 18 of the Traffic Management Act 2004 - DfT - to be published later in 2004.

'*Network Management Duty: Guidance on the Criteria for Intervention*': issued under Section 27 of the Traffic Management Act 2004 - DfT - to be published later in 2005.

'*New Technology in Transport - Improving Network Management*' - 2003 Intelligent Transport Systems resource pack for local authorities

[www.its-assist.org.uk](http://www.its-assist.org.uk)

'*Bus Priority - The Way Ahead*' - 2003): resource pack for local authorities

<http://www.buspriority.org.uk/>

'*Guidance on the Criteria for Intervention under powers in the Traffic Management Bill (including the Monitoring and Evaluation Framework)*' - DfT published later in 2004.

'*Home Zone Design Guidelines*' -IHIE - 2002.

<http://www.ihie.org.uk/index3.asp?cat=6&d=2&pageid=17132>

*'Understanding the Benefits and Costs of Intelligent Transport System: A tool kit approach'* DfT - December 2004.

*'ITS Assist'*

[www.its-assist.org.uk](http://www.its-assist.org.uk)

*'Urban Traffic Management and Control Guidance, Standards, Experience'* - (UTMC) website.

[www.utmc.gov.uk](http://www.utmc.gov.uk)

*'Clear Zones Website'*

<http://www.clearzones.org.uk/>

*'Local Transport Note 1/97 Keeping Buses Moving'* - DfT

*'LTNs 1/95 and 2/95 Assessment and Design of Pedestrian Crossings'* - DfT

*'Transport in the Urban Environment'* - IHT - 1997.

Traffic Advisory Leaflets - see [www.dft.gov.uk](http://www.dft.gov.uk) (Home > Roads and Vehicles > Traffic and Parking Management)

Travel Information Highway

[www.tih.org.uk](http://www.tih.org.uk)

### ***Opportunities for local authorities***

*'Well-being power for local authorities: Power to promote or improve economic social or environmental well-being'* - ODPM.

[http://www.odpm.gov.uk/stellent/groups/odpm\\_localgov/documents/page/odpm\\_locgov\\_605709.hcsp](http://www.odpm.gov.uk/stellent/groups/odpm_localgov/documents/page/odpm_locgov_605709.hcsp)

*'The Local Transport Planning Network'*

[www.ltpnetwork.gov.uk](http://www.ltpnetwork.gov.uk)

### ***Parking***

*'LA Circular 1/95 Guidance on Decriminalised Parking Enforcement Outside London'* -DfT.

*'IHT Guidelines "Parking Strategies and Management'* - DfT - to be published in early 2005.

### ***Planning policy statements / guidance***

*'Planning Policy Statement 11 (PPS11) Regional Planning'* - ODPM - published later in 2004.

*'Guidance for producing Regional Transport Strategies'* - DfT.

*'Planning Policy Statement 12 (PPS12) Local Development Frameworks'* - ODPM.

*'Planning Policy Statement 7 (Countryside)'* - ODPM.

*Assessing Urban Housing Capacity; Tapping the potential* - ODPM

*Better places to live by design: a companion guide to PPG3* - ODPM

### ***Public Transport***

*'Community Rail Development Strategy'* - November 2004 - SRA.

[http://www.sra.gov.uk/communityrail/CDR\\_Strategy](http://www.sra.gov.uk/communityrail/CDR_Strategy)

*'Bike and Rail - Good Practise Guide'* - July 2004 - Countryside Agency (Ref CA 173).

***Quality of public spaces and better streetscapes***

*'Liveability audits campaign pack'* - ODPM - 2003.

*'Living Places Cleaner, Safer, Greener'* - ODPM - October 2002.

*'Sustainable communities: building for the future'* - ODPM - February 2003.

*'Better Streets, Better Places Delivering Sustainable Residential Developments: PPG3 and Highway Adoption'* - DfT/ODPM - July 2003.

*'Making it happen: Transforming Communities'* - ODPM - February 2004.

*'Home Zone Design Guidelines'* - IHIE - June 2002.

*'Delivering Best Value in Highway Maintenance'* - Institution of Highways and Transportation - July 2001.

*'Home zones: A planning and design handbook'* - The Policy Press - December 2001.

*'Traffic Advisory Leaflet 10/01 Home Zones - Planning and Design'* - December 2001.

*'Traffic Advisory Leaflet 8/02 Home Zones - Public Participation'* - December 2002.

The Department is monitoring nine pilot Home Zone schemes and, through the Home Zones Challenge, providing funding for the introduction of 61 schemes. Details on these programmes can be found on the following website:

[www.homezonenews.org.uk](http://www.homezonenews.org.uk)

To be published for consultation later this year:

*Draft Local Transport Notes on cycling and walking*

*Draft Local Transport Note on traffic calming*

***Rural issues and rights of way improvement plans***

*'Rural Strategy 2004'* - Defra - July 2004

<http://www.defra.gov.uk/rural/strategy/default.htm>

*'Rural and Urban Area Classification 2004'* - Office for National Statistics - August 2004

<http://www.statistics.gov.uk/geography/nrudp.asp>

*'Local Transport Plans - A better deal for rural areas: good practice guidance'* - Countryside Agency - June 2003.

