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Local Transport Strategy: Draft Guidance

Draft for stakeholder review

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Introduction

In 2020, in response to the global climate emergency, Scotland made a worldleading commitment to reduce car kilometres travelled by 20% by 2030. Transport accounts for around a quarter of Scotland's greenhouse gas emissions, with cars making up nearly 40 per cent of those transport emissions. Reducing our overall car use, alongside a switch to cleaner vehicles, is therefore pivotal to meeting our statutory emissions targets.

Reducing the dominance of private cars can bring a number of wider benefits, improving our public places, and making Scotland a more attractive, safer and healthier place to live, work or visit. It will also help us address the inequalities of the status-quo. Those on lower incomes, women, disabled people, and people of non-white Scottish or British ethnicities are less likely to have access to or use a car, while the worst effects of car use – air and noise pollution, road danger, community severance and congestion – fall disproportionately on the most marginalised in our society. Reducing car use in Scotland will make it possible to reprioritise space and investment in accessible streets and public spaces to ensure inclusive and affordable access by walking, wheeling, cycling or public transport for those who do not have access to cars.

The Scottish Government is committed to finding ways to make sustainable travel modes more attractive and supporting people to take fewer journeys by car, wherever they live. Yet the solutions need to be driven by local requirements and opportunities. In order to transform our places and transport system, we need bold strategies and transformative change at the local level. These choices may be challenging, and the Local Transport Strategy (LTS) offers an opportunity to set priorities, agenda, direction and process for change at the local level.

Overview

This guidance is intended to support local authorities as they develop and implement their strategy. Local transport strategies should set out a local transport or traffic authority's transport policies and plans, and align with Scottish national and regional strategies. They are a way for such authorities to detail how they intend to deliver on Scotland's national objectives at a local level, and provide a delivery plan for meeting local challenges and objectives.

Local Transport Strategies have a statutory basis in the Transport (Scotland) Act 2001 ('the 2001 Act') which also makes provision for Scottish Ministers to provide guidance on the preparation of a LTS. The 2001 Act defines a "local transport strategy" as a strategy prepared by a local transport authority or a local traffic authority relating to transport in their area.

This guidance also supports the <u>Climate Change Plan update</u> "commitment to work with local authorities to continue to ensure that their parking and local transport strategies have proper appreciation of the needs of climate change, as well as the impact of road users, including public transport operators, disabled motorists, cyclists and pedestrians."

Purpose

Local authorities, on their own and jointly as part of regional transport partnerships, have a central role in delivering the improvements necessary to achieve the vision, priorities and outcomes set out in our <u>National Transport Strategy (NTS)</u>. The NTS shows transport as an enabler – supporting priorities to reduce inequalities, take climate action, deliver inclusive economic growth and improve health and wellbeing.

The LTS could therefore be framed as a strategy for *access to opportunities* – opportunities such as education, work, training and social activities avoiding limiting the objectives and solutions to transport.

Access is delivered not only through physical mobility (motorised transport) but also through spatial proximity (land-use planning) and digital connectivity. Therefore the priorities and outcomes around transport and access within a LTS, Local Development Plan (LDP) and any digital strategy should align across all of these plans and strategies.

As set out below, there is no general statutory requirement for a local authority to prepare a LTS. A 'one size fits all' approach would not be appropriate as Scottish local authorities vary significantly in their context and objectives, and are themselves best placed to respond to their own transport needs. Therefore, this guidance is intended as a supportive, rather than prescriptive, tool for local authorities as they consider how to prepare their LTS.

The guidance was developed in collaboration with representatives from local authorities and regional transport partnerships.

This guidance is structured in two sections, which are intended to align with guidance for other local authority strategies:

- The first section sets out our national context and objectives, and details the role of local transport strategies alongside national and regional transport strategies. It discusses how transport can act as an enabler to support wider local, regional and national objectives.
- The second section discusses the process of developing the LTS using familiar best practice principles employed in transport appraisal and sets out

information on the cross-cutting issues that local authorities should consider in developing their strategies.

The <u>Transport Scotland website</u> has further resources and information to support delivery of the LTS and provides guidance on how different types of transport, travel behaviour and demand management can contribute to the delivery of national and local objectives, structured in line with the sustainable travel hierarchy.

