



# A Local Transport Plan for Leicestershire

Enabling Travel Choice Strategy (ETCS)



Draft for Consultation

## Document Control

Control Details	
<b>Document Location</b>	Transport Strategy and Policy (TSaP) Department of Environment and Transport Leicestershire County Council
<b>Document Owner</b>	Head of Service (HoS) and TSaP Team Manager

Document Amendment Record				
Date	Version	Reviewer	Approved By	Next Review Date
-	V1	Not issued - prepared only as a stepping stone towards a first working draft.	N/A	N/A
-	V2	Not issued - prepared only as a further stepping stone towards a first working draft.	N/A	N/A
3 October 2025	V3	First working draft issued to TSaP colleagues for review and comment.	Strategic Transport Planning Lead	N/A
17 October 2025	V3	First working draft issued to HoS and Assistant Director for review.	Strategic Transport Planning Lead	N/A
2 February 2026	V4	Working draft issued for design purposes and proof reading review.	Strategic Transport Planning Lead	N/A
5 March 2026	V5	Finalised draft issued for approval by the County Council's Cabinet for the purposes of consultation.	Strategic Transport Planning Lead	N/A

# Overall Introduction

As human beings, we are not individuals living separately. We are social creatures and require interaction with our surroundings; travel facilitates that. Additionally, we depend on a vast and intricate eco-system that supports our everyday lives, such as providing food and beverages in stores; having teachers present in schools to educate our children; ensuring that emergency services reach us when needed; and receiving our online purchases as expected. Although there are numerous complex processes that allow this eco-system to operate, at its core, transport and travel make it all possible.

So, whether we all realise it or not, highways and transport networks are vital to our everyday lives. But, this can be a double-edged sword, because poor functioning networks can have adverse impacts, for example, to peoples' health and safety; causing environmental damage; and be disruptive to the operation of businesses and to the movement of goods and materials.

Through our Enabling Travel Choice Strategy, giving people opportunities to make different choices of travel can have health and environmental benefits. Where it helps to reduce traffic congestion it can also bring economic benefits through reduced delays and interruptions to the movement of materials and goods. It is also vital to achieving the delivery of sustainable development in accordance with the National Planning Policy Framework and to the delivery of the Core Themes of our Local Transport Plan (LTP4).

This strategy also responds to the National Planning Policy Framework vision-led requirement. We support a 'vision-led' approach, but it must be well thought-through and justified in practical terms. So, we intend this strategy to help to provide clarity about what a vision-led approach means to us and how we will expect it to be achieved in practice as new developments, such as new homes or places of work, are planned for and delivered across Leicestershire.

But, whilst important, those are not the primary purposes of this strategy. Rather, as per the vision for the national Integrated Transport Strategy (INTS), which will:

- 'put people who use transport and their needs at its heart; and
- empower local leaders to deliver integrated transport solutions that meet the needs of their local communities'

at the heart of the ETCS is how we can help to enable our communities, current and future, to have improved access to the societal and economic services and facilities that they might need to use as part of their daily lives. Services and facilities such as workplaces, schools, higher-education, healthcare, shops, leisure opportunities, etc. Likewise, how can we help businesses to thrive and be successful through enabling access to the labour pool of skills that they require.

In some cases, enabling improved access might be about transport provision - such as an improved or new footway or cycleway to promote sustainable travel or increasing the capacity of a junction or providing a new passenger transport service. In other cases, it might be about bringing a service or facility closer to a community which means people now have a choice to walk to the surgery rather than simply just to drive to one much further away.

As the Local Transport Authority for Leicestershire, there are things that we can do to enable travel choices for our existing communities and businesses. But, for future new communities and businesses we are far more reliant on the actions of others, including Local Planning Authorities - who prepare Local Plans and determine planning applications - and developers, such as house builders. It is therefore important that we work with them collaboratively to seek to deliver quality places, where occupiers have a real choice of means of travel to access services and facilities they might need to use as part of their daily lives.

# The Structure of this Strategy

To help readers to understand the content of this document, the remainder of it is structured as follows:

<b>Our Local Transport Plan (LTP4)</b>	Explains what our LTP4 is and how it is structured.
<b>What is the ETCS?</b>	Sets out how the ETCS fits in with our other strategies, plans and guides and provides an overview of what it does and does not cover.
<b>The Key Principles Underpinning the ETCS</b>	Sets out the key 'golden threads' that run through the ETCS.
<b>Overarching Policies</b>	Sets out policies that are common to the areas of work covered by the ETCS, and the justification for them.
<b>Our Approach to Enabling Travel Choice for Existing Communities and Places</b>	Sets out the policy framework that will guide our work with existing communities, and the justification for them.
<b>Our Approach to Enabling Travel Choice for New Communities and Places</b>	Sets out the policy framework that will guide our work with Local Planning Authorities and developers (such as house builders), and the justification for them.
<b>Defining and Understanding 'Successful' Strategy Delivery - Achieving 'Results'</b>	Explains how we will understand the benefits that the ETCS is achieving.

# Our Local Transport Plan (LTP4)

## Section Introduction

The ETCS forms part of the full Local Transport Plan for Leicestershire 2025-2040, which was approved by the [County Council in July 2025](#).

## What is an LTP?

The LTP is a requirement of the Local Transport Act 2008, and the key mechanism for delivering integrated transport at a local level. It helps to promote transport as an enabler to address existing and future challenges, explains how transport impacts local communities and puts in place plans for infrastructure, initiatives and solutions to help people and goods travel around.

Core Document

Focused Strategies

Multi Modal Area  
Investment Plans

County  
Strategic Transport  
Investment Plan

Monitoring our Success

## The Structure of our LTP4

LTP4 consists of a series of documents that are identified below:

**LTP4 Core Document:** The [Core Document](#) sets out the context in which our LTP4 is being developed and the challenges that it will seek to address. It sets out a strategic vision for transport across Leicestershire. It identifies the core themes, core policies and how these will be implemented. It provides an action plan for the development, implementation and review of focused strategies, Multi Modal Area Investment Plans, County Strategic Transport Investment Plan and provides detail on how the Local Transport Plan will be monitored.