[http://www.countryside.gov.uk/EssentialServices/Transport/LocalTransportPlans/ltpguidance%1f\\_intro/index.asp](http://www.countryside.gov.uk/EssentialServices/Transport/LocalTransportPlans/ltpguidance%1f_intro/index.asp)

*'Transport in tomorrow's countryside'* - Countryside Agency - April 2003

<http://www.countryside.gov.uk/EssentialServices/Transport/transportPolicy/index.asp>

*'Rural Routes and Networks: Creating and preserving routes that are sustainable, convenient, tranquil and safe'* - Countryside Agency / Institute of Civil Engineers - November 2002.

<http://www.quiet-roads.gov.uk/site/publications.htm>

*'TA Leaflet on Quiet Lanes TA 3/04'* - DfT - June 2004.

*'Introduction to Wildlife and Countryside'* - DEFRA.

[www.defra.gov.uk/wildlife-countryside/index.htm](http://www.defra.gov.uk/wildlife-countryside/index.htm).

'Rights of Way Improvement Plans - Statutory Guidance to Local Highway Authorities in England' - DEFRA - November 2002.

[www.defra.gov.uk/wildlife-countryside/index.htm](http://www.defra.gov.uk/wildlife-countryside/index.htm).

'Public Rights of Way: Good Practice Guide' - DEFRA.

[www.prowgpg.org.uk/](http://www.prowgpg.org.uk/)

Other technical guidance and monitoring information supplied can be found elsewhere in the <http://www.quiet-roads.gov.uk/> site.

### **Road Safety**

'Traffic Calming Bibliography 5/04' - DfT - expected August 2004.

'A Road Safety Good Practice Guide' - DETR - June 2001.

'Tackling the road safety implications of disadvantage' - DfT - 2003.

[www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/page/dft\\_rdsafety\\_507996.hcsp](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_507996.hcsp)

'Guidance on local authority child safety audits' - DfT - March 2003.

[www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/page/dft\\_rdsafety\\_507995.hcsp](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_507995.hcsp)

'Tackling the road safety implications of disadvantage' - DfT - March 2003.

'Urban safety management guidelines' - DfT - September 2003.

'Driving at work, managing work-related road safety' - HSE- September 2003.

'Road Safety Good Practice Guide' - DfT - 2001.

[www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/page/dft\\_rdsafety\\_504564.hcsp](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_504564.hcsp)

'DfT Traffic Advisory Leaflets'

[http://www.dft.gov.uk/stellent/groups/dft\\_control/documents/contentservertemplate/dft\\_index.hcst?n=9281&l=2](http://www.dft.gov.uk/stellent/groups/dft_control/documents/contentservertemplate/dft_index.hcst?n=9281&l=2)

'Urban Safety Management Guidelines Joint Publications with TRL/IHT' - DfT, TRL and IHT.

[www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/page/dft\\_rdsafety\\_024630.pdf](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_024630.pdf)

'Highways Economics Note 1' - DfT - Autumn each year.

There are demonstration projects in hand for:

Inner-city road safety demonstration project; Birmingham (2003 - 2009)

Mixed Priority Routes; ten towns throughout England (2001 - 2005)

Lessons will also be disseminated from *Dealing with Disadvantage*; 15 councils in northern and central England. (2003 - 2006)

Information from these projects will be made available to local authorities and should guide the development of road safety strategies.

'Road Safety Research Compendium 2002/2003' - DfT - May 2004.

[http://www.dft.gov.uk/stellent/groups/dft\\_rdsafety/documents/page/dft\\_rdsafety\\_022211.hcsp](http://www.dft.gov.uk/stellent/groups/dft_rdsafety/documents/page/dft_rdsafety_022211.hcsp)

### **Social inclusion**

- 'Making the Connections: Final Report on Transport and Social Exclusions'* - SEU - 2003.
- 'The Department for Transport working in Partnership with the Voluntary Sector - Strategy and Action Plan'* -DfT - April 2004.
- 'Review of Voluntary Transport'* - DfT
- 'Involving Children and Young People: Action Plan 2003-2004'* - DfT
- 'Older People: Their transport needs and requirements'* - DfT
- 'Women and public transport: the checklist'* - DfT
- 'Public transport needs of minority, ethnic and faith communities: Guidance pack'* - DfT
- 'Inclusive mobility - A guide to best practice on access to pedestrian and transport infrastructure'* - DfT
- 'Guidance on the use of tactile paving surfaces'* - DfT
- 'Code of practice for Class 3 vehicle users - Guidance relating to 'The Use of Invalid Carriages on Highways Regulations 1988'* - DfT
- 'Get wheelchair wise: A wheelchair user's guide to public transport'* - DfT
- 'Public Service Vehicles Accessibility Regulations 2000 - Guidance'* - DfT
- 'Disabled access to public service vehicles legislation'* - DfT
- 'The Announce system - making bus travel accessible for all'* - DfT
- 'Taxi Accessibility Regulations'* - DfT