Legislative basis

Local Transport Strategies have a statutory basis in the Transport (Scotland) Act 2001 ('the 2001 Act') which also makes provision for Scottish Ministers to provide guidance on the preparation of a LTS. The 2001 Act defines a "local transport strategy" as a strategy prepared by a local transport authority or a local traffic authority relating to transport in their area.

There is no general statutory requirement for a local authority to have a LTS in place, and there is no provision for Scottish Ministers to approve a LTS. This is in contrast to Regional Transport Strategies (RTS), which are required to be produced by Regional Transport Partnerships (RTPs) and submitted for approval by Scottish Ministers.

However there are certain discretionary powers which the local authority may only exercise if they have a LTS and exercising these powers supports the objectives set out in the LTS. These powers are where the local authority has either a workplace parking licensing (WPL) scheme (under the Transport (Scotland) Act 2019) or a road user charging (RUC) scheme (under the Transport (Scotland) Act 2001) in its area.

Additionally local transport authorities have a number of powers in relation to bus services under Part 2 of the 2001 Act. Use of these powers require the local transport authority to be satisfied that the provision of the service or delivery of the scheme or policy in question will contribute to the implementation of their "relevant general policies". Section 48 of the 2001 Act defines "relevant general policies" as including the local transport strategy. Therefore, if a local transport authority has a LTS in place, it will be considered to be a relevant policy for the purposes of consideration of the use of these powers.

While the legislation refers explicitly to local transport and traffic authorities, for ease, this guidance uses the term "local authority". In the context of producing a local transport strategy, this reference should be taken to include local transport authorities, local traffic authorities (including the Forth Estuary Transport Authority) and, unless mentioned separately, Strathclyde Passenger Transport Authority (SPTA), who may prepare a LTS to cover elements that their RTS does not cover.

This guidance document has been developed with input from COSLA and is issued by the Scottish Ministers to local transport authorities and local traffic authorities under section 79(1)(d) of the Transport (Scotland) Act 2001.

National Transport Strategy

The second <u>National Transport Strategy</u> (NTS) was published on 5 February 2020. NTS sets out an ambitious and compelling vision for Scotland's transport system for the next 20 years: we will have a sustainable, inclusive, safe and accessible transport system, helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors. There are four priorities to support this vision:

- reduces inequalities
- takes climate action
- helps deliver inclusive economic growth
- improves our health and wellbeing.

The NTS Delivery Board is the main governance body that oversees the implementation of the Strategy. The Board consists of organisations with a shared responsibility for successful delivery of the Strategy, including Regional Transport Partnerships, who produce Regional Transport Strategies aligned with NTS, along with local authorities.

The actions taken by the Scottish Government to support the delivery of the NTS are set out in Delivery Plans, with the <u>second Delivery Plan</u> published on 8 June 2022. These Plans do not set out what local authorities and other partners are doing to deliver the aims of the strategy, but reviewing the actions set out in the Plans should aid the development of Local Transport Strategies.

Key to understanding and evaluating the progress of the NTS over the short, medium and long term is to routinely monitor and report on progress towards its outcomes. In August 2021, we published our detailed <u>NTS Monitoring and</u> <u>Evaluation Strategy</u>. We will monitor and evaluate a number of indicators that span the four priorities of the strategy. The indicators range from transport emissions to the proportion of short journeys made by active travel to transport related casualties, among many others. Where possible, these indicators are broken down and analysed by demographic and geographic variables to demonstrate how experiences of transport vary across society and to ensure that interventions are measured in terms of their impact on all people in Scotland.

NTS Priority: Reduces inequalities

The 'Reduces Inequalities' priority ensures everyone can use transport as an enabler to access opportunities. The <u>route map to a 20% car km reduction</u> recognises the importance of ensuring that measures which disincentivise car use do not disadvantage people who use cars as mobility aids. However it also recognises that disabled people are less likely than the general population to have access to a car, and maintaining a status quo in which car travel is prioritised over other sustainable travel behaviours is in itself inequitable.

It is therefore critical that local authorities consider accessibility from the very beginning stages of LTS development (via the EQIA process, as set out under the section on impact assessments).