Reflective of the INTS vision, our LTP4's core themes recognise that transport is an enabler of peoples' everyday lives:

- Enabling health and wellbeing
- Protecting the environment
- Delivering economic growth
- Enhancing our transport networks resilience
- Embracing Innovation

**Focused Strategies:** A series of focused strategies, of which the ETCS is one, will be developed to identify and tackle specific challenges and matters related to the transport network.

**County Strategic Transport Investment Plan:** This document will set out the strategic transport investment needs across the county to support the delivery of strategic development sites. As well as identifying needs for investment and capacity enhancement on the Strategic Road Network (SRN) and the rail network building on the Leicester and Leicestershire Strategic Priorities published in November 2020. This will also set out how we continue to support East Midlands Airport and the East Midlands Freeport.

**Multi Modal Area Investment Plans:** These will be focused on the local level and set out strategies and investment plans for integrated transport solutions to meet the needs and requirements of our communities. We will also work in partnership with neighbouring authorities where there are cross-boundary transport matters which can be addressed through the development and implementation of the Multi Modal Area Investment Plans.

**Monitoring our Success:** This will set out the core Key Performance Indicators (KPIs) and Performance Indicators (PIs) which will be used to assess the success of LTP4 and how these will be reported upon.



# What is the ETCS?

## What is its Purpose?

The ETCS covers all of Leicestershire and its purpose is to set out in greater detail (than the LTP4 Core Document ) how the LTA will seek to enable people living and working in existing and new communities and places to make informed travel choices. And the key word is choices, because the purpose of the ETCS is not to force people to change their behaviours, rather to seek to enable those living and working in existing and future places to have genuine travel choice options.

## How does the ETCS fit in with our other Strategies, Plans and Guides?

We have a wide range of plans, policies, and strategies pertaining to various forms of transportation, such as driving, including our Network Management Policy, Strategy, and Plan; walking and cycling, including our Cycling and Walking Strategy; and passenger transport including our Passenger Transport Policy and Strategy. We call these 'topic specific,' and you can find our entire set of topic-specific plans, strategies, and policies [here](#).

**Enabling Travel Choice Strategy**  
Embraces consideration of all modes (means) of travel

Range of topic specific Policies, Plans and Strategies

Many of those policies, plans and strategies set out our approach to providing for specific, different modes of transport. However, the ETCS sits over these and drives an all embracing (integrated) approach to considering transport provision. In doing this, we recognise that Leicestershire is a mixture of differing places, including rural areas, villages, towns and places that adjoin the City of Leicester; therefore it is not possible to impose a one size fits all approach across the County. Rather through the ETCS we will seek to identify realistic transport solutions, that is to prioritise those that enable travel choices that are most relevant to meeting the identified needs of our communities and businesses, existing and future, as they differ by place across Leicestershire. In some cases, the most realistic (and perhaps the only genuine) choice will be travel by car; we recognise this and through the ETCS (and other relevant policies, strategies and plans) we will continue to seek to make travel by car as safe, time reliable and delay free as is reasonably practicable, and to support people to switch to electric vehicles in line with national Government policy.

The ETCS should also be read in conjunction with the [Leicestershire Highways Design Guide \(LHDG\)](#), which deals with highways and transportation infrastructure for new developments in areas for which Leicestershire County Council is the highway authority. The LHDG sets out highway design standards for new development and also requirements for assessment of the transport impacts of proposed developments. The ETCS contains policies that build on the LHDG and in some cases further defines requirements that developers will be expected to follow in preparing their development proposals and in delivering them on the ground.

## What areas of our work does the ETCS cover?

In summary, the ETCS essentially covers two key areas:

- **How we will understand the transport needs of existing communities and businesses:** We will work with existing communities to understand them and any travel barriers that they face in seeking to access the services and facilities that they need as part of their daily lives, and to seek to enable them to have realistic choices about how they choose to travel to those services and facilities. This will not just be about understanding transport issues; it will include wider matters such as health, inequalities, levels of deprivation and educational achievement.
- **How we will seek to ensure that occupiers of new places will have travel choices:** We expect to work with Local Planning Authorities (district councils), who are responsible for preparing Local Plans and for considering planning applications, and with developers (such as house builders) to deliver new places that provide new services and facilities and/or are well connected by a realistic and genuine choice of transport to services and facilities in the ‘surrounding world’. The ETCS marks a move away from simply assessing a proposed Local Plan’s or a proposed development’s peak hour traffic impacts to a more holistic ‘vision led’ approach based around understanding existing and future communities access to services and facilities needs and then identifying and delivering transport solutions that are of an appropriate, suitable and safe standard.

So that our communities, Local Planning Authorities and developers have an open and transparent understanding of how we will work the ETCS contains a number of policies. Those policies do not seek to impose a ‘one size fits all’ approach across Leicestershire; each existing community and business are different, and whilst we have a lot of evidence and knowledge, we don’t know everything. Equally it is important to ensure that the ‘vision-led approach’ to the delivery of new development is applied in the context of the varying nature of locations across the County.

Neither does the ETCS set out specific scheme proposals; in many cases, transport solutions that we will be responsible for delivering will be developed through our Multi Modal Area Investment Plans and (subject to funding) delivered via our highways and transport capital programme and work programme approved by the County Council’s Cabinet each year. However, there could be exceptions where we will work with a community to pilot a new or innovative solution to meeting its access to services and facilities needs.

## What Means (Modes) of Travel does the ETCS Cover?

Leicestershire is a mixture of differing places, including rural areas, villages, towns and places that adjoin the City of Leicester. It is therefore not possible to impose a one size fits all approach to enabling travel choice across the County; rather through the ETCS the LTA will seek to identify realistic transport solutions, that is to prioritise those modes of travel that enable travel choices that are most relevant to meeting the identified needs of communities and places, existing and future, as they differ across Leicestershire.

## What types of transport solutions does the ETCS cover?

The ETCS covers not just building new or improving existing infrastructure (what are known as capital funded solutions) to enable travel choice but also measures that help to educate and promote travel choice opportunities (what are known as revenue funded solutions).

