



**HIGHWAYS AND TRANSPORT OVERVIEW AND SCRUTINY**  
**COMMITTEE: 5 SEPTEMBER 2024**

**DEVELOPMENT OF THE LOCAL TRANSPORT PLAN (LTP4) 2026-2040**

**REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT**

**Purpose of the Report**

1. The purpose of this report is to provide the Committee with an update on the progress of the new Local Transport Plan (LTP4) 2026-2040, and to seek comments on the LTP4 Core Document and the approach to the development of the full LTP4, prior to consideration by the Cabinet in November 2024.
2. The LTP4 Core Document is attached as Appendix A to this report. This sets out the vision, key themes and core policies which will underpin the LTP4, the strategic case and narrative for funding as well as the Council's expectations relating to transport infrastructure which is maintained and managed by others.

**Policy Framework and Previous Decisions**

3. In 2011, the County Council approved its third Local Transport Plan (LTP3) that set out the vision for transport in the County with a framework for the management and development of the transport system across the County up to 2026.
4. The LTP3 set out six strategic transport goals:
  - Goal 1 - A transport system that supports a prosperous economy and provides successfully for population growth.
  - Goal 2 - An efficient, resilient, and sustainable transport system that is well managed and maintained.
  - Goal 3 - A transport system that helps to reduce the carbon footprint of Leicestershire.
  - Goal 4 - An accessible and integrated transport system that helps promote equality of opportunity for all our residents.
  - Goal 5 - A transport system that improves the safety, health and security of our residents.
  - Goal 6 - A transport system that helps to improve the quality of life for our residents and makes Leicestershire a more attractive place to live, work and visit.
5. In May 2022, the County Council approved its Strategic Plan (2022–2026). This has been used to inform the development of the LTP4 Core Document, and it has been ensured that the vision and main themes align with all five strategic priorities. It is

acknowledged that the current Strategic Plan is being refreshed, and it will be ensured that the LTP4 accords with the latest version.

6. In addition, the development of the LTP4 Core Document has considered the following Council strategies:
  - a) Our Communities Approach 2022-2026;
  - b) Leicestershire Joint Health and Wellbeing Strategy 2022–2032;
  - c) Environment Strategy 2018–2030;
  - d) Net Zero Leicestershire Strategy 2023–2045;
  - e) Leicester and Leicestershire 2050: Our Vision for Growth; and
  - f) Leicester and Leicestershire Economic Growth Strategy 2021–2030.

## **Background**

7. The Leicestershire transport network has a key role in enabling movement across the County, regionally and also nationally, to enable local communities to achieve their ambitions through access to key services and employment opportunities. The transport network is also important to support and deliver economic growth and prosperity by providing access to key markets locally, regionally, nationally, and globally.
8. However, the demands placed upon Leicestershire’s transport infrastructure are changing rapidly and investment is needed to enable the transport network to adapt to climate change, promote active and healthy living and aid the delivery of new jobs and housing across the County. In addition, significant changes to travel behaviour have been noticed alongside observing the impact of new technology and innovation, which is changing the way that transport networks across the County are utilised.
9. The Covid-19 pandemic, lockdowns, and post-pandemic recovery has also led to significant changes in travel behaviour and demands on the transport network. Greater levels of home working have produced changes to travel behaviour and patterns. However, this has resulted in communities needing access to reliable high-speed digital infrastructure, not only within their homes but also in the wider community, as organisations and businesses adopt hybrid working practices.
10. Transport networks are experiencing greater movement in freight and logistics, due to the increased demand in online shopping, which has resulted in a higher demand for the movement of goods, therefore, increasing Heavy Goods Vehicle and Large Goods Vehicle movements across the transport networks. Leicestershire is located in the heart of the freight and logistics triangle, with East Midlands Airport acting as a core international gateway for the movement of goods and services globally.
11. In addition, there is a greater awareness about the impact that transport choice has upon the environment, which has led to higher demand or alternative low-carbon forms of travel including cycling and demand for electric vehicle charging provision. The travel choices people make not only affect their own health, but also the wider wellbeing of communities (vehicle emissions, for example, can have a significant impact on respiratory illnesses).
12. An ageing population is an additional challenge due to the differing needs of older people and their greater reliance on public transport. The challenges to providing

such services, particularly in a rural county, can lead to isolation and restrict access to key facilities and services that people rely on. Public transport also sees a greater demand from younger generations for access to education and employment as they may not be able, or chose not to drive or are unable to afford to maintain and run a motorised vehicle. In addition, younger people tend to have a greater awareness of and concern around impact on the environment.

