GUIDANCE TO LOCAL TRANSPORT AUTHORITIES - LOCAL TRANSPORT PLAN 2015

MAY 2014
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1 Introduction

1.1 Overview

1.1.1 The Transport Act 2000, as amended by the Transport (Wales) Act 2006, introduced a statutory requirement for local transport authorities to produce a Local Transport Plan (LTP) every five years and to keep it under review.

1.1.2 The purpose of this guidance is to set out the approach the Welsh Government expects local transport authorities to adopt in complying with their duty and the process to be followed to obtain approval from the Welsh Ministers for LTPs.

1.1.3 This guidance streamlines the process local transport authorities need to follow in developing their LTPs. It allows local transport authorities to update schemes or priorities identified in their adopted Regional Transport Plans (RTPs) to accommodate changes since their publication and to address the findings and contents of studies and plans developed since this period.

1.2 The Transport Planning Framework

1.2.1 It is proposed to develop two tiers of transport plans, the National Transport Plan (NTP) and LTPs. These plans must demonstrate how transport will deliver the Programme for Government outcomes with a focus on maximising the benefits from our future transport investments in Wales. The next NTP is expected to commence in April 2015.

1.2.2 Transport has a key enabling role to play in the delivery of the outcomes across the Programme for Government themes as set out in Figure 1.1.

1.2.3 The plans should also be consistent with the Wales Transport Strategy and its outcomes. Figure 1.2 details the Transport Planning Framework.
Figure 1.1: Transport Links to Programme for Government Priority Areas

Figure 1.2: Transport Planning Framework
1.2.4 The transport planning framework requires an integrated approach between national, regional and local priorities. It is important to aim in policy terms, to achieve overall consistency between national and local approaches but at the same time, preserve discretion to reflect local conditions within the overall transport planning framework.

1.2.5 In developing an integrated approach, we need to work together to secure an efficient and effective transport system for Wales: where good connections for national and international markets allow businesses to prosper and where everyone can access the opportunities they need to live healthy and fulfilling lives.

1.2.6 We believe that our focus should be on targeting investment in transport that will:

- Support economic growth and safeguard jobs across Wales, but with a particular focus on the City Regions, Enterprise Zones and local growth zones
- Reduce economic inactivity by delivering safe and affordable access to employment sites across Wales
- Maximise the contribution that effective and affordable transport services can make to tackling poverty and target investment to support improvements in accessibility for the most disadvantaged communities
- Encourage safer, healthier and sustainable travel

1.2.7 The LTPs will be expected to reflect the priority areas detailed in 1.2.6 above.
2 Local Transport Plans – Form and Content

2.1 Plan Period and Coverage

2.1.1 LTPs should be set within the Transport Planning Framework as identified within Section 1.2.

2.1.2 The requirement to produce a local transport plan is not new and local authorities will have significant material available to draw on in preparing their LTP.

2.1.3 In preparing the LTP, the focus should be on updating and refreshing the analysis of issues and priorities for schemes; rather than needing to undertake significant new work.

2.1.4 Local authorities can draw on the relevant sections of the current Regional Transport Plans and consider what has changed. They will also be able to draw on work undertaken for the production of Local Development Plans.

2.1.5 The Active Travel (Wales) Act 2013 requires local authorities to have regard to their integrated network maps for active travel when formulating their local transport plans; these maps will be available for consideration from 2017.

2.1.6 The Plan should describe the key transport issues relevant to the local authority and then set out specific priorities for the local authority to deliver in the five year period 2015 to 2020, and medium and longer term aspirations up to 2030.

2.1.7 The list of specific schemes should be limited to those that are within a local transport authority's remit and should not, for example, include schemes relating to the rail or trunk road network.

2.1.8 Since some transport services cross local authority boundaries, it is a decision for the local transport authority as to whether it is appropriate to develop a joint LTP with another authority or authorities. Welsh Government approval for joint working arrangements is not required. The Welsh Government will put in place measures through the amendment to the Regional Transport Planning (Wales) Order 2006 which will allow joint working arrangements. The Welsh Government will need to be notified of the arrangement and informed on who will be acting as the lead authority.