### **Strategic**

- 'New Shared Priorities to Focus Improvement in Public Services'* - ODPM Press Release 33 - July 2002.
- 'Shared Priority Working Groups'* -ODPM- October 2003.
- [www.odpm.gov.uk](http://www.odpm.gov.uk)
- 'Final Report of the Working Group on Delivering Success Criteria for Transport'* - DfT - April 2004.
- [www.dft.gov.uk/stellent/groups/dft\\_control/documents/contentservertemplate/dft\\_index.hcst?n=10066&l=2](http://www.dft.gov.uk/stellent/groups/dft_control/documents/contentservertemplate/dft_index.hcst?n=10066&l=2)

### **Taxis and private hire vehicles**

- 'The Government's Action Plan for taxis and private hire vehicles'* - DTI - March 2004.
- [http://www.publications.parliament.uk/pa/cm200304/cmhansrd/cm040318/wmstext/40318m03.htm#40318m03.html\\_sbhd1](http://www.publications.parliament.uk/pa/cm200304/cmhansrd/cm040318/wmstext/40318m03.htm#40318m03.html_sbhd1)
- 'Best Practice Taxi / Private Hire Vehicle Licensing Guidance'* -Government- late 2004.

### **Walking and cycling**

- 'Bike & Rail - Good Practice Guide'* - Countryside Agency/DfT - July 2004 (ref CA173)
- 'Bike and Rail Guidance TA Leaflet 4/04'* - expected July 2004 - DfT.

*'A good practice guide to the role of inland waterways in delivering rural transport'* - Countryside Agency / British Waterways - to be published Summer 2004.

*'The Walking and Cycling Action Plan'* - June 2004 - DfT.

*Draft Local Transport Notes on Walking and Cycling*

*'LTN 1/04, Policy, Planning and Design for Walking and Cycling'* - DfT - 2004.

*'LTN 2/04, Adjacent and Shared use facilities for pedestrians and cyclists'* - DfT - 2004.

*'On the Move by Foot: a Discussion Paper'* - DfT - 2003

*'Cycling Bibliography - Traffic Advisory Leaflet 4/03'* - April 2003 - DfT

*'Walking Bibliography - Traffic Advisory Leaflet 5/03'* - April 2003 - DfT

*Using the planning process to secure travel plans: Best practice guide - DfT - 2002*

*Travelling to School: an action plan - DfT and DfES - 2003*

*Travelling to School: a good practice guide - DfT and DfES - 2003*

*'Guidelines for Providing for Journeys on Foot'* - IHT - 2000.

*'Walking: Making it Happen'*, London Walking Forum, 2000. Contains many examples of good practice in applying policies, plans and programmes to promote and facilitate walking.

*'Inclusive Mobility: A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure'* - DfT - 2002.

*'Guidance on the Use of Tactile Paving Surfaces'* - DETR - 1998.

*'Inclusive mobility: A guide to Best Practice on Access to Pedestrian and Transport Infrastructure (Traffic advisory leaflet)'* DfT - 2002.

[www.dft.gov.uk/stellent/groups/dft\\_roads/documents/page/dft\\_roads\\_506894.pdf](http://www.dft.gov.uk/stellent/groups/dft_roads/documents/page/dft_roads_506894.pdf)

*'DIY Community Street Audits, Living Streets 2002'*. A self-help guide for communities to identify opportunities to improve local conditions for people on foot.

*'Cycle Friendly Infrastructure'* - IHT - 1996.

*'London Cycle Network Design Manual'* - LCN - 1998.

*'National Cycle Network: Guidelines for Planning and Design'* - Sustrans -1997.

*'By Design - Urban design in the planning system: towards better practice'* DETR - 2000.

*Design Bulletin 32 and companion volume Places, Streets and Movement'* -DETR -1998.

*'Better Places to Live'* - ODPM - 2001.

*'Going to Town - Improving Town Centre Access'* - ODPM / National Retail Planning Forum - 2002.

*'Best Practice to Promote Walking and Cycling, (ADONIS Project Report 3)'* -Report for EU from Danish Roads Directorate -1998.

*'Transport in the Urban Environment'* - IHT - 1997.

*'Cycling: the way ahead for towns and cities, European Commission'* - DG XI -1999.

*'Roads in the Countryside'* - Countryside Agency - 1995.

*'Quiet Roads: Taming Country Lanes'* - Countryside Agency - 1998.

*'Public Rights of Way, Circular 2/93'* - DoE - 1993.