13. With such challenges, it is the right time to prepare a new LTP that will enable the Council to tackle these challenges in a proactive and flexible manner and re-set the direction for transport policy and strategy across Leicestershire.
14. On 4 July 2024, following a general election, a new Labour Government was elected and the Council is aware that its core priorities include delivering homes, improved transport services and new infrastructure to drive economic growth. There is also a focus on health and an acknowledgement that the health and wellbeing of communities is important as well as the need to safeguard the environment and move forward with net zero. The new LTP has already incorporated these key themes within the LTP4 Core Document.

#### What is the Local Transport Plan?

15. The LTP is a statutory requirement of the Local Transport Act 2008, to be produced by local transport authorities and the key mechanism for delivering integrated transport at a local level. It helps to promote transport as an enabler to deliver on economic, environment and social objectives by planning for infrastructure and initiatives to help people and goods travel around.
16. The LTP3, which was approved in 2011 and will end in 2026, no longer accords with much of national planning, transport, and environmental policy. It also has a limited focus on health and wellbeing and the potential benefits that active travel can provide for communities.
17. An updated LTP4 will enable the Council to deliver transport solutions to benefit local communities, visitors, and businesses through the County. These will aim to:
  - a) Meet the current and future needs of all users in a coordinated manner and enable travel choices.
  - b) Benefit all transport users including car drivers, freight traffic, those who use public transport and those walking, wheeling, and cycling.
  - c) Provide wider public health, economic and environmental benefits for local communities.
  - d) Provide the best value for money to the taxpayers.
18. The LTP4 will also provide the strategic case and narrative to support the development and implementation of the programme for various funding streams announced by the Department for Transport (DfT).

## Development of LTP4

19. Development of the new LTP began in late 2021, when the DfT advised that it would be issuing guidance on the preparation of the next generation of LTPs. However, this long-awaited guidance has not been forthcoming.
20. Whilst there is no specific guidance for the development of the new LTP, the following national policies have been identified which have supported the direction for the development of the LTP:
  - a) Build Back Better: our plan for growth, HM Treasury (2021);
  - b) Transport Decarbonisation Plan, Department for Transport (2021);
  - c) Gear Change: A bold vision for cycling and walking, Department for Transport (2020);
  - d) Future mobility: Urban Strategy, Department for Transport (2019);
  - e) Bus Back Better: National Bus Strategy for England, Department for Transport (2021);
  - f) Great British Railways: The Williams-Shapps Plan for Rail, Department for Transport (2021);
  - g) Plan for Drivers, Department for Transport (2024);
  - h) Government Environment Plan, Department for Environment, Food & Rural Affairs (2018);
  - i) Net Zero Strategy: Build Back Greener, Department for Energy Security and NetZero and Department for Business, Energy and Industrial Strategy (2021); and
  - j) National Planning Policy Framework, Department for Levelling Up, Housing and Communities (2023).
21. An LTP conference was held in November 2023, which was led by the Council. Attendees included Council officers and key stakeholders, such as representatives from local authorities, National Highways and Network Rail. The main themes which emerged from the conference were to make the future LTP engaging and focused on communities. Key areas of focus for the LTP4 were identified as:
  - a) Health,
  - b) Carbon reduction,
  - c) Enabling growth,
  - d) Minimising future levels of damage to the Council's highway assets,
  - e) Influencing behaviour change.
22. Since the conference, several internal workstreams (involving Council officers and specialist stakeholders, such as Public Health, Environment and Communities teams), have been supporting the development of the LTP4. These workstreams are:
  - a) Health and Carbon Reduction,
  - b) Communities, Communication and Engagement,
  - c) Spatial Planning and Growth,
  - d) Data and Evidence,
  - e) Environment, Transport and Infrastructure,
  - f) Innovation.