2.1.9 The LTP should demonstrate the linkages with other local government and public sector service areas such as planning, education and health.
2.2 **Current and Future Trends**

2.2.1 In preparing the LTPs, local authorities may wish to consider current trends and projected future transport demands. Information on current and future transport trends is regularly updated and provided by Welsh Government Statistics and Research, available at:


2.3 **Issues, Opportunities, Outcomes, High Level Interventions and Schemes**

2.3.1 The LTP should identify the transport issues and opportunities within the LTP area, the outcomes sought, the high level interventions required to respond to the issues and opportunities and achieve the outcomes, and the specific schemes proposed to deliver those interventions. The analysis should not be confined to existing issues but also anticipate emerging challenges.

2.3.2 Our analysis of existing strategies, plans and reports has identified common issues and opportunities that are relevant to Wales or parts of Wales and these are described in Annex 1. The LTP should include a confirmation of whether these issues and opportunities are relevant in the LTP area. It should also identify any additional issues and opportunities that are relevant to the locality, in the format as set out in Annex 1, including those that are not within a local transport authority’s remit. Where additional issues / opportunities are identified, these need to be supported by evidence.

2.3.3 The high level Interventions should be set out as per the format in Annex 2. The interventions should be ranked in order of priority and indicate whether the intervention requires action in the plan period – to 2020, in the medium term 2020 to 2025 or in the longer term (up to 2030).

2.3.4 For each of the high level interventions identified, where possible, the LTP should set out the specific schemes proposed to deliver them. These should only include proposals for schemes that are within a local authority’s remit. Schemes identified must be financially sustainable and / or provide good value for money. These schemes should be ranked in order of priority. It is a matter for local authorities to determine their priority schemes.

2.3.5 Where a local transport authority considers an intervention or scheme to have a sub-regional or regional impact, this should be identified in the Plan.
2.4 **Statutory Checks**

2.4.1 LTPs should demonstrate that the local transport authority has undertaken its statutory duties in relation to plan development.

2.5 **Consultation**

2.5.1 The LTP should set out the consultation process undertaken. This must include consultation with neighbouring local authorities. For local authorities who are located within a City Region, the view of the City Region Board on the LTP should be sought and reflected in the Plan before it is submitted to Welsh Government for approval.

2.6 **Monitoring and Evaluation**

2.6.1 The LTP should incorporate an effective and comprehensive monitoring framework. Baseline information to monitor and evaluate the benefits of the investment should be identified.

2.6.2 All transport interventions funded partially or fully through the LTP should be subject to proportionate and appropriate monitoring and evaluation. A monitoring and evaluation plan will be required in the LTP which describes how each intervention and its impacts will be monitored. After the intervention has taken place an evaluation report should be produced which records what was actually delivered and the impact achieved.

2.6.3 Both the monitoring and evaluation plan and the evaluation report should include the following sections:

- **Need:** the identified need that the intervention is intended to address
- **Project description:** a detailed description of the intervention
- **Objectives:** the objectives of the intervention
- **Context:** the general context for the intervention over the evaluation period
- **Inputs:** what resources were used to deliver the intervention
- **Outputs:** details of what was delivered
- **Outcomes:** the intended outcomes from the intervention
• Impact: details of the realised impacts of the scheme, whether they can be measured and if so, how?

• Risks / lessons learnt. In the monitoring report the key risks that might affect the realisation of the proposed benefits, the mitigation of any anticipated adverse impacts and the risks to the recording of the anticipated impacts should be detailed. In the evaluation report this section should contain a reflection on the implementation of the project and present the lessons learnt.

2.6.4 Further information on Monitoring and Evaluation is provided in Annex 3.

2.7 Delivery and Funding

2.7.1 LTPs are local authority plans and the expectation is that the Plans will set out the priority schemes that local authorities intend to invest in. Local authorities will also need to demonstrate that they can meet the revenue consequences of the capital investment.

2.7.2 As well as using their own resources, local authorities are encouraged to be creative in seeking additional funding to support transport spending. This could include private sector financing, European Union funding or securing funding from beneficiaries.

2.7.3 If Welsh Government funding is made available for local authority schemes in future, we would expect any schemes proposed for support to be identified and prioritised in the approved LTP.

2.8 Format of the Plan

2.8.1 Annex 2 provides a template to assist local transport authorities to submit their LTPs in a consistent format.
3 Approval Process

3.1 Welsh Ministers Role

3.1.1 Section 109A, 109B and 109C of the Transport (Wales) Act 2006 requires local transport authorities to submit their LTPs to Welsh Government for approval.