# Key Principles Underpinning the ETCS

The ETCS is one of the most important of our LTP4 Focused Strategies. We have prepared it to be ambitious, as it goes to the heart of seeking to provide for meeting the needs of existing and future Leicestershire communities and businesses. In doing so, its development has been informed by the following key principles, which form the golden threads running through it:

- **We don't know everything or always know best.** It is important for us to ensure that we establish greater knowledge and understanding of our communities and businesses (places), present and future. This is not just in respect of travel, but wider factors such as health, social deprivation educational attainment and inequalities.
- **We need to be clear about how we will apply broad national policy and regulations to the unique place that is Leicestershire.** We have set out in practical terms how we can best work within national policy framework to enable travel choice for existing and future communities and businesses. It is important that those involved in planning for meeting the future needs of the area's growing population and those involved in building new homes and places of work to meet those needs have a clear understanding of this, particularly in respect of the 'vision led' approach and the Integrated National Transport Strategy.

- **We are not anti-car.** The ETCS is not a sustainable or active travel strategy, although these are modes of travel that we actively support and promote. Rather, it is about seeking to identify and prioritise as necessary the means of travel that are most relevant and realistic to a particular place, although these are modes of travel that we actively support and promote. One size does not fit all.

- **The ETCS needs to support the delivery of our LTP4 Core Document (CD):** The CD sets out an overall vision and provides a framework of core themes and policies. Focused Strategies, such as this ETCS, provide greater detail about the work we will be doing in certain areas, such as to enable travel choice.

- **We need to manage and be realistic about expectations.** We want the ETCS to make a genuine difference for existing and future communities and businesses. However, it is important for the ETCS to be open and realistic about what we are able to achieve. We do not have unlimited funding. Similarly, neither do developers; as with the application of other policies or strategies, the financial viability of a site will remain an important consideration when Local Planning Authorities come to consider and determine planning applications.

So, the focus of the ETCS is built around understanding and seeking to address communities' needs but not wants. We will need to prioritise, too, be that, for example, by place or by travel choice.

# Overarching Policies

## Section Introduction

Reflecting that ‘one size does not fit all,’ Policies 1 to 4 provide the general framework within which we will seek to work flexibly to enable travel choices for existing and future communities and places of work. This flexibility includes embracing the consideration of new or innovative solutions.

However, whilst flexibility can be positive - such as enabling the delivery of a solution that meets the needs of community that otherwise would not have been possible through a more rigid approach - we also need to be careful not to expose the Council to unreasonable risks or financial burdens.



## Policy 1

We recognise that Leicestershire is a mixture of differing places, including rural areas, villages, towns and places that adjoin the City of Leicester. It is therefore not possible to impose a one size fits all approach to enabling travel choice across the County. Rather we will seek to identify realistic interventions, that is to prioritise those that enable travel choices that are most relevant to places, existing and future, as they differ across Leicestershire.

### Justification

The ETCS is not intended to be a ‘sustainable transport strategy.’ Cycling and walking can be ideal modes of transport over relatively shorter distances, in more built up areas where there are safe routes, and for those who are fit and able to do so. But, they are not ideal if you live in a rural hamlet or your personal circumstances mean that you are unable to walk or cycle.

In some cases, the most realistic (and perhaps the only genuine) choice of travel will be by car. That is recognised, and that is why the ETCS embraces all modes of travel appropriate and relevant to a particular place. Through the ETCS (and other relevant policies, strategies and plans) where it is appropriate to do so we will continue to seek to make travel by car as safe, time reliable and delay free as is reasonably possible, and to support people to switch to electric vehicles in line with national Government policy.

## Policy 2

In considering scheme proposals, we will not simply consider ‘value for money’, although that will remain an important consideration, but also what other benefits might be achieved/delivered in tackling wider identified issues such as in respect of:

- a) Enabling active travel to address a community health issue.
- b) Helping to tackle an environmental issue, such as poor air quality.
- c) Addressing inequalities or social exclusion.
- d) Providing for the needs of those in the community who are more vulnerable.

### Justification

That we continue to make best use of the Council’s own budgets and the funding that we receive from external sources will remain of the upmost importance.

However, the Government has changed the national guidance (known as ‘The Green Book’<sup>1</sup>) used to appraise project business cases. The changes seek to put less emphasis on the pure monetary benefits of a proposal, and place greater emphasis on the wider benefits that a project might have. An example given (at section 3.2 of the review document) is in terms of achieving growth in household incomes through building more housing and improving transport connectivity. The ETCS needs to reflect the direction of changes to national guidance.

<sup>1</sup> The Green Book Review 2025: Findings and actions.

## Policy 3

We will work with scheme promoters and other partners, such as Local Planning Authorities, towards reaching acceptance of scheme proposals which involve new and/or existing highway infrastructure that do not comply with recognised national and local standards (design departures), provided its design and delivery:

- a) Supports the delivery of our LPT4.
- b) Aligns with and would help to deliver on other policies of the ETCS.
- c) Aligns with the Local Plan, ‘Place Vision’ and ‘Transport Vision’ for the location (where applicable).
- d) Is considered to be safe, as demonstrated by a road safety audit.
- e) Is innovative in its design and/or delivery approach.
- f) Does not place the County Council at an unacceptable risk in terms of legal, financial and/or reputational liabilities.
- g) Would not represent a contradiction to a reasonable duty of care in determination of the departure.
- h) Duly considers network resilience and maintenance issues and does not place an unacceptable maintenance burden on the County Council.
- i) Provides a betterment that is in the best overall interests of Leicestershire communities and businesses by supporting positive outcomes.

## Justification

Design standards are an essential aid to the consistent delivery of safe, maintainable transport schemes. As recognised in national and local standards, an inclusive part of guidance and processes includes consideration and accommodation for “departures” from design standards in certain circumstances.

Departures from design standards are an important element of enabling successful and efficient delivery of safe and effective schemes, by addressing and overcoming constraints associated with a specific location and also by enabling innovation to be included in schemes which bring about a betterment. Constraints might include, for example, land availability, physical obstructions or heritage or other environmental concerns.