23. In addition, there is the Regional Transport Policy workstream which is attended by external stakeholder and partners, such as Midlands Connect, National Highways and neighbouring local transport authorities.
24. A key outcome of the workstreams has been the agreement to develop the LTP4 in three phases, to be undertaken concurrently:
- a) **Phase One (up to 2030); in development between December 2023 – September 2024** – comprises the LTP4 Core Document, which will identify the key challenges faced across the County in terms of transport, the strategic vision, the core themes and policies and how these will be implemented. The LTP4 Core Document will provide the strategic case and narrative to aid the development and implementation of future transport investment aimed at delivering transport solutions across the County.
  - b) **Phase Two (up to 2040); in development between Summer 2024 – Spring 2026** – will be the development of the full LTP4 which will be in the form of a series of focused strategies, including freight and logistics and aviation, a County Strategic Transport Investment Plan, locally focused Multi-Modal Area Investment Plans and supporting documents which will set out the transport solutions that are proposed and the programme for delivery and implementation. The Multi Modal Area Investment Plans will be developed together with communities and partners to identify the local transport solutions which meet their requirements and geographical needs, as well as supporting the development of Local Plans to enable the delivery of new homes and employment opportunities across the County.
  - c) **Phase Three (up to 2050); in development between Summer 2024 – Winter 2026** – will set out the monitoring and review processes and progress based on the LTP to identify success or where greater focus is required. It will also set the Council’s approach to a post-2050 vision for the future and ‘horizon scanning’ to ensure that the Council is proactive and can adapt the LTP and transport solutions to accommodate travel behaviour change, innovation and changes to national policy and guidance.
25. The LTP4 will focus on Leicestershire, however, in both development and delivery, work will be undertaken with key partners, including Leicester City Council, Lincolnshire County Council, Nottinghamshire County Council, Derbyshire County Council, Rutland Council, and Warwickshire County Council, as well as stakeholders including National Highways and Network Rail.

#### LTP4 Core Document

26. As stated above, Phase One (2030) comprises development of the Core Document. This sets out the vision, key themes, and core policies which will underpin the LTP4 and its supporting strategies.
27. The Core Document will also set the strategic case and narrative for funding streams and associated delivery programmes. The document also sets the direction and agenda for Council expectations relating to transport infrastructure which is

maintained and managed by other authorities and stakeholders and how collaboration should be undertaken.

28. The strategic vision for transport across the County is:

‘Delivering a safe and connected transport network which is resilient and well-maintained to support the ambitions and health of our communities, deliver economic prosperity whilst safeguarding our environment’.

29. Alongside the vision, five core themes and six core policies have been identified:

a) The five core themes:

- i. Enabling health and wellbeing,
- ii. Protecting our environment,
- iii. Delivering economic growth,
- iv. Enhancing our transport network’s resilience,
- v. Embracing innovation.

b) The six core policies:

- i. **Core Policy 1: Delivering the Vision** - Ensure that all our transport solutions align with the themes to deliver our vision for transport with regard to government policy for the benefit of our communities.
- ii. **Core Policy 2: Managing Demand** - Delivering a safe, accessible, connected and resilient transport network that is well managed and enables communities to access jobs education and services. The network will also enable efficient movement and delivery of goods to support the local, regional and international markets.
- iii. **Core Policy 3: Enabling Travel Choice** - Enabling travel choice in all of our communities that reflects their unique needs which ensures their safety whilst promoting health & wellbeing and protecting the environment.
- iv. **Core Policy 4: Delivering Solutions** - Work collaboratively to identify and develop transport related solutions which provide good value for money and enable travel choice, improve our transport network users' experiences, and benefit the environment and the health and wellbeing of our communities.
- v. **Core Policy 5: Embracing Innovation** - Embrace innovation and collaboration, which enables us to decarbonise transport and adapt to climate change to ensure a resilient transport network, whilst benefiting the environment and promoting the health & wellbeing of our communities.
- vi. **Core Policy 6: Evaluating Progress** - Utilise data, monitoring and evaluation of our transport solutions to enable evidence-based programmes, provide a flexible approach to policy development, technology, and innovation to address changes and challenges which impact our communities.