3.2 Assessment of Transport Plans

3.2.1 LTPs will be assessed to ensure that they:

- Include identification of issues, opportunities and interventions
- Provide an updated programme of schemes for the period 2015 – 2020, and which are within the remit of the local transport authority
- Provide medium and longer term aspirations to 2030, which are within the remit of the local transport authority
- Demonstrate the necessary statutory checks have been undertaken, if required
- Demonstrate that consultation has been undertaken with the relevant City Region board, where applicable
- Include a monitoring and evaluation plan
- Have been submitted in the format required, and by the deadline outlined in 3.3

3.3 Timetable

3.3.1 The key dates for preparing, submitting and approving LTPs are set out in table 3.1.
Table 3.1: Local Transport Plan Timeline

<table>
<thead>
<tr>
<th>Main Tasks</th>
<th>Dates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Receive Consultation feedback</td>
<td>End of April 2014</td>
</tr>
<tr>
<td>Publish Local Transport Plan Guidance</td>
<td>May 2014</td>
</tr>
<tr>
<td>Amend Regional Transport Planning (Wales) Order 2006</td>
<td>July 2014</td>
</tr>
<tr>
<td>Submission of Local Transport Plans</td>
<td>End of January 2015</td>
</tr>
<tr>
<td>Approval of Local Transport Plans</td>
<td>End of February 2015</td>
</tr>
<tr>
<td>Publication of Local Transport Plans</td>
<td>End of March 2015</td>
</tr>
</tbody>
</table>
4  Annex 1 – Issues, Opportunities and Outcomes

This table sets out the common themes arising from a review of Regional Transport Plans and Strategies and Task Force Work.

<table>
<thead>
<tr>
<th>Ref</th>
<th>What is the Issue?</th>
<th>What do we want to achieve? (Outcome)</th>
<th>Evidence</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Existing and planned out of centre employment sites may be poorly served by public transport</td>
<td>Improved access to jobs</td>
<td>Bus network maps and timetable information</td>
</tr>
<tr>
<td>2</td>
<td>Lack of evening and weekend bus provision - leads to difficulties in accessing employment opportunities and reliance on private car</td>
<td>Increased take up of active and sustainable travel</td>
<td>Bus timetable information</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Improved access to jobs and services</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Bus access to existing and emerging employment sites requires interchange and multiple operator trips making journeys more complex and less attractive</td>
<td>Improved access to jobs</td>
<td>Bus network information and timetable data</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Easy to use public transport services</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Integrated ticketing</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>People without access to a car may be excluded from accessing some job and leisure opportunities</td>
<td>Bus services that enable communities to access employment / services</td>
<td>Multiple Index of Deprivation</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Maximise potential to use bus and/or rail to access key employment and other sites</td>
<td>Car ownership data</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Improved non car travel opportunities between communities and healthcare sites</td>
<td>Access to health services by public transport often poor</td>
</tr>
<tr>
<td>Ref</td>
<td>What is the Issue?</td>
<td>What do we want to achieve? (Outcome)</td>
<td>Evidence</td>
</tr>
<tr>
<td>-----</td>
<td>----------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>5</td>
<td>Dispersed settlement patterns have implications for accessibility and access to key services, consequently there is a greater dependence on the private car</td>
<td>Improved access to jobs and services by sustainable and active travel.</td>
<td>Census data - population density</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Mode share data</td>
</tr>
<tr>
<td>6</td>
<td>Changes in locations of key services such as health are likely to increase car travel and may isolate some communities</td>
<td>Improved access to jobs and services by sustainable and active travel.</td>
<td>NHS consolidation</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Rail and bus network plans and timetable information</td>
</tr>
<tr>
<td>7</td>
<td>Lack of available affordable transport for some communities. Need to tackle the problems many people encounter in accessing work, education and healthcare</td>
<td>Affordable access to jobs, services and education</td>
<td>Rail and bus network plans, timetable and fare information</td>
</tr>
<tr>
<td>8</td>
<td>A high proportion of commuter trips are less than 5km and could potentially be undertaken by active travel modes.</td>
<td>Improved access by active travel modes</td>
<td>Travel to work data</td>
</tr>
<tr>
<td>9</td>
<td>Declining population can result in withdrawal of local services, reducing access to key services resulting in further depopulation.</td>
<td>Support rural areas by improving access to key services</td>
<td>Population decline in rural areas</td>
</tr>
<tr>
<td>10</td>
<td>Opportunities to increase mode share of public transport and active travel</td>
<td>Increased opportunities to access employment in town centres by public transport and active travel.</td>
<td>Journeys to work in predominantly short focused on main towns</td>
</tr>
<tr>
<td>Ref</td>
<td>What is the Issue?</td>
<td>What do we want to achieve? (Outcome)</td>
<td>Evidence</td>
</tr>
<tr>
<td>-----</td>
<td>----------------------------------------------------------------------------------</td>
<td>------------------------------------------------------------------------------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>11</td>
<td>Increased need to travel and for longer distance to access job opportunities</td>
<td>Good public transport links to employment growth areas</td>
<td>Employment growth areas not aligned with housing growth areas</td>
</tr>
<tr>
<td>12</td>
<td>Increased congestion on strategic road network, increased journey times and reduced journey time reliability for the movement of people and goods</td>
<td>Reduced congestion, greater resilience on strategic road network</td>
<td>High proportion of journeys are made by car</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Reduced congestion, improved journey time reliability, greater network resilience</td>
<td>Strategic highway network is congested</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Improved potential for travel by non car modes for commuting and other purposes</td>
<td>Existing and anticipated high levels of travel across the Wales - England border for commuting, tourism etc.</td>
</tr>
<tr>
<td>13</td>
<td>Provision for freight vehicles inadequate on a number of key strategic highway corridors.</td>
<td>Improved access for freight user groups</td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>Lack of accessible and seamless ticketing hinders encouragement of modal shift and limits travel horizons, particularly for more deprived communities.</td>
<td>Seamless journeys and integrated ticketing</td>
<td>Feedback from user groups</td>
</tr>
</tbody>
</table>
5  **Annex 2 – Format of Local Transport Plan**

