



**TRANSPORT
SCOTLAND**
CÒMHDHAIL ALBA

Local Transport Strategy: Guidance

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Introduction

In 2020, in response to the global climate emergency, Scotland made a world-leading commitment to reduce car kilometres travelled by 20% by 2030 nationally. 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. We do not expect car use to reduce equally for all, including some businesses, those in rural areas, and those who rely on cars for mobility or other reasons, but for those who are able to change their travel behaviour we want to recognise and enable that.

The Scottish Government is committed to finding ways to make sustainable travel modes more attractive and supporting people to take fewer journeys by car, where they can. 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 transformational and the change challenging, and the Local Transport Strategy (LTS) offers an opportunity to set priorities, agenda, direction and process for change at the local level.

Cabinet Secretary for Transport Fiona Hyslop said: “the new guidance is there to help local authority colleagues as they develop and implement their strategy. I would like to thank all respondents to our stakeholder review, particularly their feedback that the guidance needed to be easy-to-follow by local officials who may have no previous experience with LTS development. Transport Scotland have developed the guidance with this feedback in mind.

Although there is no general statutory requirement for a local authority to prepare a LTS, I would invite they consider this option to focus on the contribution that transport can make at a local level to delivering strategic objective and inform local authorities delivery plan for transport at a 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, that align both with wider local policy such as planning, economic development 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. They could also be used as a framework to guide decision-making in other delivery mechanisms within the transport sector, but also in other sectors such as planning, energy, housing etc.

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 [Climate Change Plan update](#) “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 [National Transport Strategy \(NTS\)](#). 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

objectives and outcomes around transport and access within a LTS, Local Development Plan (LDP) and any local 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 Transport Scotland website 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.

Sustainable Travel and Investment Hierarchy

The NTS embeds the Sustainable Travel Hierarchy and Sustainable Investment Hierarchy (see Figure 1 below) in decision making for the movement of people and the investment in transport. The sustainable travel hierarchy graphic shows that priority is given to walking and wheeling, followed by cycling, followed by public transport, followed by taxis and shared transport, followed by private car. The sustainable investment hierarchy graphic shows that priority is given to investment that reduces the need to travel unsustainably, followed by investment in maintaining and safely operating existing assets, followed by investment to make better use of use of existing capacity, followed by investment in targeted infrastructure improvements.



Figure 1 - Sustainable Travel and Investment Hierarchy

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 considerations. This is where transport 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 road space is valuable and in-demand. The default assumption for many people is that this is for parking purposes – whether controlled or uncontrolled. However using the Sustainable Travel Hierarchy and the objectives set out in their strategy, local authorities may consider an alternative 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.

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 and Regional Strategic Context

National Transport Strategy

The second [National Transport Strategy](#) (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 [third Delivery Plan](#) published on 8 December 2023. 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 [NTS Monitoring and Evaluation Strategy](#). 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. Transport plays an important part in delivering the fully inclusive society we want. While we tackle inequalities, our actions will simultaneously reduce poverty, in particular child poverty. We define transport poverty as "the lack of transport options that are available, reliable, affordable, accessible or safe that allow people to meet their daily needs and achieve a reasonable quality of life". Our transport system will provide fair access to services we need: we have a duty to reduce inequalities and advance equality of opportunity and outcome, including the protected characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. We will ensure that our disadvantaged communities and individuals have fair access to the transport services they need. The transport system will enable everyone to access a wide range of services and to realise their human rights

The [route map to reducing car use](#) 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 some groups of 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

We continue to face a climate emergency and we need to move to a greener, more sustainable and more active means of travelling. The NTS priority: Takes Climate Action will help deliver our net-zero target, will adapt to the effects of climate change and will promote greener, cleaner choices. Transport is currently the largest contributor to Scottish emissions and this will be tackled through a range of actions including an ambition to phase out the need for new petrol and diesel cars and vans by 2032, changing people's travel behaviour and managing demand.

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 [a route map to reducing car use](#), 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.