Departures from design standards most often relate to proposed improvements to existing highway infrastructure, where there are often greater constraints than starting with a ‘blank sheet of paper.’ An example would be that seeking to provide a segregated cycleway along an existing road fronted by houses would be more constrained than for a developer looking to develop a currently open plot of land for, say, housing or employment.

By their nature, design departures are exceptions which can vary in their type and scale of departure from a standard or standards, with associated level of risks that must be considered. Whilst minimising departures is important to ensure efficient and timely approval of designs, and ultimately the delivery of safe and suitable schemes, that should not be a reason to stifle innovation or hinder the delivery of a scheme that could provide a betterment to the existing infrastructure in a place for the communities that will ultimately use it.

## Policy 4

Where new or innovative solutions are proposed to meet communities’ or businesses’ identified needs, we will take opportunities to pilot or trial such solutions so that we can learn more about their application in practice. That includes, for example, in respect of the solution’s effectiveness in meeting identified needs and any cost and/or risk implications arising.

### Justification

The world seems to be constantly changing, for example with technology evolving on an almost daily basis. It is therefore important that we have the flexibility to respond to evolving circumstances. But, for example, innovation does not always bring benefits for all; might not be appropriate for places in Leicestershire; or could come with risks or cost implications. Having the ability to pilot, trial and learn about new or innovative solutions will give us the opportunities to understand the benefits, suitability, risks and implications. In turn, this will help us to make a judgement as to whether it is a solution that ultimately would be in the best interest of communities and business (existing and future) to embrace fully and roll out more widely across Leicestershire.

# Our Approach to Enabling Travel Choice for Existing Communities and Businesses

## Section Introduction

Whilst Leicestershire is an historic ceremonial county and a local Government administrative area, its existing communities and businesses that are its heart beat. When they are thriving Leicestershire is a successful and attractive place in which to live, work and to visit.

In a very extreme way, the pandemic of the early 2020s showed us all how vital access to services and facilities such as schools, higher-education, healthcare, shops, leisure opportunities, is as part of daily life. This also shows through information (evidence) about communities in Leicestershire; whilst at a headline level Leicestershire is a relatively prosperous and healthy place that should not disguise the fact that this is not the case everywhere across the County. There are places where people are suffering from the impacts of multiple deprivation, or communities that have significant health issues, or where access to higher education is poor or where levels of educational achievement are low.

The overall introduction to this strategy highlighted how vital the ability to travel is to peoples' lives and to the operation of businesses; where people are unable to travel this can be a contributory cause to some of the issues that are highlighted above.

To that end, the policies contained in this section provide the framework within which we will seek to work, along with other parties as required, to understand existing communities and businesses and to seek to deliver solutions to enable travel choice that support their day-to-day needs.

## Policy 5

We will work with:

- a) Leicestershire communities to understand them and any travel barriers that they face in seeking to access the services and facilities that they need in their daily lives, and to enable them to make realistic choices about how they choose to travel to those services and facilities; and
- b) Businesses in Leicestershire to understand any travel barriers that they face in seeking to recruit and retain people with the skills and abilities necessary for them to thrive or likewise that their workforce experiences in seeking to get to work.

## Justification

As the LTA, we know a lot about how Leicestershire highways and transport networks function; but, we do not know everything. We need to build our knowledge about existing communities, and this is not just from a transport perspective but from wider perspectives such as health, economic prosperity or deprivation and educational attainment. Without such an understanding, we cannot begin to work, along with partners as necessary, to deliver solutions to address any travel barriers or other highways and transport issues that are impacting on and affecting those communities. In the absence of such understanding, we risk delivering transport solutions for transport's sake.

## Policy 6

In recognising a one size fits all approach is not appropriate, through our work with communities and businesses we will seek to identify solutions that are most relevant to meeting the identified (evidenced) needs rather than wants of their daily lives.

Subject to the availability of funding, those solutions might include:

- a) Improving existing roads, cycleways or footways, or improving existing passenger transport services.
- b) Building new things, such as a new piece of road, a cycleway, footway, or better 'bus stop' facilities.
- c) Training and education to help people to feel more confident and safer about trying a different mode (means) of travel.



## Policy 7

We will work with communities and representative bodies, such as Parish Councils or other recognised bodies, to, as necessary and appropriate, educate and train them to enable them to deliver their own solutions to meeting identified needs.

Subject to the availability of funding we may consider providing grants or starter funding to support the implementation of community led solutions.

### Justification

We want to do as much as we reasonably can to enable communities to access the services and facilities that they need to use on a daily basis and to support businesses to thrive by enabling them to have access to the pools of labour that they require. But, we do not have unlimited resources or funds; even with any grants or awards of funding from the Government we are never likely to have sufficient funding to address every barrier to travel across Leicestershire.

We will therefore need to focus our attention on understanding communities' and businesses' needs (that is, those that are most essential) rather than wants (that is, non-essential or just desirable). And even then, it is likely that we will need to prioritise by place and/or by mode of transport.

Recognising our resource and financial constraints, it may be that in some cases the best option is for us to support a local body, such that they can deliver solutions. This could include seed monies to 'pump prime' the delivery of a solution, that is to provide a grant to get it started.

# Our Approach to Enabling Travel Choice for New Communities and Businesses

## Section Introduction

As the population of Leicestershire continues to grow, more homes and new jobs are required to meet people's needs.

We, Local Planning Authorities, developers and many other bodies have roles and responsibilities in seeking to provide the required new homes and jobs. But, they do not appear by 'magic' and cannot exist in splendid isolation; it is incumbent on all parties involved to seek to deliver new communities and places that are integrated into the surrounding world. Such that, occupiers of new homes can access the services and facilities that they are likely to need as part of their daily lives as easily and directly as possible; in some cases that might be by bringing a service or facility to those occupiers (meaning that they have a choice to walk or cycle) and in others it might be to seek to ensure that travel to those services and facilities is as safe and efficient as is reasonably possible, including by car. Also such that, new businesses have good access to people with the necessary skills and that a lack of travel choice is not a barrier to people having opportunities to access such jobs.

We support a 'vision-led' approach to planning for meeting people's future needs. To that end, the policies contained in this section provide the framework within which we will seek to work with other parties to deliver new communities and places, as illustrated in the diagram to the right, such that a 'vision-led' approach is well thought-through and justified in practical terms.