<table>
<thead>
<tr>
<th>Local Authority Name(s)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>For Joint Plans Insert Lead Authority Name</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Lead Contact(s)</th>
<th></th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Contact Telephone</th>
<th></th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Contact email</th>
<th></th>
</tr>
</thead>
</table>

1. **Introduction**

1.1 **Plan Coverage and Period**

Provide a brief introduction. Attach an A4 location plan of area covered.

1.2 **Links to Welsh Government Priorities**

Provide information about links to priorities outlined in 1.2.6.

1.3 **Review of Regional Transport Plan and Studies**

Provide an overview of plans and studies reviewed.

1.4 **Review of Policies and Other Plans**

Provide a brief overview of documents reviewed.

2. **Issues, Opportunities and Interventions**

Provide reference number of relevant issues and opportunities identified in Annex 1 and identify interventions, using the format below.

Provide additional issues, opportunities and interventions using the format below.
## Local Transport Plan Guidance

### 3. Plan Period to 2015 - 2020

Provide details of schemes

<table>
<thead>
<tr>
<th>Scheme Name</th>
<th>Local Authority</th>
<th>Description</th>
<th>Source</th>
<th>Priority</th>
<th>Local, Regional or National Significance</th>
<th>Cost</th>
<th>Funding Source(s)</th>
</tr>
</thead>
</table>
4. Medium and Longer Term Aspirations to 2030

Provide details of schemes

3. Statutory Checks

Provide details of screening undertaken and any necessary statutory checks.

4. Consultation

Provide details of who has been consulted (including City Region board if relevant) and summary of feedback.

5. Monitoring and Evaluation

A monitoring and evaluation plan will be required which describes how each intervention and its impacts will be monitored. Further information is provided in Annex 3.
6 Annex 3 – Monitoring and Evaluation

Overview

Before an intervention is started, the monitoring and evaluation plan should be drawn up which describes the need for the project, a detailed project description and the objectives for the intervention. It should also present the context for the intervention, the required inputs, the anticipated outputs, outcomes and impacts. For each of these latter five elements the plan should describe what evidence will be used in the project’s evaluation report.

The monitoring and evaluation plan should also set out the timetable for producing the evaluation report.