30. The LTP4 Core Document (Appendix A) will set out how these will be implemented and monitored.

### **Consultation**

31. Following the Cabinet's approval, a six-week public consultation exercise is being undertaken between 12 August and 23 September 2024. The Committee's comments are being sought as part of this consultation. The consultation involves the proposed programme for the development of the LTP4 in three phases and the draft LTP4 Core Document. It will take the form of an online survey available via the Council's website (with alternative formats available on request).
32. The consultation is open to all residents, businesses, organisations, and key stakeholders. To aid this, a process of stakeholder mapping has already been undertaken and there will also be engagement with these groups through existing meetings and communication channels.
33. Part of the consultation activity is a programme focussed on engaging with local and regional partners, including National Highways, Network Rail, Midlands Connect and neighbouring local authorities as well as local communities seeking their views on the proposed plan for developing the LTP4.
34. The outcome from the consultation will inform the further update of the draft LTP4 Core Document and will be presented alongside the finalised LTP4 Core Document to the Cabinet in November 2024.
35. To support the public consultation, a Communications Strategy has been developed and is attached as Appendix B.

### **Resource Implications**

36. The LTP4 has been and will continue to be developed as much as possible by the in-house team. In March 2022, the DfT provided the Council with a grant of £178,000 and this will be utilised to enabling assessments such as the Strategic Environmental Assessments (SEA) to be undertaken and the ongoing monitoring and assessment of the LTP4 during its implementation. In addition to this, the Department will support the delivery through the Environment and Transport budget of £125,000.
37. The LTP4 will be a key document in the development of Council transport programmes including for the allocation of future transport funding streams. The LTP4 will set the strategic case and narrative on which funding submissions and the implementation of transport solutions will be made and fulfilled.
38. To aid the development of the LTP4, and given the cross-cutting nature of transport, there has been ongoing work on its contribution to wider objectives including health, environment, and economic growth. Key Council officers and specialist stakeholders have been involved in several internal and external workstreams to support the development of the LTP4. Whilst there are no direct resource implications, it should be acknowledged that the development of the LTP4 involves staff from across the Council to aid its progress and should shape future investment decisions for the transport network.

39. The Director of Corporate Resources and Director of Law and Governance have been consulted on the content of this report.

### **Timetable for Decisions**

40. A six-week public consultation is taking place from 12 August until 23 September 2024. The outcome of the consultation and the finalised LTP4 Core Document will then be presented to the Cabinet on 22 November 2024.
41. The Committee's comments will be reported to the Cabinet in November 2024, when it considers the outcome of the consultation, the LTP4 development phasing and the draft LTP4 Core Document.

### **Background Papers**

Local Transport Plan (LTP3) Strategy 2011 – 2026 -

<https://www.leicestershire.gov.uk/roads-and-travel/road-maintenance/local-transport-plan>

Our Communities Approach 2022 – 2026 -

<https://www.leicestershire.gov.uk/sites/default/files/field/pdf/2021/12/9/easy-read-communities-approach-2022-26.pdf>

Leicestershire Joint Health and Wellbeing Strategy 2022 – 2032 -

<https://www.leicestershire.gov.uk/health-and-wellbeing/leicestershire-health-and-wellbeing-board/joint-health-and-wellbeing-strategy>

Environment Strategy 2018 – 2030 -

<https://www.leicestershire.gov.uk/sites/default/files/field/pdf/2020/7/13/Environment-Strategy-2018-2030-delivering-a-better-future.pdf>

Net Zero Leicestershire Strategy 2023 – 2045 -

<https://www.leicestershire.gov.uk/environment-and-planning/net-zero/net-zero-leicestershire-strategy-action-plan-and-reports>