A number of organisations including the Mobility and Access Committee for Scotland, Inclusion Scotland and Disability Equality Scotland provide resources which local authorities can use when they are considering how to ensure that their LTS promotes accessibility and is developed with engagement from disabled people and groups representing disabled people.

NTS Priority: Takes climate action

In 2020, the Scottish Government published an update to the <u>Climate Change Plan</u> (<u>CCPu</u>) which recognises that there are unique challenges to reaching net zero emissions in the transport sector. Transport continues to be Scotland's biggest emitting sector, accounting for around a quarter of total emissions, with cars currently accounting for almost 40% of transport emissions.

The CCPu included a number of transport commitments to meet Scotland's statutory obligations for greenhouse gas emissions reduction by 2045, including a commitment to reduce car km by 20% by 2030 and support for transformational active travel projects.

In recognition of the need for joint ambition and action at both a national and local level, the Scottish Government and COSLA have co-developed <u>a route map to</u> reduce car kilometres by 20 per cent by 2030, in order to enable healthier, fairer and more sustainable lives. In addition to meeting our statutory obligations for greenhouse gas emissions, the route map also recognises the benefits that re-thinking the way we travel can have on our individual and community health and wellbeing, as well as the fairness of our society and the inclusiveness of our economy.

NTS Priority: Helps deliver inclusive economic growth

The NTS sets out how the transport system plays a crucial role in the successful performance of Scotland's economy and ensuring regional cohesion. Transport enables people to access education and employment and ensures firms are able to get their goods and services to markets in Scotland and beyond. It is an important contributory factor in Scotland's competitiveness, impacting on productivity of our labour force and the efficiency of businesses.

Scotland's <u>National Strategy for Economic Transformation</u> sets out our vision for a wellbeing economy. It contains bold actions – within the powers currently available to us - to deliver economic prosperity and wellbeing for all of Scotland's people and places, within safe environmental limits.

The LTS should align with and consider how transport can support national, regional, and local economic strategies and plans, such as supporting commuters, tourism, events, retail, and goods delivery.

NTS Priority: Improves our health and wellbeing

The NTS states that our transport system will enable a healthy, active and fit nation. It recognises that transport plays an important part in delivering the fully inclusive society we want, therefore while we tackle inequalities, our actions will simultaneously reduce poverty, in particular child poverty.

Our transport system also needs to be safe and secure and give users trust and confidence that they will reach their destinations without threat. It should also allow people to make active travel choices to improve their health and physical and mental wellbeing and seek to reduce health inequalities.

Increased levels of walking and physical activity are desirable for health and environmental reasons, as well as being an essential element of a sustainable and integrated transport system. The Scottish Government has committed at least £320 million, or 10% of the total transport budget, to active travel by 2024-25.

National and Regional Plans and Strategies

In addition to NTS, the LTS will sit alongside a number of transport and non-transport local, regional and national strategies and plans. High level overviews of these are set out in this section.

Regional Transport Partnerships / Strategies

Regional Transport Strategies and Delivery Plans provide the regional priorities, projects, actions and services, aligned with the NTS priorities. While these provide a framework for travel and transport in the region, the RTS generally has a particular focus on regional travel covering several Local Authority boundaries, i.e. travel between local authorities rather than travel wholly within local authority areas, while the LTS will consider transport within its local area.

STPR2

In 2019, Transport Scotland commenced the <u>second Strategic Transport Projects</u> <u>Review</u>, the first review having been published in 2008. This review of the strategic transport network's performance will inform strategic transport investment in Scotland for the next 20 years (2022-2042) by providing evidence-based recommendations on which Scottish Ministers can base future transport investment decisions.

STPR2 considers the transport needs of Scotland's people and communities, and examines active travel (walking, wheeling, cycling), bus, ferry, rail and trunk roads as well as passenger and freight access to major ports and airports. These needs are reviewed from national and regional perspectives with Recommendations detailed across Scotland to reflect the different geographies, travel patterns and demands and have been informed by NPF4. The Recommendations deliver on NTS vision, priorities and outcomes and align with NPF4 and the Climate Change Plan update.

National Planning Framework 4 (NPF4)

The National Planning Framework 4 (NPF4) is a long term plan for Scotland that sets out the Scottish Ministers' policies and proposals for the development and use of land. The Draft Fourth National Planning Framework (Draft NPF4) details our long term plan for what Scotland could be in 2045. NPF4 will guide spatial development, set out national planning policies, designate national developments and highlight regional spatial priorities. It will be part of the development plan, and so influence planning decisions across Scotland.