**Note:** The Department for Transport has recently made available a [lite version of its Connectivity Tool](#), which is available for use by anyone. The Government has recently consulted on a proposed major overhaul of the National Planning Policy Framework (NPPF), which if brought into effect

would see the use of the Tool become embedded in national planning policy. As and when an updated NPPF is published, we will review how to incorporate use of the Tool into the ETCS's policies. In the meantime, we expect Local Plan makers and developers to make use of the Tool to inform their work.



## Policy 8

To enable the delivery of well-designed, sustainable and popular places, we will support Local Plans where:

- a) The Local Plan making authority (presently district councils in Leicestershire) has provided evidence to demonstrate an understanding of:
  - i) The access to day to day services and facilities needs of existing communities; and
  - ii) Any current barriers to communities' ability to access those needs.
- b) The Local Plan making authority can clearly demonstrate how it has responded to that evidence in:
  - i) Arriving at a Plan's proposed spatial strategy and site allocations, in particular to demonstrate how the Plan can help to address any current access to services and facilities barriers experienced by existing communities.
  - ii) Setting out a sufficiently clear and strong policy framework, including via general policies and through site specific policies as appropriate, that:
    - Sets out the visions for the new places that will be created, including to reflect an understanding as to where occupiers of those places are likely to look to in terms of accessing services and facilities that are most likely to be important to meeting their daily needs

- Is reflective of those visions, specifies how new communities will be required to be provided with appropriate, suitable and safe access to services and facilities, be that by requirements for on-site provision and/or through ensuring that they are truly connected to existing communities and the wider surrounding world by means of transport connectivity.
- c) In the case that a Plan includes clusters of proposed allocation sites or several sites along a key transport corridor, the Plan provides a sufficiently clear and strong policy framework:
  - i) To require their cumulative travel demand impacts to be assessed.
  - ii) To require those sites to be strategically master planned in coordination such as to promote the provision of services and facilities that would otherwise not be possible if the sites were to be considered individually and in isolation.
  - iii) That sets out a lawful approach to securing the funding of services, facilities and transport measures required to deal with the cumulative impacts.
- d) In the case that neighbouring Plans contain adjacent proposed allocation sites:
  - i) They are underpinned by evidence bases that are consistent in demonstrating the overall travel demand impacts, including cross-boundary (administrative 'boundary blind'), of the allocations as a whole.

- ii) The Plans demonstrate how they have responded to that evidence, including through:
- The inclusion of consistent clear and strong policy requirements for those sites to be strategically masterplanned in coordination such as to promote the provision of services and facilities that would otherwise not be possible if the sites were to be considered individually and in isolation.
  - A consistent and lawful approach to securing the funding of services, facilities and transport measures required to deal with the overall impacts of the allocations as a whole.
- e) It is demonstrated how the Plan will help to deliver on the Core Themes and Policies of our Local Transport Plan (LTP4).  
We will not support a Local Plan where it is not evidence-based and its policies are not justified, including where:
- f) The spatial strategy is being justified as sustainable simply because of proposed site allocations' geographic locations; and/or
- g) Whereby existing travel connectivity and transport choices for proposed allocation sites fail to provide appropriate, suitable and safe access to services and facilities that future occupiers of developments are most likely to require to access in meeting their daily needs; and/or
- h) Whereby the Plan fails to provide a sufficiently clear and strong policy framework to require and guide developers to bring forward proposals for improving travel connectivity and choices as part of overall 'Place Visions' and 'Transport Visions' for their sites.

### Justification

Local Plans are a fundamental element of the planning system; the National Planning Policy Framework (NPPF) sets out that the planning system should be genuinely plan-led and that transport issues should be considered from the earliest stages of plan-making. They set the template for how an area is to be developed and provide the policy framework by which land for development is brought forward and planning applications for new development will be considered and determined.

It is therefore vital that Local Plans provide a strong foundation for ensuring that new places are identified and delivered in such a way that maximises the ability of people to access services and facilities by a range of appropriate travel choices, in the interests of achieving sustainable and popular places, and the delivery of the overarching economic, social and environmental objectives of the planning system, as set out in the NPPF. And this must not be a theoretical box ticking exercise; evidence shows that Leicestershire's transport system is not capable of providing for the levels of car borne travel demand that it is predicted will be generated by the area's growing population. So, it is really important that through the planning system opportunities for bringing services and facilities to people are maximised, meaning that people have opportunities to walk and cycle or make just very localised car trips, as necessary.

However, maximising peoples' accessibility to services and facilities is not about a proposed Local Plan site allocation being sustainable simply, say, because it is served by a bus service, if the evidence demonstrates that service does not presently run to the range of places where future occupiers of the development are likely to want to access to meet their daily needs.

It is therefore really important that Local Plan making authorities consider existing and future communities facilities' and services' accessibility needs through the proposed allocation of sites, including how existing communities might benefit from access to new services and facilities provided as part of new development (and thereby improving peoples' choices of travel to access those by services and facilities). It is also really important too that Local Plans provide developers with policy clarity about requirements and expectations on and of them in respect of demonstrating how their proposed development will be connected to the surrounding world by transport. Without such, there is likely to be confusion and delays as and when a site is brought forward as a planning application.

Land use planning and transport planning should be truly integrated if wider benefits are to be achieved, including in terms of enabling travel choice. It is therefore important that Local Plans demonstrate how they will help to achieve wider objectives that reflect national policy, including the Government's Missions, the Integrated National Transport Strategy and the NPPF, and more locally the Core Themes and Policies of our LTP4.

### **Policies 9 to 15**

The following Policies 9 to 15 apply both to where sites are being promoted for inclusion in a Local Plan or are being brought forward or are intended to be brought forward as a planning application (and regardless of whether or not the site is a proposed or an actual Local Plan allocation site).