*'Cycling Towards Health and Safety'* - British Medical Association - 1992.

*'Active Transport'* - Health Education Authority -1999.

*'Making T.H.E. Links'* - Health Education Authority - 1999.

*'Making Travel Plans Work: Lessons from UK Case Studies'* - DfT - 2003.

*'Planning out Crime, Circular 5/94'* - DoE 1994.

*'Making the Connections - Transport and Social Exclusion, Social Exclusion Unit'* - ODPM - 2003.

*'Personal Security Issues in Pedestrian Journeys'* - DETR - 1999.

*'People with Disabilities and the National Cycle Network, Sustrans Information Sheet 5'* - Sustrans - 1998.

*'BT Countryside for All Standards and Guidelines: A Good Practice Guide to Disabled People's Access to the Countryside'* - BT - 1997.

*'Cycle Track Crossings of Minor Roads: TRL Report 462'* - TRL - 2002.

*'National Cycling Strategy'* - DoT - 1996.

In addition to the above the DfT have a great deal of guidance in our Traffic Advisory Leaflet series on the following subjects Cycling, Walking, Bus Priorities, Traffic Management, Signs and Signals, Parking and Intelligent Transport Systems. The most recent TA Leaflets can be found on the DfT website

[www.dft.gov.uk/stellent/groups/dft\\_control/documents/contentservertemplate/dft\\_index.hcst?n=9281&l=2](http://www.dft.gov.uk/stellent/groups/dft_control/documents/contentservertemplate/dft_index.hcst?n=9281&l=2)

## **Annex C - LTP assessment**

317. There will be three elements to the Government's assessment of Local Transport Plans - quality of planning, impact of LTP targets, and deliverability. Assessments will be carried out by DfT and regional Government Office personnel, though the Government will look for opportunities to make use of advice from specialists in particular areas of local transport planning (including air quality advisers).

318. The quality of planning assessment will be made in 2005 on the basis of the provisional local transport plans. An assessment of 2004/05 delivery will also be made in 2005 to inform the 2006/07 allocations, but the main assessment of deliverability will be made in 2006 and will be informed by the track records of delivering first local transport plans over the whole five year period. The element of the assessment relating to the impact of LTP targets will be made in 2006 on the basis of the final second local transport plans.

### **Element 1 - Quality of Planning**

319. The Government will focus this assessment on the six key criteria listed below. Each key criterion is accompanied by a list of sub-criteria. Evidence of performance against each sub-criterion, then against each key criterion, will be classified as weak, fair, good or excellent. By allocating points to these classifications, the Department will assign a score for each LTP that reflects quality of planning. These scores will determine whether the planning quality represented by the LTP as a whole is considered weak, fair, good or excellent. The Department will look for evidence in the full LTP submission for all six key criteria. Authorities should not assume that DfT will be able to take into account any evidence not included in the LTP submission.

320. The Government believes that the sub-criteria it identifies below are all essential for successful local transport planning. Plans that do not address each sub-criterion adequately must be considered flawed. For this reason, evidence of at least fair performance against each sub-criterion will be necessary in order for performance against the relevant key criterion to be given a 'good' or 'excellent' mark. A 'weak' assessment against two or more sub-criteria will always result in a 'weak' assessment for the key criterion as a whole. Similarly, evidence of 'fair' or better performance against each key criterion will be necessary in order for the Plan as a whole to be considered of good or excellent quality, and any Plan assessed as 'weak' on more than one key criterion will be given an overall assessment of 'weak'.

321. The Department therefore recommends that authorities address all sub-criteria, rather than focusing on some to the exclusion of others. Taking the latter approach is likely to result in a disappointing overall score. However, in making their assessments, assessors will, for some of the sub-criteria, take into account the level of performance that could reasonably be expected from the authority concerned. (For example, it would be considered unreasonable for the LTP of a small, mainly rural, unitary authority to demonstrate the same technical modelling standards as an LTP for a PTA area.)

322. The Department is keen to avoid constraining the types of evidence that might be offered by authorities in support of their performance against the listed criteria. DfT would also prefer to test possible marking schemes on early drafts of provisional LTPs, and to take views from stakeholders, before finalising advice to assessors. For these reasons, and because it does not expect to be able to apply identical marking schemes to widely differing authority types, DfT is not providing a detailed and fully weighted marking scheme in this Guidance.

### **The assessment criteria and sub-criteria**

323. Context - The consistency of a plan's objectives, targets and programmes with the wider policy and planning context. The Government will in particular look for evidence that:

- The Plan reflects the long-term vision of local authorities serving the plan area, and a long term local transport strategy consistent with that vision.
- The delivery programme, and LTP objectives and targets, are consistent with the full range of local policy aims and objective and the outputs of the wider local corporate planning framework (e.g. corporate plans, community strategies and Best Value performance plans).
- The Plan will influence, and will therefore be broadly consistent with, other decisions of local authorities in the area covered by the LTP - for example, in housing, planning, economic development, education and social services.
- The Plan is broadly consistent with, and will influence the development of, spatial planning and economic development strategies produced at the regional level.
- The Plan is consistent with relevant national-level policies - in particular as they relates to strategic transport networks and their users, the environment, sustainable communities, and economic development.