STPR2 will inform future investment decision making, which will have an important role in supporting the delivery of the NPF4 national spatial strategy, National Developments and national policy. The STPR2 recommendations has taken cognisance of the NPF4 spatial strategy and National Developments.

NPF4 sets out national planning policies applicable Scotland wide and should help inform the LTS and any recommended proposals. Policies such as local liveability and infrastructure first will be fundamental to preparing a LTS.

From a transport perspective, NPF4 aims to encourage, promote and facilitate developments that prioritise walking, wheeling, cycling and public transport for everyday travel and reduce the need to travel unsustainably. NPF4 is clear that Local development plans are expected to reflect the sustainable travel hierarchy and sustainable investment hierarchy by making best use of existing infrastructure and services. Local Development plans are also encouraged to promote a place based approach to reduce car dominance.

Regional Spatial Strategies

The Planning (Scotland) Act 2019 establishes a duty for a planning authority, or authorities acting jointly, to prepare and adopt a <u>Regional Spatial Strategy (RSS)</u>. The new duty to produce Regional Spatial Strategies will be enacted with the publication of statutory guidance. Once the duty is enacted it will be for planning authorities, individually or jointly, to finalise and adopt their RSS after the NPF4 has been approved.

It is noted that transport interventions within these plans should have emerged from evidenced based transport appraisal, which is required where Scottish Government funding, support or approval is needed for changes to the transport system.

Local Development Plans

Local Development Plans (LDP), prepared by Planning Authorities, set out the long term vision for where development should and shouldn't happen and include relevant local policies for the places they cover.

Transport interventions within LDPs should have emerged from evidenced based transport appraisal, such as a Development Planning Transport Appraisal Guidance, which is required where Scottish Government funding, support or approval is needed for changes to the transport system. The need to undertake an evidence based transport appraisal to inform and influence a plan's spatial strategy is detailed within NPF4 and further explained in Transport Scotland's Guidance and within the draft LDP Regulations and Guidance.

The draft LDP Regulations and Guidance details that regard must be given to any LTS relating to the area where a Plan is to be prepared. Additionally engagement on the LDP could also be relevant to the LTS to, which can result in efficiencies.

Land use planning and transport planning go hand in hand to support people's access to the things they need. It is expected that both the local development plan and LTS should promote the 20 minute neighbourhood and local living concepts, ensuring an infrastructure first approach to planning and promoting the NTS sustainable travel and investment hierarchies. This can be achieved through early engagement and collaborative working utilising and taking cognisance of the <u>Place</u> and <u>Wellbeing Outcomes</u>, and the <u>Place Standard Tool</u> which align to deliver the National Outcomes as detailed in Scotland's National Performance Framework

Cognisance will need to be taken of the timescales and replacement cycle of LDPs when preparing a LTS, as well as how the LDP and LTS timescales fit into any RTS timescales. The LTS delivery outcomes have the potential to feed into those of the LDP.

Process: Developing a Strategy

The process of developing the strategy follows many of the same steps as an appraisal. Local authorities may wish to refer to STAG as a useful tool but to bear in mind the guidance was not written for the purpose of developing a LTS. It is nonetheless, important to set out the problems and opportunities, objectives (that can be measured and monitored), and consideration of options as part of this process.

Local authorities may wish to refer to the structure of the NTS when considering how to approach and structure their strategy. The NTS sets out a vision with four priorities, each of which has outcomes, which are then supported by policies or enablers. The delivery plan then sets out the specific actions or schemes to achieve this.

Analysis – Transport Problems and Opportunities

The strategy should collate an analysis of the current and future transport problems in their local authority area. This analysis may overlap with the LDP Evidence Report, so depending on the order in which local authorities are preparing their LTS and LDP, these may be prepared in conjunction to avoid duplication of work. Other plans and strategies, including those of neighbouring local authorities and community planning partners, should also be taken into account as part of this process.

Setting outcomes

Having analysed the current situation, looked to the future and identified transport opportunities and problems, the authority should determine what it wants its transport strategy to achieve through a set of well-defined outcomes that are Specific, Measurable, Achievable, Relevant and Time-bound (SMART).