### **Policy 9**

To achieve a vision-led approach that is applied in context, well thought-through, and justified in practical terms, where the Leicestershire Highways Design Guide requires a Transport Assessment to be provided in support of a development proposal, we will expect developers to also provide a separate, site bespoke document ('Place Vision') that at the least:

- a) Explains the nature of their development proposal and how it relates to its surroundings, including its envisioned relationship with existing and future communities, places, services and facilities. This will need to include at least:
  - i) For residential developments, consideration of the places, facilities and services that occupiers of the proposed development are likely to need to access as part of their daily lives, including to identify any new provision that it is intended will form part of the development.
  - ii) For employment and mixed use developments including employment elements, consideration of where workers are likely to be drawn from, relative to an understanding of the skills required (especially where co-location of new homes and jobs is being cited as sustainable development).
- b) Sets out the extent to which existing transport provision and/or how transport proposals for connecting the development to the surrounding world aligns with its envisioned relationship with existing and future communities, places facilities and services, and labour pools.
- c) Explains how any new transport provision and/or proposed new facilities and services that are to be delivered in support of the new development is/are proposed to be phased relative to site delivery considerations, including viability.

## Policy 10

In developing their 'Place Vision' we will:

- a) Expect developers to consider how facilities and services that are to be provided as part of a new development might help to meet (as evidenced) existing and future communities' needs.
- b) Expect the developer to demonstrate how it will help to deliver on the Core Themes and Policies of our Local Transport Plan (LTP4).
- c) Encourage and support developers to propose services, facilities and transport provision that would help to meet existing communities' needs where that would remove existing car borne trips from the road network serving the development in order to make space for new (as evidence to be unavoidable and necessary) car borne trips that will be generated by the proposed development.

### Justification

The NPPF embeds the principle of a vision-led approach to transport planning, and we support this. But, every location for new development is different. Thus, attempting to impose a generic one-size-fits all approach to understanding peoples' facilities and services access needs, and thus by extension their travel needs, is not appropriate.

Thus, for a vision led approach to be applied in context, it is really important that we are able to understand what a proposed new place is intended to be. For example, is it intended to be a brand new standalone place with plenty of onsite facilities and services that will help to meet many of the daily needs of its occupiers (and possible needs of existing communities, too)? Is it seeking to bolster the economy and vitality of a town? Or, is it too small to be a standalone place and will therefore need strong societal and economic relationships with the world around it? Or, is an employment

proposal seeking to play a role in helping to upskill the local workforce or that requires particular skill sets that are not readily available in the immediate area?

'Place Visions' flow from a vision led approach and demonstrate the application of the approach in context. We expect them to be site bespoke and to be genuine and realistic about relationships with the surrounding world and to draw on available evidence, including the views of local communities. That is vital, because the vision for the place is the bedrock for understanding, amongst other things, where people might want to travel to (forecast travel demands) in the surrounding world to access services and facilities to meet their day to day needs. By extension this will enable us to understand:

- Whether existing transport provision serving the site aligns to the sites forecast travel demands, for example by places accessed or by distance.
- How any proposed transport provision has been tailored to align with the forecast travel demand.
- The extent to which any need to phase the delivery of proposed transport (or other facilities and services) provision might impact on the achievement of the 'Place Vision' in practice.

Land use planning and transport planning should be truly integrated if wider benefits are to be achieved, including in terms of enabling travel choice; it is therefore important that new development demonstrates how it will help to achieve wider objectives that reflect national policy, including the Government's Missions, the NPPF, the Integrated National Transport Strategy and more locally the Core Themes of our LTP4.

Ensuring that there is clarity and agreement between ourselves and developers is really important, as it will help us to ensure that the process for assessing the proposed development's travel demand impacts can be completed as quickly and efficiently as reasonably possible.

## Policy 11

Where in accordance with the requirements of the Leicestershire Highways Design Guide a transport assessment is required in support of a development proposal we will expect that the assessment will at the least:

- a) Reflect the bespoke 'Place Vision' for the proposed development.
- b) Evidence the travel demands and patterns forecast to be generated for all modes relevant to the proposed development, reflective of the nature of the place that is to be created and its envisioned relationship with the surrounding world.
  - i) As a minimum, forecast travel demands and patterns are to be presented in terms of mode type, quantum, distribution and trip length.
- c) Aligned to the forecast travel demand, sets out clear and realistic proposals as to how the occupiers of the new development will be connected to the surrounding world, in other words a practical, mapped vision ('Transport Vision') demonstrating how the development will be integrated in transport terms to the surrounding world by all relevant and appropriate modes of travel.
  - i) We will normally expect at least an initial 'Transport Vision' to be prepared to inform any strategic transport modelling of a development proposal, as required in accordance with the Leicestershire Highways Design Guide.

- d) Where the achievement of the 'Transport Vision' in practice has a reliance (in full or in part) on existing transport provision:
  - i) Demonstrate that that provision is appropriate, suitable and safe to accommodate the travel demand forecast to be generated; and where not
  - ii) Identify how it is proposed to improve the existing provision to an appropriate, suitable and safe standard relevant to the forecast travel demand and residual impact of the development.
- e) Where the achievement of the 'Transport Vision' in practice has a reliance (in full or in part) on new transport provision:
  - i) Identify specific appropriate, suitable and safe proposals that are to be delivered in conjunction with the proposed development.
- f) Reflect any phasing proposals for the proposed development.

A 'vision-led' approach needs to be well thought-through and justified in practical terms. So, we will not agree to transport assessments that:

- g) Are based on a generic application of a vision-led approach; and/or
- h) Are based on a non-bespoke, generic 'Place Vision'; and/or
- i) Are solely about demonstrating whether there is sufficient peak hour capacity for the road network to accommodate the forecast traffic generated by the proposed development (albeit that might still be an important consideration in some cases); and/or

- j) Cite existing transport provision, such as existing footways or cycleways or passenger transport services, as justifying why a location or development is sustainable in transport terms where there is no evidence to support that the provision is appropriate, suitable and safe to provide occupiers with access to the range of services and facilities that they are likely to need to use to meet the needs of their daily lives (residential developments) or for potential workers to access the location (employment developments or mixed use developments including employment elements).
- k) Are based on modal shift assumptions/targets that fail to reflect the 'Place Vision' or 'Transport Vision' and/or are out of kilter with existing or proposed transport provision.