324. Analysis - The Plan is built on a sound analysis of local transport problems and opportunities. The Government will in particular look for evidence that:

- The Plan contains appropriate analysis relating not only to existing local transport problems, but also to possible emerging problems, and to opportunities to deliver a better quality of life to local communities.
- The Plan's analysis of problems and opportunities is fully informed by the existing evidence base, including the past experience of the Plan authorities and others.
- The Plan's analysis avoids making assumptions that are not necessarily supported by evidence
- The Plan analysis is informed by consideration of the full range of people, communities, public services and businesses affected by the Plan
- The Plan addresses problems and opportunities across the full range of transport modes used in the area - including car travel, walking, cycling, public transport, taxis and private hire travel, distribution of freight, the use of public service vehicles, coach travel, motorcycling, wheelchair use and horse riding.
- The Plan makes appropriate use of analytical techniques (e.g. modelling and accessibility planning)<sup>6</sup>, and air quality assessment.
- The Plan demonstrates that the environmental impact of Plan schemes and policies has been fully considered and that the LTP will take opportunities to improve the environment (e.g. through the inclusion of selected analysis produced in support of a Strategic Environmental Assessment.)

325. Maximising value from resources - The Plan will deliver the best possible results, given the likely availability of public funds and the current state of infrastructure and transport services. The Government will in particular look for evidence that:

- The Plan analysis has sought to identify and prioritise the local transport policies and schemes that would deliver the best possible value for money.
- Every opportunity will be taken to make the best use of existing assets, both to avoid the need for new or upgraded infrastructure and to maximise the benefits of new or upgraded infrastructure

---

<sup>6</sup> There is no expectation that full accessibility analysis using Accession or similar software will have been carried out in time to inform the July 2005 submission.

- The Plan would maintain assets in a cost-effective way, and that asset maintenance will be informed by LTP objectives and targets
- The Plan adequately considers (in the context of local circumstances) a range of potential options for delivering congestion, pollution and road safety benefits through managing demand for travel by road and influencing travel behaviour.
- The Plan demonstrates how the Network Management duty will be implemented in a way that will maximise the value of existing transport networks.
- The Plan is not just a capital investment plan, but demonstrates how opportunities will be taken to improve transport outcomes through the effective use of revenue budgets.
- The Plan is framed in a way that is consistent with a realistic view of funding from all sources - including the 'planning guidelines' provided by the Department - and does not contain unfunded aspirations.
- The Plan will implement a robust and effective approach to budgeting, the control of costs, and the securing of partnership funding from non-LTP sources.

326. Involvement - The effectiveness of consultation and involvement of stakeholders in local transport. The Government will in particular look for evidence that:

- The Plan has been developed with the full and active participation of all relevant tiers of local government and all relevant departments or divisions within local authorities
- The Plan has been developed in a way that fully addresses local transport needs and opportunities across administrative boundaries.
- The Plan has been developed with the active involvement of a wide range of interested local stakeholders - including companies delivering transport services, other local businesses, local public services, local communities and special interest groups - and where possible makes use of existing consultative and planning bodies (e.g. Local Strategic Partnerships, Rural Transport Partnerships).
- The Plan's policies and schemes with impacts on strategic transport networks have been developed with the other responsible agencies (e.g. the Highways Agency, other DfT delivery agencies, rail industry bodies, freight operators, operators of coach services).

327. Performance management - The robustness and quality of the process for setting and monitoring local targets and trajectories. The Government will in particular look for evidence that:

- The Plan targets have been set in a way that reflects the transport aims and objectives of the local authority or authorities involved, and the wider policy and planning context, instead of (for example) a predetermined transport investment programme.
- Development of the Plan has brought about a robust system for reviewing LTP targets to ensure they are, and will remain, realistic and challenging.
- The Plan targets will measure outcomes directly, or measure outputs demonstrably related to outcomes.
- The Plan will include all relevant mandatory targets and indicators.
- The Plan targets will be accompanied where possible by year by year trajectories, and a robust process will be in place for setting these trajectories and monitoring performance against those trajectories.
- The Plan targets identify how the targets will be achieved, the key risks to the achievement of the targets, and how those risks will be managed.