Transport Scotland published the Approach to Climate Change Adaptation and Resilience in August 2023 which outlines the key climate risks affecting Scotland's transport system and sets out our strategic outcomes for road, rail, aviation and maritime transport networks.

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 [National Strategy for Economic Transformation](#) 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. It also refers to Regional Economic Partnerships that are collaborations between local government, the private sector, education and skills providers, our enterprise and skills agencies and the third sector to deliver economic prosperity across Scotland's regions.

At a national level, Transport Scotland published [Vision for Scotland's public electric vehicle \(EV\) charging network](#) setting out what an ideal public charging offer for cars and vans would look like across Scotland to allow efficient movement of people and goods. As part of the approach Transport Scotland are supporting Scotland's local authorities to develop public electric vehicle charging strategies and infrastructure expansion plans.

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 National Walking Strategy](#) and the [National Walking Strategy Action Plan](#) provide more information on the national policy on this. The Scottish Government has committed at least £320 million, or 10% of the total transport budget, to active travel in future budgets post 2024 – 2025. Local Authorities are eligible to a portion of the existing Active Travel Transformation Fund.

Over 2023 and 2024, we are helping local authorities deliver Low Emissions Zones (LEZs) in Scotland's four largest cities. This is a key initiative to improve urban air quality and to ensure that everyone, but particularly the oldest, youngest and those with pre-existing medical conditions, are protected from the harmful impacts of poor

air quality in our city centres. If a local authority would like to introduce a LEZ in their area, they can contact Transport Scotland for guidance.

In the NTS Delivery Plan 2023, Transport Scotland have a commitment for all appropriate roads in built-up areas have a safer 20mph speed limit. Regulations are also in place allowing local authorities to enforce a ban on pavement parking, double parking and parking at dropped kerbs.

Regulations came into force in September 2023 that enable local transport authorities to explore the bus franchising and partnership powers in the Transport (Scotland) Act 2019. From 4 December 2023, local transport authorities can work with operators to improve the quality and efficiency of local services through a Bus Services Improvement Partnership or develop a franchising framework to help them revitalise bus networks according to their own needs.

STPR2

In 2019, Transport Scotland commenced the [second Strategic Transport Projects Review](#), the first review having been published in 2008. This review of the strategic transport network's performance informs 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 delivery will have an important role in supporting the delivery of the NPF4 national spatial strategy, National Developments and national policy.

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 (see below). The Recommendations deliver on NTS vision, priorities and outcomes and align with NPF4 and the Climate Change Plan update.

Any STPR recommendations covering the local area should help inform the LTS and can be found in [their recommendations sorted by region](#).

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. NPF4 details our long term plan for what Scotland could be in 2045. NPF4 guides spatial development, set out national planning policies, designate national

developments and highlight regional spatial priorities. It will be part of the Local Development Plan, and so influence planning decisions across Scotland.

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 use.

Regional Transport Partnerships / Strategies

Regional Transport Partnerships bring together local authorities and other key regional stakeholders to take a strategic approach to transport in each region of Scotland. Their Regional Transport Strategies provide a framework for the transport activities of constituent councils, health boards and others but do not necessarily go into detail on those delivery issues that remain out with their direct responsibility. Whilst the RTS acts as a framework, the LTS of the constituent councils will also contribute to the RTS.

When taken together, the national, regional and local strategies will represent a hierarchy of interventions in transport services, infrastructure and travel behaviour and a comprehensive framework for the improvement of transport across the whole of Scotland.

The Place Principle

The Scottish Government and COSLA have agreed to adopt the Place Principle to help overcome organisational and sectoral boundaries, to encourage better collaboration and community involvement, and improve the impact of combined energy, resources and investment.

The principle was developed by partners in the public and private sectors, the third sector and communities, to help them develop a clear vision for their place.

It promotes a shared understanding of place, and the need to take a more collaborative approach to a place's services and assets to achieve better outcomes

for people and communities. The principle encourages and enables local flexibility to respond to issues and circumstances in different places.