Context Information

Information of the context surrounding the intervention should be prepared using available evidence, such as changes in fuel prices, general growth in traffic levels and bus usage in the wider area (see section below). It is recommended that a project diary or log is maintained during the implementation and operation of the intervention. This can be used to record events such as weather events, when changes in car park prices occurred, when a new development opened, which could be expected to affect the realisation of and level of impacts caused by the intervention.

Available evidence

The evidence used to present the context, inputs, outputs, intended outcomes and actual impacts should be based as far as possible on currently available data. The monitoring and evaluation plan should describe how use will be made of relevant data that is already collected and will be available when the evaluation report is written. Possible datasets are shown in the table below.

<table>
<thead>
<tr>
<th>Data set</th>
<th>Data Purpose</th>
<th>Available from…</th>
</tr>
</thead>
<tbody>
<tr>
<td>Automatic traffic counts</td>
<td>Permanent traffic counters; local authority programme of counts</td>
<td>DfT website</td>
</tr>
<tr>
<td>Manual traffic counts</td>
<td>Carried out by DfT for WG</td>
<td>DfT website</td>
</tr>
</tbody>
</table>
### Data set

<table>
<thead>
<tr>
<th>Data set</th>
<th>Data Purpose</th>
<th>Available from…</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bespoke counts</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bus patronage data</td>
<td>Ticket sales data collected by operators</td>
<td>Bus companies</td>
</tr>
<tr>
<td>Rail patronage data</td>
<td>Ticket sales data collected by operators (Lennon)</td>
<td>Train operating companies</td>
</tr>
<tr>
<td>Highway journey time data</td>
<td>Trafficmaster data</td>
<td>Available from Welsh Government</td>
</tr>
<tr>
<td>Accident data</td>
<td>Stats 19</td>
<td>Available from Welsh Government</td>
</tr>
<tr>
<td>Queue lengths</td>
<td>From surveys or fixed traffic cameras</td>
<td></td>
</tr>
<tr>
<td>Changes in accessibility</td>
<td>Assessed using TRAAC software</td>
<td>Available from Welsh Government</td>
</tr>
</tbody>
</table>

### Bespoke Evidence

The monitoring plan will detail where data will be collected specifically in order to evaluate the proposed intervention. This may include surveys such as focus groups with users and non-users of the intervention and qualitative surveys. Where a significant sum of money is proposed for surveys, either in absolute terms or as a proportion of the total cost of the intervention, then a detailed description of the proposed survey and a justification of the need for the surveys should be presented in the monitoring plan.

Count data is often the main source of evidence collected specifically to evaluate a particular transport intervention. If ‘before’ and ‘after’ counts are to be used to provide
evidence for a change, the dates for collection of the count data should be given in the monitoring plan. The counts should be held at the same time of year and on the same days of the week in the before and after surveys. When the counts are undertaken details should be recorded of any circumstances which could have affected the count such as weather conditions and local roadworks.

The level of use of any part of the transport system is subject to daily variation and evidence should be provided on the degree of daily variation generally found in the area. This information can be obtained from automatic traffic counters, public transport operator data and automatic cycle counters. As there is daily variation in count data, counts collected for evaluating a transport intervention should be based, if possible, on multiple observations. It may therefore be desirable, for example, to count the number of bus users on a route for the same time each day (say 8am to 11am) on multiple days rather than to carry out a single 12 hour count. The intention is to detect a change as robustly as is feasible commensurate with the principles of proportionate and appropriate evaluation.

Evaluation Report

Following the completion of an intervention an evaluation report should be produced. This document should cover the items mentioned in section X above and present the evidence on the impacts of the scheme. Beneficial and adverse impacts should be recorded. The report should include any impacts that were not anticipated when the monitoring and evaluation plan was written but were observed during the monitoring of the intervention.

Example

The following section presents an example of the context, inputs, outputs, outcomes and impact of a new bus lane.

Context: change in bus passenger numbers along other corridors in the area, with and without a bus lane (if this information is available from the bus operators). Changes in bus fares, fuel prices and town centre car park charges)

Inputs: cost of delivering the bus lanes e.g. labour and equipment.

Outputs: location of bus lane, length of bus lane.

Outcomes: reduce bus journey times, no impact on car journey times, modal shift to buses so increase in percentage of trips along the corridor made by bus.

Impact: change in vehicle journey times along the corridor, change in vehicle times, change in bus passenger numbers by time of day, change in bus journey times and reliability.