328. Priorities - The extent to which the identified shared priorities, and the identified quality of life issues, have driven the development of the LTP delivery programme, objectives and targets. The Government will in particular look for evidence that:

- The Plan contains evidence that the developing accessibility strategy will deliver accessibility objectives, and will ensure those strategies and objectives are addressed by the wider local policy and planning agenda.
- The Plan convincingly addresses current and emerging congestion problems using a range of policy tools (or provides convincing evidence that there are no such problems), and ensures that the need to address congestion levels is addressed by the wider local policy and planning agenda.
- The Plan convincingly addresses current and emerging air quality problems - especially those in Air Quality Management Areas - that are related to local transport (or provides evidence that there are no such problems), and ensures that local transport related air quality problems are addressed by the wider local policy and planning agenda.
- The Plan will convincingly deliver better road safety outcomes, especially for vulnerable road users, through a range of policy tools, and ensures that the road safety objectives are addressed by the wider local policy and planning agenda.
- The Plan policies and schemes will demonstrably take all reasonable opportunities to deliver:
  - sustainable and prosperous communities
  - enhanced, 'people-friendly' public spaces
  - protection and enhancement of landscapes and biodiversity
  - enhanced personal security
  - healthier communities
  - fewer transport-related noise problems
  - progress towards climate change objectives

## Element 2 - Impact of LTP targets

329. The Department will assess the impact, and the degree of challenge, of targets set in final second Local Transport Plans, and where possible using expertise from other departments e.g. from Defra on air quality. For each target included in its assessment, the Department will:

- compare the target with those being offered by comparable LTP areas;
- consider particular local circumstances that might have justified a more or less stretching target;
- and reach a final view about whether to classify the target as 'unsatisfactory', 'satisfactory' or 'stretching'.

330. By allocating points to these classifications, the Department will assign a score to each LTP area reflecting the impact of its LTP targets, and these scores will form an important part of the overall LTP assessment.

331. The Department will give a high weighting to the mandatory LTP targets, which will account for at least half of the total points available to each LTP area for the impact assessment. The remainder will relate to other targets an authority sets in its plan. The Department's views on how important individual targets should be within its assessment may be influenced by the importance particular LTPs place on the targets and the objectives they are associated with. The Department may discount optional targets that appear to be related closely to inputs rather than outcomes, that broadly duplicate the effect of other targets, or that appear to have little relevance to LTP aims and objectives. 'Back-loaded' trajectories for targets, without a reasonable explanation, may reduce the assessed standard of targets.

332. For certain mandatory targets, the Department will apply minimum standards for 'satisfactory' and 'stretching'. All targets that do not meet the minimum 'satisfactory' standard will be classified as 'unsatisfactory'. A schedule of satisfactory and stretching minimum standards is set out below. The minimum standards in the table represent a 'floor' across all LTP areas. They do not imply that any particular LTP area's targets will be considered 'satisfactory' or 'stretching' if they meet the relevant standard - standards for individual LTP areas will always reflect local circumstances. For example, if an authority expects to deliver an approved bus-based major scheme within the second LTP period, the Department will naturally look for bus satisfaction targets that represent a substantial advance on the minimum standards set out below.

333. As part of the engagement process, authorities will have the opportunity during LTP development to discuss with the Government Offices and the Department what constitutes a stretching or satisfactory target in the local context (and also with Defra on targets related to air quality). DfT strongly recommends that LTP authorities take up these opportunities, particularly in respect of the mandatory targets below, and those for bus patronage (BV102), accessibility (LTP1), congestion (LTP7) and air quality (LTP8) (where applicable), and traffic levels (LTP2).

### Table C1: Minimum standards for selected mandatory indicators

<b>Indicator</b>	<b>Minimum Standard - 'Satisfactory'</b>	<b>Minimum Standard - 'Stretching'</b>
<b>KSI Reduction (BV99)</b>	Either a 40% reduction from 1994-98 to 2010, or a 20% reduction from 2004 to 2010	A 40% reduction from 1994-98 to 2010 and a 30% reduction from 2004 to 2010
<b>Child KSI Reduction (BV99)</b>	Either a 50% reduction from 1994-98 to 2010 or a 25% reduction 2004 to 2010	A 50% reduction from 1994-98 to 2010 and a 35% reduction 2004 to 2010
<b>Slight Casualty Reduction (BV99)</b>	No increase over recent levels	A 10% reduction compared to recent levels
<b>Bus Punctuality (LTP5)</b>	For timetabled services, the 2010 target to be based on a trajectory towards 90% punctuality in 10 years i.e. by 2014-15 (punctuality is defined as less than 1 minute early or 5 minutes late). For services registered as frequent, a year-on-year reduction in Excess Waiting Time.	For timetabled services, the 2010 target to be based on a trajectory towards 90% punctuality in 8 years i.e. by 2012-13 (punctuality is defined as less than 1 minute early or 5 minutes late). For services registered as frequent, a year-on-year reduction in Excess Waiting Time.
<b>Bus Satisfaction (BV 104)</b>	Maintain bus satisfaction levels to 2009/10 (if level in 2003/04 is greater than 50%) or improve them by at least 6% over 2003/4 level by 2009/10 (if not).	Bus satisfaction levels in 2009/10 of more than 75%, and greater than 2003/4 levels
<b>Mode Share of Journeys to School (LTP4)</b>	No reduction in the ratio between the total number of pupils and the total number of car journeys to school between baseline and 2010/11	Subject to a case by case assessment
<b>Cycling Levels (LTP3)</b>	No reduction in cycling levels	Subject to a case by case assessment
<b>Peak traffic flows to and from urban centres (LTP6)</b>	No increase between baseline and 2010/11 (unless there are significant reductions in car mode share)	Subject to a case by case assessment
<b>Maintenance (BV 96, 97a, 97b and 187)</b>	No overall deterioration in condition	Subject to a case by case assessment