## Policy 12

Where in accordance with the requirements of the Leicestershire Highways Design Guide a travel plan is required in support of a development proposal we will expect that it will at the least:

- a) Reflect the bespoke 'Place Vision' for the proposed development.
- b) Capture the relevant aspects of transport provision as determined through transport assessment work carried out in accordance with Policy 11.

A 'vision-led' approach needs to be well thought-through and justified in practical terms. So, we will not agree to travel plans that:

- c) Are based on a non-bespoke, generic 'Place Vision' and/or
- d) Are based on generalisms as to the approach to promoting the use of active and sustainable travel modes.
- e) Are based on modal shift assumptions/targets that fail to reflect the 'Place Vision' or 'Transport Vision' and/or are out of kilter with existing or proposed transport provision.

### Justification

The NPPF was first published in 2012 and had the creation of sustainable development at its heart. Despite that, research shows that car dependency of new homes has increased in every region of England (save for London) over the past 15 years.

Given the geographic nature of Leicestershire, car travel may be the only present choice of travel for some people. But, if future new development continues to perpetuate the car dependency trend the road network will become ever more congested, making Leicestershire an increasingly unattractive place to live in and to do business in.



In order to understand what genuine and realistic travel choices are or might be available to occupiers of a new development, it is really important to understand forecast travel demand and how that demand might be broken down by direction, distance and time of day. For example, if an existing or proposed facility or service is within 5km travel distance then for most people that would open up the choice of being able to walk or to cycle to it, providing that there is a route that is of an appropriate, suitable and safe standard. Conversely, if access is needed to services and facilities that are 20km or more away, the predominant travel choice is likely to be the car.

Mapping out a Transport Vision provides a clear and easy way to understand how existing transport provision might align to the forecast travel demands and patterns and to be able to identify where:

- Improvements are required to existing provision to achieve the ‘Place Vision’ and ‘Transport Vision’ in reality (that is, to validate them); and/or
- New provision is required likewise to achieve the Visions.

To seek to maximise travel choice, it is no longer appropriate to focus solely on journeys to work (which typically take place in the traffic ‘peak hours’), because people need to or might seek to access services and facilities throughout the day. Thus, transport assessments need to be more comprehensive in their consideration of travel demands and patterns and in considering how such might be met and provided for across a day, including through the improvement of existing or provision of new transport provision as necessary to deliver the ‘Place’ and ‘Transport’ Visions in reality.

## Policy 13

We will encourage and support developers to undertake early discussions with third parties where the achievement in practice of a ‘Transport Vision’ in practice (that is, to validate the Vision) is reliant on something that is within the gift of another party to deliver (such as National Highways). We will expect that party to engage positively and proactively in seeking to enable the delivery of the ‘Transport Vision’ in practice.

Where it becomes apparent that another party is unwilling or unable to deliver an element essential to the delivery of a ‘Transport Vision’, we will work with developers as they revise the ‘Vision’ and to understand any consequential implications.

### Justification

We recognise that there might be circumstances where another body, such as National Highways, might need to be responsible for taking forward the delivery of an essential element of the ‘Transport Vision’ for a proposed development. Thus, we will seek to support developers in engaging with such bodies such that the ‘Transport Vision’ is achievable in practice.

But where all best efforts fail, we will look to the developers to adapt and amend their ‘Transport Vision’ and as necessary the ‘Place Vision’, too, to reflect changed circumstances. (And to make amendments to the transport assessment and its conclusions, and to a proposed travel plan as appropriate.)

## Policy 14

To accompany the 'Place Vision' and 'Transport Vision', we will expect developers to also provide details as to how the delivery of those Visions will be monitored (validated) in practice ('Monitoring and Management Strategy' - MMS). We will expect the MMS at the least to:

- a) Span the entire lifetime of a development, in other words from planning application preparation, and submission, granting of consent, on site delivery through to final build out and completion of the site.
- b) Cover all aspects of the development and its delivery that through the 'Place Vision' have been identified as being essential to achieving the Vision in practice (that is, to validate the vision).
- c) Cover all aspects of the 'Transport Vision'.
- d) To identify and 'fix' key milestones against which the delivery of the 'Visions' in practice can be assessed.
- i) For larger sites, that will be deliverable over many years, it will be appropriate to include a 'Visions' review milestone, this as a sense check that the Visions remain valid in the light of changing circumstances in the surrounding world.
- e) Set out proposals for corrective actions by the developer in the event that either one or both of the 'Visions' is failing to be delivered in practice (that is, not being validated in practice).

## Policy 15

Throughout the lifetime of a development, we will seek to take all necessary, reasonable steps to ensure that the 'Place Vision' and 'Transport Vision' are delivered on the ground in practice (that is, are validated). We will do this including, through:

- a) Working with Local Plan making authorities to ensure that Local Plans provide the necessary policy framework for achieving such.
- b) Working with Local Planning Authorities to agree and secure appropriate planning conditions and/or planning obligations.
- c) Our role to:
  - i) Approve works to create new highway expected to be adopted by us as the Local Highway Authority; and/or
  - ii) To approve works on the existing public highway.
- d) The agreed Monitoring and Management Strategy (as secured by condition or obligation).

### Justification

Having Visions for a place and for transport will mean nothing if they are just simply 'paper exercises'; they need to be brought to life in reality.

It is therefore really important that requirements for achieving them in reality are embedded in planning policy and secured through the planning application process.

It also vital that we are able to monitor and understand how a development is coming forward in reality to ensure that the Visions are validated in practice.