- [Place standard](#) is a tool designed to support communities, public, private and third sectors to work efficiently and effectively together to assess the quality of a place.
- The [Place and Wellbeing Outcomes | Our Place](#) provide a consistent and comprehensive focus for where place impacts on the wellbeing of people and planet.
- [USP Your Town Audit](#) provides the standard benchmark for measuring the performance of a Scottish Town.
- The [Planning for Place](#) programme at the Improvement Service supports local authorities apply the place principle and collaborate on place based approaches.
- The [Scottish Government Planning Guidance - Local living and 20 minute neighbourhoods](#) aims to encourage, promote and facilitate the application of the Place Principle
- Scotland's Centre for Regional Inclusive Growth ([SCRIG](#)) seeks to drive improvements to grow the economy sustainably and inclusively throughout our economy and across all of our regions.

The [ScotPHO](#) profiles present a range of indicators to give an overview of health and its wider determinants at a local level. This could be included as a tool/resource in building a profile of the needs of the local area.

Regional Spatial Strategies

The Planning (Scotland) Act 2019 establishes a duty for a planning authority, or authorities acting jointly, to prepare and adopt a [Regional Spatial Strategy \(RSS\)](#). 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.

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 Context

While a LTS needs to take into account national policies and strategies, it must also be tailored to the unique circumstances of each local authority area. That is why when developing a LTS, consideration of the transport relationship with wider local plans, policies and strategies, such as the Local Development Plan, should be made.

Consideration of existing transport-related lower-level plans, policies and strategies (for example a road safety plan which delivery timescale overlaps partially with that of the LTS itself) should also be made to ensure they support the LTS itself.

Local Development Plan

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 LDP 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 [LDP Regulations and Guidance](#).

The 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 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 LDP and LTS should promote the 20% car kilometre reduction, 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 [Place and Wellbeing Outcomes](#), and the [Place Standard Tool](#) 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 Outcomes (sometimes called Goals or Priorities) have the potential to feed into those of the LDP. Notwithstanding the above, LTS should be reviewed every 10 years but no later than the expiring date of the ongoing NTS and should be reviewed in line with the LDP development cycle, whichever comes first.

Other local plans, policies and strategies

A LTS should consider transport relationship with wider local plans, policies and strategies such as the following:

- Local Outcome Improvement Plan and Locality Plans
- Regional Economic Strategies including City/Growth Deals
- Healthboard strategies and plans including access to healthcare planning
- Air Quality Monitoring Area Action Plans
- Local Transport Strategies – neighbouring authorities
- Open Space Strategies
- Linkage with STPR interventions happening in local areas
- Development control
- Local Child Poverty Action Plans

A set of transport-related “lower-level” plans, policies and strategies should also support the LTS or be aligned to it if they have been published before the LTS. Such documents could cover the following (list non exhaustive):

- Local Road Safety Framework/Action Plans
- Modal or thematic strategies linked to RTS e.g. [Active Travel Strategy Guidance](#), Parking and Pavement Parking and Loading
- Local Bus services, infrastructure and information
- Rail and access to rail stations
- Traffic management
- EV Charging facilities
- Micro-mobility
- Freight and logistics considerations
- Integration of transport modes
- School transport and travel
- Streetscape and asset management and maintenance
- Local Active Travel Strategy

- Carbon management plans
- Sustainability Plan
- Local Heat and Energy Efficiency Strategies
- Community Plans
- Local Housing Strategies & housing investment plans
- Tourism Strategies and Events Strategies

Developing a Strategy

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 NTS delivery plan then sets out the specific actions or schemes to achieve this.

The LTS structure is not prescribed but generally covers the following items; a Vision for transport by the time the LTS is delivered (e.g. Our transport system will support communities with affordable, seamless, and sustainable access to all aspects of our daily lives), a few Outcomes/Goals/Priorities supporting the vision (e.g. Transport has a positive role in tackling poverty, improving health and reducing inequalities), a set of Transport Planning Objectives (e.g. Resilience – Ensure our transport network is more resilient and can react to unplanned circumstances and extreme weather) supporting the Outcomes/Goals/Priorities and finally a set of policies/policy focus areas/topic areas supporting the TPOs which in turn are translated into corresponding actions (e.g. Ensuring communities on low incomes in the city are particularly well-served by sustainable transport provision as they are least likely to own a car).