334. Evidence included in the optional LTP section detailing the benefits derived from 25% additional integrated transport block spending may also be considered by DfT as part of the assessment of the impact of the LTP targets. This section is optional and its absence will not be penalised.

335. The Department will also check that the targets in a full local transport plan have been set up in way consistent with the approach set out in the provisional local transport plan. Better quality targets (and coverage and linkage to objectives) than indicated in a provisional plan is likely to attract a better assessment, and poorer quality targets a poorer assessment.

### **Element 3 - Deliverability**

336. This assessment will rely on evidence of performance in delivering the LTP area's first Local Transport Plan. For the deliverability assessment being made in 2005 (affecting 2006/07 allocations only), DfT's assessment of progress in 2004/05 will be used. The assessment in 2006 (affecting 2007/08 to 2010/11 allocations) will consider delivery over the whole first local transport plan period. (Where round 1 LTP areas have amalgamated to produce joint new LTPs, the new LTP area will be given deliverability scores that correspond to the average performance of the constituent LTP areas.)

### **Integration of the three elements of LTP assessment**

337. The outputs of the above assessments will be three separate scores for each LTP area representing the points gained against each element of the assessment. These will then be weighted and added to produce a final score and ranking for the LTP assessment as a whole in 2006. The Department currently anticipates that 50% of the final score will depend on element 1 (plan quality), and will be assessed in 2005 on the basis of provisional LTPs. Around 30% of the final score will depend on element 2 (impact of LTP targets) and around 20% on element 3 (deliverability). These elements will be assessed in 2006.

## Annex D - Timetable and planning guideline illustration

### Timetable for second round of LTPs

Date	Department for Transport Action	Local Authority Action
Dec 2004	<p>Guidance on Local Transport Plans and Accessibility Planning published</p> <p>5-year guideline budgets published based on roll-forward of first round LTP integrated transport block provision.</p>	
July 2005		<p>New provisional LTP with fully worked up strategies and methodologies, but provisional targets and implementation programmes, submitted.</p> <p>Provisional LTPs include framework accessibility strategy.</p>
Autumn 2005	<p>DfT assesses Provisional LTP for Plan Quality, in the way set out by Annex C, and performance in 2004/05.</p> <p>Consultation and development of IT block formula</p>	<p>Authorities further develop accessibility strategy.</p> <p>Authorities start to consider other changes to LTP, in the light of the consultation on the draft formulaic allocations for the integrated transport block.</p>
Late 2005	<p>DfT publishes Plan Quality scores and analysis of 2004/05 performance</p> <p>DfT publishes final allocations for 2006/07, adjusted according to Plan Quality and 2004/05 performance.</p> <p>DfT publishes revised planning guidelines for 2007/08 to 2010/11, reflecting IT block formula and Plan Quality</p>	
Early 2006		<p>Authorities revise provisional targets and/or implementation programme, taking account of revised formulaic planning guidelines and the Plan Quality assessment.</p>
March / April 2006		<p>Authorities submit final LTP, including completed accessibility strategy, and start to implement it.</p>
July 2006		<p>Authorities submit a review of delivery in first LTP period, 2001 to 2006, in place of Annual Progress Report.</p>

Full Guidance on Local Transport Plans: Second Edition

Spring / Summer 2006	DfT assesses LTP targets and 2001-06 delivery performance.	
Autumn 2006	<p>DfT publishes scores for impact of LTP2 targets</p> <p>DfT publishes scores for delivery of LTP1.</p> <p>DfT confirms allocations for 2007/8, and final indicative allocations for 2008/09 to 2010/11, taking account of all elements of LTP assessment.</p>	
July 2007		Submission of first Annual Progress Report, describing implementation of new LTP.

### Planning Guidelines - an illustrative fictional example

In 2000, Newtonshire County Council was given, for the integrated transport block, allocations for 2001/02 and indicative allocations for 2002 to 2006 representing 0.9% of the allocated total. In December 2004 it is therefore given a planning guideline for the second LTP representing 0.9% of total projected DfT allocations to the integrated transport block in each year of the second LTP period:

**Table A - December 2004**

<b>2006/07</b>	£4.75m
<b>2007/08</b>	£4.75m
<b>2008/09</b>	£4.95m
<b>2009/10</b>	£5.20m
<b>2010/11</b>	£5.35m
<b>Total</b>	<b>£25.00m</b>

In developing its provisional LTP, it constructs a provisional and prioritised integrated transport capital programme that would spend £25m in LTP funds, and an additional few millions from non-LTP sources. The provisional LTP submitted in July 2005 contains targets and trajectories that NCC believes are challenging but achievable, given this delivery programme. DfT then starts to assess the provisional LTP for evidence of good quality transport planning.