What do we want transport to look like in our area? How will our Strategy help us achieve that vision?

The outcomes set out in the LTS should align with the LDP, RTS and NTS, as well as other local objectives. They should consider what the local authority sees transport as enabling within their community: what do we want to ensure people have access to – employment, education, leisure, family and friends, healthcare. Neither the outcomes nor the solutions need to be specific to transport: framing the strategy more broadly around access allows the local authority to consider non-transport approaches such as triple access (spatial, mobility, and digital) and A-S-I approaches.

The outcomes should present a clear answer to the question above, but should not be delivery-focused or technology bound. Local authorities should also be mindful that a transport solution (or wholly a transport solution) may not always be the best way to deliver the outcomes. Taking this approach allows delivery plans to be updated as technology and circumstances change, without needing to go back and amend the strategy.

Robust engagement and impact assessments are critical to ensuring political and local support for the outcomes set out in the strategy. This is the point at which local authorities may wish to take the draft strategy and the outcomes it sets out to council, to ensure that decision makers agree with the outcomes set out, before significant progress is made on the delivery plan.

Developing a Delivery Plan

Choosing options

Chapter 4 of STAG identifies option generation and sifting as a crucial element of any appraisal. This equally applies to the development of a transport strategy. For the LTS outcomes, there may be a number of different ways in which they could be achieved. A strategy needs to identify the best means to meet that end.

Some of the options identified to support the LTS will have been assessed elsewhere, such as through the LDP process, and there is no need to duplicate work unless further assessment is helpful to the delivery of the LTS. The level of evidence/assessment which is appropriate and proportionate will depend on local context – for example, what level of evidence will be expected and required by the local community and decision makers to adopt options. Therefore this guidance is not prescriptive on what level of evidence is needed. The <u>assessment of NTS</u> <u>enablers</u> may be a helpful resource for local authorities to refer to during their own assessment.

Implementation

Once it has been decided what needs to be done, the strategy should set out a delivery plan for achieving this. While strategies should be dynamic and capable of being adapted to changing circumstances, it is useful for a strategy document to provide an outline plan of what needs to be done, by whom and when, and to include indicative costs. We anticipate that local authorities would review, and update as necessary, their delivery plans on an annual basis.

Following sifting and appraisal of options, local authorities are likely to have identified a broad package of measures necessary to achieve their established objectives. These measures are likely to encompass capital projects, revenue spending and initiatives to be delivered in partnership with other bodies. A delivery plan should then be drawn up detailing how these are to be achieved. The delivery plan should be consistent with an infrastructure-first approach, which supports a more sustainable use of infrastructure, making better use of existing assets and prioritising low-carbon infrastructure, and the sustainable investment hierarchy.

The delivery plan will need to set out clearly who will be responsible for delivering each element of the strategy and identify sources of funding, other delivery partners and any further appraisal work that will need to be commissioned. The delivery plan should be clearly related to the objectives underpinning the strategy and should also show linkages to transport strategies at a regional and national level. We anticipate that local authorities would review, and update as necessary, their delivery plans on an annual basis.

Monitoring and evaluation

The Delivery Plan sets out what activities we are going to undertake to achieve the outcomes set out in the strategy. A Monitoring and Evaluation Plan will enable local authorities to understand if they are on track to achieve those outcomes. It should set out the evidence pathway between the delivery of activities and the intended outcomes set out in the Strategy. This enables local authorities and others to judge

whether they are achieving their outcomes and whether the strategy needs to be adjusted to reflect changing circumstances or the experience of implementation.

Strategies should include a set of indicators, targets to monitor performance (where appropriate) and intended outcomes which will be used to measure whether the Strategy is being successfully delivered. <u>The National Transport Strategy (NTS)</u> is a good example of the interaction between a high-level strategy and monitoring and evaluation; where each outcome of the NTS has related indicators to evidence whether those outcomes are being achieved, and these are reported on annually.

It will be up to local authorities to determine the precise package of indicators and targets which best reflect their particular local circumstances drawing on local evidence. Targets should be unambiguous, based on existing evidence (where possible) and quantified – both behaviour and attitudinal data. Indicators should be meaningful, reflecting local circumstances and policy context and can draw on both quantitative measures and qualitative measures. There will be some areas where numerical targets are essential.