The above-mentioned Outcomes 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 Objectives nor the Outcomes need to be solely 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 questions such as “What do we want transport to look like in our area? How will our Strategy help us achieve that vision? “, but should not be delivery-focused or technology bound. Taking this

approach allows delivery plans to be updated as technology and circumstances change, without needing to go back and amend the strategy.

The process of developing the strategy follows many of the same steps as an appraisal. Local authorities may wish to refer to Scottish Transport Appraisal Guidance (STAG) as a useful tool but to bear in mind the guidance was not written for the purpose of developing a LTS, and STAG was not designed to appraise packaged options. Following a STAG-based approach encompassing its three key stages (Case for change, Option Generation and Development, and Options Appraisal) will ensure that the LTS has a robust evidence base and allows members of the public, stakeholders and funders to have confidence in the document.

An indicative checklist has been produced at the end of this document to help local authorities in developing their strategies.

Case for Change

Chapter 3 of [Scottish Transport Appraisal Guidance \(STAG\)](#) is about the Case for Change.

Two steps are followed under this stage: 1) Analysis of problems and opportunities affecting the transport network. This will be informed by review of the previous LTS, review of the transport context and public consultation. 2) Setting of Transport Planning Objectives (TPOs) to address these.

Transport Problems and Opportunities

Location-specific problems or opportunities should be the rationale for any analysis/appraisal. Problems/main issues are undesirable or harmful circumstances with the transport system. Opportunities are where a change to the transport system may lead to a positive outcome. Problems/main issues and opportunities can be actual or perceived. It is important to differentiate between perceived problems and opportunities which can be corroborated by independent evidence and those which are perceived but for which evidence is either not available or inconsistent.

As outlined in the Place Framework, the identification of problems/main issues and opportunities should focus on people and communities. Work at this stage should aim to answer the questions outlined within the Place Framework Narrative including:

- Why is change needed?
- Where do things need to change?
- What changes will make a difference?

You should identify problems and opportunities for specific groups of people, such as those with disabilities, women, and young people. The nature and scale of any problems and opportunities should be demonstrated through clear evidence and you should avoid relying on contextual information alone. Supporting analysis should explore how and why the problems and opportunities are being experienced and the consequences for the study area. A logic map may be helpful in demonstrating the relationship between evidence and identified problems and opportunities. However, causal links can be complex and logic maps need to be accompanied by a written explanation.

More information on logic maps can be found on [Logic mapping: hints and tips guide \(publishing.service.gov.uk\)](https://publishing.service.gov.uk) with a particular transport example on page 6 or in [this example of a logic map being used to summarise a LTS](#).

The strategy should collate an analysis of the current and future transport problems and opportunities in the local authority area. This analysis/appraisal 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 Transport Planning Objectives

The analysis of problems and opportunities is crucial in setting robust Transport Planning Objectives (TPO). The objectives must express the change sought in the study area without indicating potential solutions.

In other words, having analysed the current situation, looked to the future and identified transport problems and opportunities, the authority should determine what it wants its transport strategy to achieve through a set of well-defined objectives.

The transport planning objectives could stem from the following indicative themes/(technical) policies:

- Car use reduction
- Parking/Pavement Parking/Loading
- Local bus services, infrastructure and information
- Rail and access to rail stations
- Traffic Management
- Development control
- Road Safety
- EV charging facilities

- Micro-mobility
- Freight and logistics considerations
- Transport integration
- School transport and travel
- Streetscape, asset management and maintenance
- Road space allocation/reallocation. Note helpful Glasgow City Council's approach to their Streetspace Allocation Framework which aims to provide a decision-making framework to roadspace reallocation conflicts between modes.
- Air quality
- Health guidance
- Funding streams
- Climate resilience and adaptation
- Accessibility
- Best practice
- Lighting
- Road, carriageway and footway maintenance

Once the Case for Change is complete it is expected that a Case for Change report or a Main Issues Report will be published to support consultation with stakeholders and the public, particularly those who will be affected by the change.