Soon after July 2005, as better data becomes available, DfT consults on a possible formulaic approach to LTP allocations. It publishes draft revised planning guidelines, based on the formula, with transitional arrangements. NCC's is as follows:

**Table B - 2005 consultation on formula**

<b>2006/07</b>	£4.75m
<b>2007/08</b>	£4.35m
<b>2008/09</b>	£3.95m
<b>2009/10</b>	£3.85m
<b>2010/11</b>	£3.90m
<b>Total</b>	<b>£20.80m</b>

NCC starts to consider revisions to its LTP delivery programme, reflecting these lower allocations - in particular whether there are alternative means of funding lower-priority schemes, or alternative ways to deliver the benefits of those schemes. In late 2005, after DfT consultations are complete, DfT confirms the above approach to formulaic planning guidelines. DfT also publishes the results of two assessments - of annual performance in 2004/05, and of the quality of planning in provisional LTPs. DfT concludes that NCC's provisional LTP, although it has some strong points, is, overall, somewhat

below the average quality standard, but that its performance in delivering its current LTP in 2004/05 was above average.

DfT then top-slices 25% of 'non-excellent' LTP areas' formulaic planning guideline for 2006/07, redistributing it according to these two assessments, so that the greatest proportional benefit goes to authorities performing well in both assessments. It also top-slices 12.5% of 'non-excellent' LTP areas' formulaic planning guidelines for 2007/08 to 2010/11, and redistributes these sums according to the quality of planning in provisional LTPs. It then publishes final planning guidelines in late 2005. The net effect is to reduce NCC's final allocation by 2% in 2006/07, and final planning guidelines by 8% in the remaining years of the second LTP period:

**Table C - late 2005**

<b>2006/07 final allocation</b>	£4.60m
<b>2007/08 (planning guideline)</b>	£4.00m
<b>2008/09 (planning guideline)</b>	£3.63m
<b>2009/10 (planning guideline)</b>	£3.54m
<b>2010/11 (planning guideline)</b>	£3.59m
<b>Total</b>	<b>£19.37m</b>

NCC then finalises its LTP. It accepts that its capital programme will not be as large as originally expected, but also accepts DfT advice, given as part of its plan quality assessment, that its LTP would do relatively little to deliver better transport outcomes through measures that do not depend on capital investment. Its final LTP contains additional demand management measures that it thinks would be most effective locally - more Travel Planning, and a new approach to the provision and price of town centre parking. It decides these measures will make a significant contribution to better outcomes, and therefore decides to leave its key LTP targets unchanged in its final LTP, submitted in March 2006.

DfT subsequently assesses NCC's targets as being likely to deliver relatively better outcomes than those of comparable authorities, and assesses NCC's performance in delivering its first LTP between 2001 and 2006. NCC performs well in both assessments. In late 2006, DfT top-slices the remaining 12.5% from the formulaic element of the 2007/08 to 2010/11 planning guidelines of 'non-excellent' authorities (i.e. the amounts in Table B above) and redistributes them proportionately, on the basis of these final two assessments (the 12.5% based on quality of the plan having already been redistributed in late 2005). NCC therefore gains an additional 10% in each of these years as a result of positive assessments:

**Table D - late 2006**

<b>2006/07 final allocation</b>	£4.60m
<b>2007/08 final allocation £4.002m +10% of £4.35m</b>	£4.44m
<b>2008/09 (indicative allocation) £3.634m +10% of £3.95m</b>	£4.03m
<b>2009/10 (indicative allocation) £3.542m +10% of £3.85m</b>	£3.93m
<b>2010/11 (indicative allocation) £3.588m +10% of £3.90m</b>	£3.98m
<b>Total</b>	<b>£20.97m</b>

NCC finds, in implementing its new LTP, that its additional demand management measures prove highly successful in delivering better outcomes,

and rates of progress against key targets are well above the expected trajectories. This good performance wins a substantial share of the reward funding that DfT ministers decide to make available from 2008/09 onwards. Final actual allocations are as follows:

**Table E - late 2009**

<b>2006/07 final allocation</b>	£4.60m
<b>2007/08 final allocation</b>	£4.44m
<b>2008/09 final allocation (indicative +10% reward)</b>	£4.43m
<b>2009/10 final allocation (indicative +12% reward)</b>	£4.40m
<b>2010/11 final allocation (indicative + 15% reward)</b>	£4.57m
<b>Total</b>	<b>£22.44m</b>