Tools, Resources and Considerations

Sustainable Travel Hierarchy

The NTS embeds the Sustainable Travel Hierarchy in decision making by promoting walking, wheeling, cycling, public transport and shared transport options in preference to single occupancy private car use for the movement of people.



It is inevitable that there will at times be tensions between modes of transport, and competing demands for resource whether that is investment, prioritisation, space on the roads/pathways, or safety implications. This is where SMART objectives with demonstrated support from the local community and local leaders will become so critical.

To meet our climate change targets we need transformative change. For example, kerbside roadspace is valuable and in-demand. The default assumption for many people is that this is parking – whether controlled or uncontrolled. However using the Sustainable Travel Hierarchy and the objectives set out in their strategy, local authorities may consider the best use of kerbside space – bike storage (including e-cargo bikes and charging), bike lanes, bus lanes, communal recycling/bins, green space (parklets), space for loading/unloading, disabled parking, or pedestrian crossings.

Impact Assessments

Local authorities will be aware of their public sector equality duty to

- Eliminate discrimination, harassment and victimisation;
- Advance equality of opportunity;
- Foster good relations between people who share a protected characteristic and those who do not.

The statutory duty requires consideration of the protected characteristics:

- Age;
- Disability;
- Sex;
- Pregnancy and Maternity;
- Gender reassignment;
- Sexual orientation;
- Race;
- Religion and Belief; and
- Marriage and Civil Partnership (with regard to eliminating unlawful discrimination in employment).

To support Scottish public authorities in meeting their equality duties, the Equality and Human Rights Commission has produced <u>technical guidance on the Public</u> <u>Sector Equality Duty in Scotland</u> and a range of <u>non-statutory guidance</u>, including on equality outcomes, evidence, and making fair financial decisions. Local authorities are encouraged to consider this guidance on how public authorities can fulfil their duty and to use latest and accurate equalities data and research to help inform LTS priorities and outcomes.

Local authorities are expected to demonstrate how findings from an Equality Impact Assessment (EQIA) have translated into priorities and outcomes in the LTS, with an active intention to look for opportunities to promote equality. As part of their EQIA process, local authorities should consider the impacts on children's rights and wellbeing and guidance on the preparation of a Child Rights and Wellbeing Impact Assessment is available on the <u>Scottish Government website</u>. The statutory requirement for a Strategic Environmental Assessment (SEA) is likely to apply to all local transport strategies. While local authorities are likely to be familiar with the <u>requirements and guidance on undertaking an SEA</u>, the Scottish Transport Appraisal Guidance (STAG) provides more detailed guidance on its application to transport.

Local authorities should give due consideration to the Fairer Scotland Duty which came into force in April 2018. This duty places a responsibility on the public sector to reduce inequalities of outcome, caused by socio-economic disadvantage, when making strategic decisions. Guidance for public bodies on the Fairer Scotland Duty is available on the <u>Scottish Government website</u>.

Additionally, local authorities are encouraged to work with their local NHS Board public health department in developing the LTS and to complete further assessments such as a <u>Health Inequalities Impact Assessment</u> to identify potential impacts on populations and health determinants likely to be affected by the development of the LTS.

Engagement and Consultation

Everyone has an interest in transport and consultation is a vital element of the local transport strategy process. Local authorities will need to actively involve a wide range of people in the development and implementation of their strategy, including (but not limited to): local people and communities, children and young people, businesses and business groups, private and community transport operators, health and education providers, the enterprise networks, relevant representative bodies and user groups and the emergency services.

Public involvement in a genuinely inclusive approach to the development of strategies will be vital if authorities are going to achieve the widespread support necessary to implement any difficult and potentially contentious measures, especially as policies to support the national 20% car km reduction are implemented. Moreover, local people will have knowledge and insight about existing problems that may be helpful in formulating strategies.

Local transport strategies need to fit within a local authority's community plan and it may be appropriate to use community planning mechanisms (such as citizens' panels or forums) as a vehicle for consultation.

Local authorities may also wish to make use of the stakeholder networks and consultative processes established by their RTP.

The LTS document, alongside any supporting documents such as consultation and impact assessments, should be accessible and easy for the public to understand.



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