Option generation

Chapter 4 of [Scottish Transport Appraisal Guidance \(STAG\)](#) identifies option generation and sifting as a crucial element of any appraisal. This could equally apply to the development of a transport strategy.

Alongside applying the Strategic Environmental Approach (SEA – see Impact Assessments chapter) approach, consideration of all possible types of solutions or “options” (which could be packaged options) to achieve the Outcomes/goals and Objectives is required.

Sources for option generation may include:

- Ideas from stakeholder and community engagement
- Proposals from previous studies
- Through the statutory planning and policy process, both for transport initiatives and land-use plans; and
- Outputs from the evidence-led process followed by the team undertaking the appraisal

Options appraisal

The options are then appraised against a range of criteria (including the Transport Planning Objectives above, and the STAG criteria of Economy, Health, Safety and Wellbeing, Equality and Accessibility, Environment, Climate Change) to see how they perform. The ability to deliver (feasibility, affordability, public acceptability) is also considered for each.

For the LTS objectives, 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 [assessment of NTS enablers](#) may be a helpful resource for local authorities to refer to during their own assessment.

It is expected that following the options appraisal a draft LTS will be published for further consultation.

Monitoring and Evaluation

The Monitoring and Evaluation section of the LTS will enable local authorities to understand if they are on track to deliver their outcomes and transport objectives. It should set out the evidence pathway between the delivery of actions/activities (as set out in the delivery plan) and the Outcomes set out in the Strategy. This enables local authorities and others to judge whether they are delivering their strategy and whether the strategy needs to be adjusted to reflect changing circumstances or the experience of implementing the delivery plan.

Strategies should include a set of indicators to monitor performance (where appropriate) and potentially indicator-specific outcomes (different from the Outcomes/goals/priorities previously mentioned) which will be used to measure whether the Strategy is being successfully delivered. These outcomes will need to be aligned with the key outcomes from Policies, Plans and Strategies at National, Regional and Local level: for example on road safety, a LTS could set out the outcome of 30% reduction in adults killed and seriously injured and 100% reduction in children killed or seriously injured using the transport network by 2030 if the local casualty forecast indicates that it is achievable and aligned to the Road Safety

Framework to 2030 outcome of a 50% reduction in adults killed and seriously injured and 60% reduction in children killed or seriously injured.

[The National Transport Strategy \(NTS\)](#) 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 set of indicators which best reflect their particular local circumstances drawing on local evidence. The indicators 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.

Developing a Delivery Plan

Following sifting and appraisal of transport 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 raising and spending and initiatives to be delivered in partnership with other bodies which will be set out in a delivery plan. This can either be included within the LTS or as a separate document.

While strategies should be dynamic and capable of being adapted to changing circumstances, the delivery plan should provide an outline of what needs to be done, by whom and when, and to include indicative costs.

The delivery plan should be consistent with supporting 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 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, their delivery plans when deemed necessary by them.

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
- 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 [technical guidance on the Public Sector Equality Duty in Scotland](#) and a range of [non-statutory guidance](#), 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 outcomes.

Local authorities are expected to demonstrate how findings from an Equality Impact Assessment (EqIA) have translated into objectives 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 [Scottish Government website](#).

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 [requirements and guidance on undertaking an SEA](#), 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 [Scottish Government website](#).

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 [Health Impact Assessment](#) to identify potential impacts on populations and health determinants likely to be affected by the development of the LTS.

An Island Community Impact Assessment is a legal duty in Scotland to test any new policy, strategy or service which is likely to have an effect on an island community and would therefore be required if applicable.

Engagement and Consultation

Everyone has an interest in transport and consultation is a vital element of the local transport strategy development process and its implementation. Local authorities will therefore need to actively engage throughout the LTS development process with a wide range of people, 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.