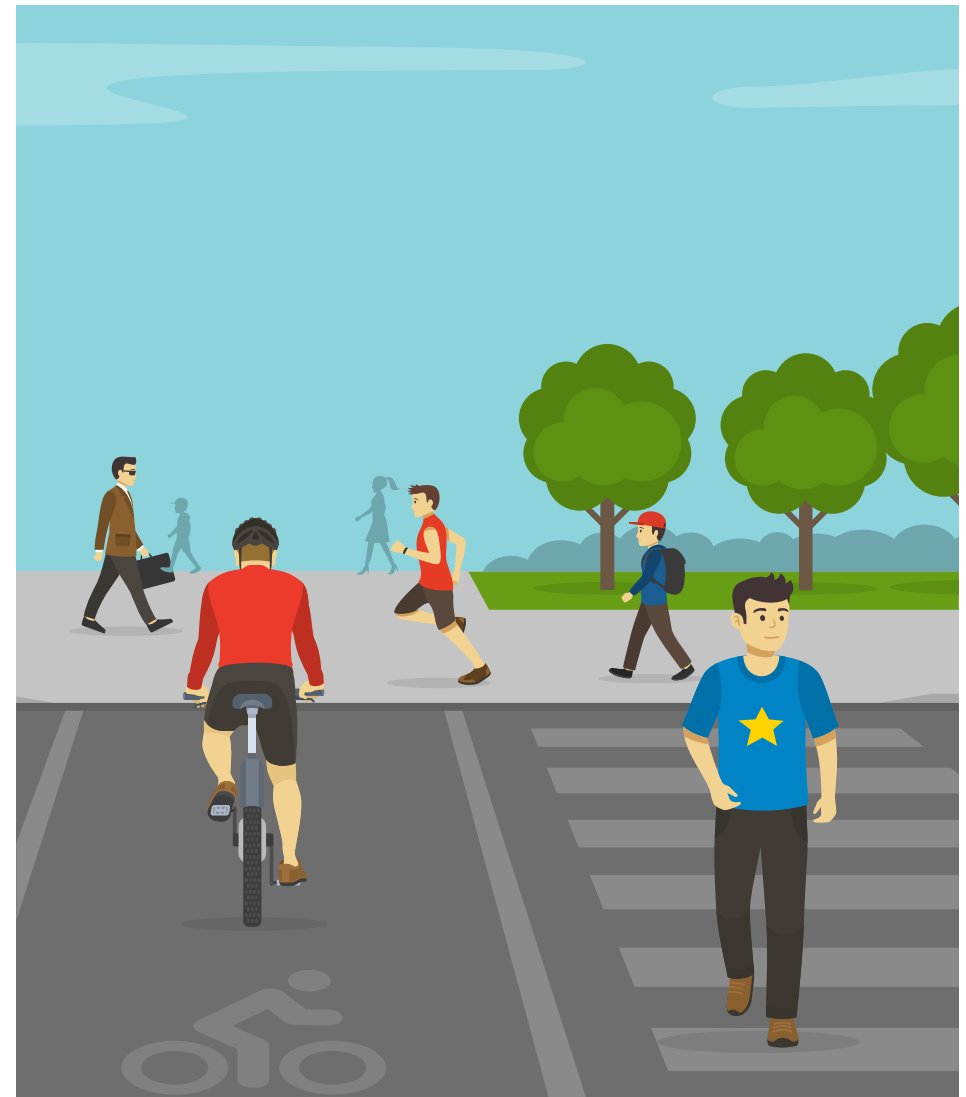
Given how fundamental the Visions are to assumptions about how occupiers might need to travel and by what choice of mode, it is important that the Visions are adhered to throughout the lifetime of a development's delivery and that there are measurable ways to assess this.

In respect of the 'Place Vision,' adherence includes the delivery of any facilities and services essential to its validation and in accordance with agreed timescales and phasing.

In respect of the 'Transport Vision,' adherence to it includes the delivery of any improvements to existing transport provision and any delivery of new transport provision essential to its validation and in accordance with agreed timescales and phasing.

In the event that at any stage in the development's lifetime there are evidenced circumstances as to why one or both of the 'Place Vision' or 'Transport Vision' cannot be or are not being delivered as originally envisioned, then it will be important to have a pre-identified and agreed corrective actions; in some cases those actions might be in respect of the provision of further transport interventions, but in other cases it might be reasonable and appropriate to enhance the nature or range of facilities on a site to promote shorter distance trips that can be undertaken by foot or on bike.

In this way, delays to the progress of a development's delivery should be kept to a minimum. This includes changes in the surrounding world that might impact on the Visions' delivery, which might include, for example, technological changes or impacts of national Government policy.



# Defining and Understanding ‘Successful’ Strategy Delivery - Achieving ‘Results’

## Section Introduction






Our LTP4 Core Document sets out the overall approach to monitoring its delivery, including through ‘Monitoring Our Success’. This document will set out the core Key Performance Indicators and Performance Indicators that will be used to assess the success of our full LTP4 Core Document and will be developed and implemented under Phase 3 of the LTP4 development. While this is developed, a series of indicators have been identified to assess the progress of the LTP4 Core Document. These will be utilised alongside any monitoring requirements and outputs associated with awards of funding from the Government (or awarded by any bodies responsible for distributing Government funding). Monitoring will also include the roll-out of the focused strategies, County Strategic Transport Investment Plan and Multi Modal Area Investment Plans and delivering improvements and wider benefits for our communities.

## Our approach to monitoring the delivery of the ETCS

Within the overall LTP4 monitoring framework, we will develop proposals for monitoring the benefits of implementing the ETCS. Those proposals will be built around an approach that is not about setting modal shift or change targets, but rather is about:

- Understanding changes (improvements) to places connectivity, using the Department for Transport’s Connectivity Tool.
- The use of place surveys, for example of residents and businesses.
- Measuring outputs, for example numbers of places engaged with; new services designed; pilot projects undertaken; new footways delivered; or passenger transport services provided.

- Using a continuous, regularly updated and reprofiled/refocused Social Pinpoint facility available on our website.
- Over the long term, understanding changes in the health of a place, or changes in social inclusion, education attainment, etc.

	<b>Life expectancy</b> <b>Levels of physical activity</b> <b>Modal share transport data</b> <b>Public health indicators</b>
	<b>Travel and journey data</b> <b>Air quality levels</b> <b>Water quality levels</b> <b>Biodiversity indicators</b>
	<b>Economic growth indicators</b> <b>Housing delivery</b> <b>Education and skill levels</b>
	<b>Modal share data</b> <b>Journey time data</b> <b>Maintenance and renewal indicators</b> <b>Transport network incidents</b>
	<b>Transport solution delivery</b> <b>Carbon production levels from transport</b> <b>Time and cost saving</b>