Leicester and Leicestershire 2050: Our Vision for Growth -

<https://www.llstrategicgrowthplan.org.uk/wp-content/uploads/2019/01/Final-LL-SGP-December-2018-1.pdf>

Leicester and Leicestershire Economic Growth Strategy 2021 – 2030 -

<https://llep.org.uk/app/uploads/2021/12/LLEP-Economic-Growth-Strategy.pdf>

### **Circulation under the Local Issues Alert Procedure**

42. This report will be circulated to all members.

### **Equality Implications**

43. An Equality and Human Rights Impact Assessment screening was undertaken in 2021 at the inception stage of the project, which identified a neutral impact. The assessment has been used to help to:

- a) Steer the Council's approach.



- b) Identify the range of engagement required at different stages of the LTP4 development.
- c) Continue to review and update the equalities assessment as further evidence becomes available, including new consultations and engagement.

44. An Equality Impact Assessment will be undertaken as part of the LTP4 Phase Two development.

### **Human Rights Implications**

45. An Equality and Human Rights Impact Assessment was undertaken in 2021 at the inception stage of the project, which identified a neutral impact.

46. Where appropriate, human rights implications will be assessed during the LTP4 Phase Two development.

### **Health Implications**

47. In agreement with Public Health, a high-level health impact assessment has been undertaken in April 2024 on the LTP4 development and the Core Document.

48. The outcome of the high-level health impact assessment is positive. The assessment notes that the vision, core policies and objectives, set out in the LTP4 Core Document will support and enable health and wellbeing in local communities. It also recognises the role that the transport network has in achieving this goal.

49. There are some comments and recommendations which the assessment has highlighted; these will be considered through the consultation period.

50. A full health impact assessment will be undertaken during Phase Two of the LTP4 development, where the policies, strategies, and implementation proposals will have a greater impact on the health and wellbeing of Leicestershire residents and communities.

### **Environmental Implications**

51. A high-level SEA has been undertaken in April 2024 on the LTP4 development and the Core Document.

52. The outcome of the SEA is positive, noting that the LTP4 Core Document will provide benefits to the environment through the delivery of its vision, core policies and objectives. There are also recommendations provided in the report which will be considered during the consultation period.

53. A SEA will be undertaken during Phase Two of the LTP4 development, where the policies, strategies, and implementation proposals will have greater impact on the environment, Leicestershire residents and communities.

54. A copy of the high-level SEA is attached as Appendix C.

### **Partnership Working and Associated Issues**

55. Partnership working is a key element for the development of the LTP4 as the transport network across the County includes infrastructure that is managed and maintained by others, including the Strategic Road Network by National Highways and the rail infrastructure by Network Rail.
56. The Council is also actively seeking engagement from the DfT, Active Travel England, Midlands Connect, neighbouring local transport authorities and district councils.
57. More detail regarding partnership working can be found at paragraphs 21-23 of this report.

### **Risk Assessment**

58. As part of the project programme, a regular risk register is maintained and presented to programme board. The key risks at present are focused on timescales to ensure that the LTP4 Core Document is finalised and adopted in November 2024 to provide the strategic case and support the Local Transport Fund programme required ahead of its submission to the DfT in December 2024.

### **Appendices**

Appendix A – A Local Transport Plan for Leicestershire - Core Document 2026-2040  
Appendix B – Communication Strategy Local Transport Plan (LTP4)  
Appendix C – Leicestershire County Council Local Transport Plan 4 Core Document  
Strategic Environmental Assessment Environmental Report Non-Technical Summary

### **Officers to Contact**

Ann Carruthers  
Director, Environment and Transport  
Tel: (0116) 305 7000  
Email: [Ann.Carruthers@leics.gov.uk](mailto:Ann.Carruthers@leics.gov.uk)

Janna Walker  
Assistant Director, Development and Growth  
Tel: (0116) 305 0785  
Email: [Janna.Walker@leics.gov.uk](mailto:Janna.Walker@leics.gov.uk)