The [National Standards for Community Engagement](#) are Scotland's good-practice principles designed to support and inform the process of community engagement, and improve what happens as a result. They describe the main elements of effective community engagement, and set out detailed performance statements that everyone involved can use to achieve the highest quality results and the greatest impact. They are intended to act as a central benchmark and reference point for best practice, and have been widely accepted by a range of practitioners as key principles for effective practice.

The [Best Practice Guidance on Community Engagement](#) is an output from the Bus Taskforce's Sub-Group. It contains specific guidance for bus operators, local authorities and communities and recognises the active and positive role local people and communities can play in supporting and developing bus services. However much of the principles and methodologies are applicable to engagement on a LTS.

Public engagement 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 use 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 Case for Change report (or Main Issues Report), the draft LTS document, alongside any supporting documents such as a consultation paper and impact assessments, should be accessible and easy for the public to understand.

When developing a LTS, engagement should also be carried out with the respective RTP and neighbouring local authorities. Transport Scotland welcomes engagement from local authorities at any stage in the development of a LTS. This will be based on the needs of the local authority and is not a requirement. We particularly welcome engagement before beginning the process of creating a LTS where a local authority will be seeking to use discretionary powers to implement new policies, for example, [Workplace Parking Licensing](#).

Robust engagement and impact assessments are critical to ensuring local political and local community 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.

Resources

Data

Transport Scotland publishes a [range of statistical publications about travel and transport in Scotland, covering transport trends, road casualties and statistics consultations](#).

Regional Transport Partnerships (RTP) also collect and hold data which may be useful to draw upon when developing a LTS.

The [Climate Intelligence Service](#) is jointly funded by Scottish Government and local government to help councils build capacity and capability for the development of area-wide programmes of emissions reduction, to deliver their own area-wide net zero targets and to contribute to Scotland's national commitment to net zero by 2045. The Climate Intelligence Service is a collaborative, action focused, and data driven programme which will have a wide-reaching impact on local authority climate strategies and actions across Scotland.

In relation to active travel, Paths for All [National Opinion Survey on Walking & Wheeling report](#), Sustrans [The Walking and Cycling Index](#) and the [Active Travel Open Data Portal](#) could also be useful resources when developing a LTS.

Funding

External funding opportunities from national, regional and local bodies are available to facilitate improvements to transport networks without being wholly reliant on Council funding. There is no centralised resource of available funding streams at the time of publication, therefore local authorities should consult the Transport Scotland website, external organisations or enterprise bodies for further information on funding for transport schemes.

[Scottish Enterprise](#) is a non-departmental public body of the Scottish Government which encourages economic development, enterprise, innovation and investment in business. The body covers the eastern and central parts of Scotland whilst similar bodies, [Highlands and Islands Enterprise](#) and [South of Scotland Enterprise](#), operate in north-western and southern Scotland, respectively.

LTS Checklist

1. Have you determined the location specific problems and opportunities focusing on people and communities within your area?
 - a. Demonstrated through clear evidence
 - b. Supporting analysis should explore how and why problems and opportunities are being experienced
2. Have you carried out analysis of current/future transport problems and opportunities?
3. Have you determined what you want your LTS to achieve through a set of Outcomes and supporting objectives?
 - a. Option generation and sifting is crucial of any appraisal. A LTS needs to determine the best means to achieve the Outcomes.
4. Have you developed a set of indicators to monitor performance, where appropriate, and potentially indicator-specific outcomes which will be used to measure whether the Strategy is being successfully delivered?
5. Have you created a delivery plan?
 - a. This should provide an outline of what needs to be done, by whom and when and to include indicative costs.
6. Have you completed or referred to previously completed impact assessments and shown how the LTS responds to the findings of this?
7. Have you carried out sufficient engagement?
 - a. Engagement can be carried out during any stage of the development of a LTS.
 - b. At the beginning of the process, this may be useful to help identify the transport problems and outcomes. Robust engagement is essential to ensuring local and political support for the outcomes in the strategy
 - c. Ensure to engage with your RTP
 - d. Engage with Transport Scotland if necessary for further guidance.



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